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NCDD

**National Committee
for Sub-National
Democratic Development
(NCDD)**

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**Japan International
Cooperation Agency
(JICA)**

Study on Human Resource Development:

Training Programs for Civil Servants on Local Administration

under the Ministry of Interior

September 2011

National Committee for Sub-National Democratic Development
Project for Capacity Development for Implementing the Organic Law
at the Capital and Provincial Level
(PILAC 2)

Preface

The promulgation of the "Law on Administrative Management of Capital, Provinces, Municipalities, Districts and Khans" in May 2008 provides the legal foundation on the Decentralization and De-concentration Reform (D&D Reform) in Cambodia. The election to establish new councils was successfully conducted in 2009 at the capital, provinces, municipalities, districts, and khans nationwide. The "National Program for Sub-National Democratic Development" (NP-SNDD) was formulated in 2010 to lay out the comprehensive process of the D&D Reform from 2010 to 2019, and the first "Three-Year Implementation Plan for the National Program for Sub-National Democratic Development 2011-2013" (IP3) was approved in 2011. The series of progress above provide the common basis for the Royal Government of Cambodia (RGC) and the Development Partners to move forward.

In line with the progress of the D&D Reform, PILAC2 was launched in March 2010 in cooperation with the National Committee for Sub-National Democratic Development Secretariat (NCDDS). PILAC2 has conducted several surveys to contribute to the advancement of the D&D Reform. The four reports listed below are the accomplishment of the surveys.

Report I: Situational Analysis of Baseline Data of Socio Economic Condition for Capital/Provincial Development Plans and Investment Programs

Report II: Situational Analysis for Potential Sources of Funding for Capital/Provincial Development Plans and Investment Programs

Report III: Study on Human Resource Development - Training Programs for Civil Servants on Local Administration under the Ministry of Interior

Report IV: Situational Analysis 3 - Capital/Provincial and District/Municipal/Khan Administration Management

The reports deal with different topics but share the purpose to describe the latest situations in relation to local administrations in Cambodia. I believe the reports are timely and provide useful information to understand the progress of the D&D Reform and envisage the future of the reform in Cambodia.

On behalf of the NCDDS, I would like to express my sincere gratitude to all the RGC officials and the Development Partners who provided valuable time and information for this study. In addition, I greatly appreciate the generous support of the Government of Japan through the Embassy of Japan and JICA for the D&D Reform, and the Japanese experts for PILAC2 who provided technical support for the study.

Phnom Penh, March 2012

Secretary of State, Ministry of Interior and
Chairperson of the NCDDS

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Abbreviations

Acronym	Full Name
ADB	Asian Development Bank
AWG	Accountability Working Groups
AWPB	Annual Work Plan and Budget
BoG	Board of Governors
CAR	Council for Administrative Reform
CAU	Contract Administration Unit of ExCom
CBA	Competence-based Assessment
CBO	Community-based Organization
CD	Capacity Development
CDB	Commune Database
CDPD	Commune Development Planning Database
C/P	Capital/Province
C/S	Commune/Sangkat
C/SF	Commune/Sangkat Fund
CMDG	Cambodian Millennium Development Goals
CoM	Council of Ministers
CSO	Civil Society Organization
D&D	Decentralization and Deconcentration
DANIDA	Danish International Development Assistance
DDC	District Development Committee
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
D/MF	District/Municipality Fund
DoLA	Department of Local Administration
DP	Development Partner
DPV	Department of Personnel and Vocational Training
DSA	Daily Subsidy Allowance

DWSO	District One Window Service Office
EFI	Economics and Finance Institute
EU	European Union
ExCom	Executive Committee
FU	Finance Unit of ExCom
GDLA	General Department for Local Administration
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GTZ	Deutsche Gesellschaft fü r Technische Zusammenarbeit
HRD	Human Resource Development
HRM	Human Resource Management
HRMIS	Human Resource Management Information System
ICT	Information Communication and Technology
IP1	Annual Work Plan and Budget 2011
IP3	First Three-Year Implementation Plan (2011-2013) of NP-SNDD
JICA	Japan International Cooperation Agency
Khan	Khmer term for the District in Municipality
KFT	Khan Facilitation Team
LAA	Local Administration Advisor in PSDD Project
LAU	Local Administration Unit of ExCom
MBPI	Merit-based Pay Initiative
M&E	Monitoring and Evaluation
MEF	Ministry of Economy and Finance
MIS	Management Information Systems
MOI	Ministry of Interior
MOEYS	Ministry of Education Youth and Sport
MOH	Ministry of Health
NCDD	National Committee for the Management of Decentralization and De-concentration Reform by December 2008. National Committee for Sub-national Democratic Development (from January 2009)
NCDD-S	Secretariat of NCDD
NGO	Non-governmental Organization
NLCS	National League of Commune/Sangkat Councils
NPAR	National Program of Administrative Reform
NP-SNDD	National Program for Sub-national Democratic Development
NSDP	National Strategic Development Plan

ODA	Official Development Assistance
OJT	On-the-Job Training
Off-JT	Off-the-Job Training
PBA	Program-based Approach
PC	Permanent Committee of DDC
PDH	Provincial Department of Health
PDEYS	Provincial Department of Education Youth and Sport
PFA	Provincial Financial Advisor
PFM	Public Finance Management
PFMR	Public Finance Management Reform
PFMRP	Public Finance Management Reform Program
PFT	Provincial Facilitation Team
PILAC	Project on Improvement of Local Administration in Cambodia
PILAC2	Project for Capacity Development for Implementing the Organic Law at the Capital and Provincial Level
PLAU	Provincial Local Administration Unit
PMAS	Performance Management and Accountability System
P/M	Province/Municipality
P/MO	Provincial/Municipal Office
PMC	Project Management Committee
PMG	Priority Mission Groups (scheme)
P/MLAU	Provincial/Municipal Local Administration Unit
P/MRDC	Provincial/Municipal Rural Development Committee
POC	Priority Operating Costs
PSDD	Project to Support Decentralization and De-concentration Reform
RGC	Royal Government of Cambodia
RSA	Royal School of Administration
SSCS	State Secretariat for Civil Service
Salakhet	Khmer term for the Provincial Governor's Office
Salasrok	Khmer term for the District Governor's Office
SIDA	Swedish International Development Cooperation Agency
SWAPs	Sector Wide Approaches
TA	Technical Assistance
TFC	Technical Facilitation Committee
TNA	Training Needs Assessment
TORs	Terms of reference

TOT	Training of Trainers
TSO	Technical Support Official
TSU	Technical Support Unit of ExCom
TWG	Technical Working Group
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
WB	World Bank

Executive Summary

This report discusses key issues and general suggestions to strengthen overall human resource development (HRD) systems. It also presents training programs for local administrations in Cambodia and action plans to implement the training for promoting HRD systems consistent with the framework for decentralization and deconcentration (D&D) reform in Cambodia. The training programs and action plans were developed by comparing the Cambodian HRD system with the Japanese one.

With a view to understanding the current status and identifying key aspects of HRD systems in Japan and Cambodia, the research team conducted a series of interviews with key people in target organizations in charge of the management of HRD and human resource management (HRM). In addition, the team organized two kinds of workshop. Through the workshops, conditions and actions to apply training programs in Japanese local governments to local administrations in Cambodia were identified, and feasible training programs within the Cambodian context were presented to Cambodian stakeholders.

Human resource development systems in the Japanese local governments

In Japan, the Local Civil Service Law of 1952 is the fundamental law for the local public service system. The law constitutes the framework for such matters as personnel agencies, appointments, duties of public servants, the compensation system, rights of public servants, and protecting their interests. In addition, Article 39 of the law stipulates that local civil servants shall be given an opportunity to participate in training by the authority who appointed them.

Basic policy on HRD

Most local governments have prepared a basic policy on human resource development for their personnel according to the guideline from the Ministry of Internal Affairs and Communications. Generally, the basic policy covers such matters as the purpose of HRD,　the necessary capacity of local civil servants, and the HRD promotion system.

Training programs

According to the policy, each local government formulates a HRD plan and training programs. This report presents examples of rank-based training, special training and on-the-job training (OJT) implemented in Saitama prefecture (Saitama), Tochigi prefecture (Tochigi) and Tokyo metropolis (Tokyo).

Rank-based training in Saitama. The purpose of rank-based training is to improve basic skills and knowledge necessary for each rank of officials. Saitama divides target ranks into eight levels: (1) new officials; (2) officials with less than two years of experience; (3) officials with less than three years of experience; (4) leaders; (5) chief clerks; (6) section chiefs; (7) deputy directors; and (8) directors. This training consists of two kinds of training programs: basic and optional training. The courses of optional training are divided into four categories: (1) leaders and below; (2) chief clerks; (3) section chiefs; and (4) deputy directors and above. Some courses are obligatory in order to take the promotion exam.

Rank-based training in Tochigi. Rank-based training in Tochigi focuses on career management. The training is called "capacity development training." Its purpose is to have the trainees acquire basic skills and knowledge necessary to be promoted to the next rank. The training consists of two programs, i.e., common and optional training programs, and consultation with a chief of their office. The training as a whole is conducted over a year. Tochigi uses a capacity development (CD) plan sheet to help officials prepare their own CD plan with a chief by clarifying the capacity to develop and evaluate the effect of the training.

Practical skill training and on-the-job training (OJT) in Tokyo. In recent years, Tokyo has been increasingly focusing on special training courses called practical skill training and OJT. The purpose of the former is to have trainees acquire specialized knowledge and skills directly related to day-to-day work that are not covered by rank-based training. It is divided into three programs in accordance with the capacity level of officials. On the other hand, OJT is meant to motivate managerial-level officials to train their subordinates in a careful and sustainable way, encourage the subordinates to learn routine work from their supervisors and gain skills and knowledge required at work. To achieve the purposes above, in 2007, Tokyo formulated the OJT Guideline and OJT Handbook, and established an OJT promotion system.

Activities to enhance the effect of training. All the local governments above conduct training needs assessments, monitoring and evaluation of training programs through a questionnaire survey and interviews with trainees, their bosses and other responsible persons.

Human resource development systems in the Cambodian local administrations

National programs
There are two national programs which formulate strategy and policy on human resource

development: policies in the National Public Administrative Reform (NPAR); and the National Program for Sub-National Democratic Development (NP-SNDD) as well as its first three-year implementation plan (IP3). However, policies in NPAR have not been approved yet, and no specific activity in IP3 has started as of February 2011.

Policy on HRD and training programs

Regarding policy on HRD at the sub-national level, the capital and the two provinces that were visited have no HRD policy. The capital and the provinces prepare ad hoc training plans without a HRD plan. Accordingly, the system to conduct regular training program is not developed at the sub-national level. There are only ad hoc training programs organized by MOI, the National Committee for Sub-national Democratic Development (NCDD), or development partners.

OJT is conducted only on an informal basis. The staff members learn their tasks mostly by themselves or through oral instructions or advice by their superiors at their workplace. In Kampong Cham, the deputy governors often visit each division to give advice or instruct their staff member on administrative procedures.

Problems regarding HRD

Here are the major problems identified in the interview survey: unclear legal basis and administrative procedures; shortage of appropriate human resources (managerial staff and trainers); and dissolution of Executive Committee (ExCom). Many interviewees stated that instructions on HRD from the national level including legal documents, administrative procedures and policies are lacking in detail, difficult to understand, and not particularly feasible.

Comparison of the public service personnel system in local administrations at the macro level between Cambodia and Japan

The legal basis for the regulatory framework on local administrations in Cambodia is similar to Japan. The Organic Law corresponds to the Local Autonomy Law in Japan. Also, the basic personnel management system such as recruitment and promotion in Cambodia has much in common with the Japanese system.

However, the HRD systems for local administrations differ greatly between the two countries. Japanese local governments prepare the basic policy on the HRD according to the guidelines from the central level. Based on the policy, each local government develops the HRD plan and

training programs for their staff. However, in Cambodia, the central level does not have any policies on HRD. Therefore the MOI does not prepare HRD policies or plans, and the local administrations do not establish HRD systems to enhance abilities of their staff regularly. In addition, some local governments in Japan introduced HRD systems linked to personnel management. However, there is no relation between HRD and personnel management in Cambodia

Recommendations for the HRD systems at the macro level

Recommendation one: Development of legal instruments and guidelines related to the HRD systems in local administrations

Cambodian local administrations do not have the formal HRD systems because there is no national policies or legal basis to guide them to establish the systems. At present, CAR is finalizing policies on CD, HRD and HRM to specify the basic strategies for all civil servants. So, the policies should be approved as soon as possible and MOI needs to develop the policy and legal documents as well as guidelines at the ministry level based on the national policies.

Recommendation two: strengthen the personnel management system

Personnel management should be strengthened because HRD is closely related to it. At present, MOI manages officials at both the central and sub-national levels. Thus the following actions should be taken. First, the capacity of personnel management in MOI should be enhanced. Second, the capacity for personnel management of the HRM division in the capital and provinces should be improved with the support from the central level. IP3 does not set concrete measures for human resource management linked to competence-based training and assessment. Thus merit-based human resource management methods are to be developed within the context of NPAR and IP3.

Recommendation three: Develop the capacity of the central government staff.

In Cambodia, the central government is expected to prepare necessary legal instruments and guidelines for local administrations as mentioned in the recommendation one. However, the government also needs to enhance abilities of civil servants in order to take such actions because they have few opportunities to learn about human resource development in local administrations. Therefore, it is necessary to focus on the capacity development of the central government staff responsible for capacity building of local administrations.

Condition analysis and action plans

This study conducted analysis to identify conditions for applying Japanese training programs to Cambodian local administrations and actions to satisfy the conditions. The following are the actions that the relevant organizations should take.

Rank-based training and special training

At the national level, the State Secretariat for Civil Service (SSCS) needs to amend the common statute to add an article that all local civil servants shall have a right to take training programs. The Council for Administrative Reform (CAR) is expected to finalize policies on CD, HRD and HRM soon. On the other hand, MOI and NCDD are in charge of policy formulation and direct support to local administrations, such as the basic policy on HRD for MOI officials and a guideline on HRD policy formulation for local administrations, Training of Trainers (TOT) and guidance on training management.

At the sub-national level, the capacity development office of the HRM division needs to prepare the policy on HRD and build an implementation system. Also, the office must prepare an annual plan based on the basic policy and conducts training programs for trainers and HRM division staff. In the mid and long term, the office should establish the system of M&E and conduct follow-up activities after training. Moreover, the office is to create a database to manage training records as well as personnel management and a website to share information. The personnel management office of the HRM division shall be responsible for developing administrative procedures and personnel management. The office is to establish a performance evaluation system on training and introduce a CD plan sheet combined with regular consultation with an office chief to enhance the effect of training programs. In the long term, the office is to develop a database for personnel management linked to training programs.

OJT

At the national level, MOI and NCDD must give proper guidance to the sub-national level for preparing the OJT guidelines. In addition, MOI and NCDD should organize training for managerial officials to teach them how to conduct OJT, and provide them with guidance on OJT implementation, a systematic assessment system of OJT, and M&E.

At the sub-national level, firstly, the capacity development office shall prepare an OJT guideline. Based on the guideline, the office is to start planning and implementation of OJT. As for

planning, the office is to examine the current status of OJT to identify the necessary capacity and techniques suitable for each workplace and prepare an OJT plan sheet for officials to facilitate management of OJT as well as implementation plans for each division. In addition, the office is to organize training programs on OJT for managerial officials and prepare an OJT handbook and an OJT newsletter. Activities related to M&E are categorized in the mid and long term because the activities discussed above should be done before M&E. The personnel management office is to be responsible for directing human resources and administrative procedures. First, the office is to prepare a self-assessment sheet and a duty record for personnel management, and link them to OJT. Also, a tutor system is to be introduced for new employees, and officials in charge of OJT promotion are to be assigned in each division. In the long term, the office shall prepare an integrated Human Resource Management Information System to manage personnel information including OJT and establish a performance evaluation system with the support from MOI and NCDD.

Training programs and recommendations

This study examined application of the three kinds of training programs in Cambodia: rank-based, special and on-the-job training. It is fair to say that those training programs are applicable in Cambodia based on action plans presented by the study. The following are the recommendations on implementation of the training programs within the Cambodian context.

Recommendation one: introduce rank-based training prior to special training
Rank-based training is more basic than special training and most actions in those training programs are the same. Therefore, it would be more efficient if rank-based training started before special training.

Recommendation two: start with a simple OJT system
In Cambodia, civil servants are not familiar with a well-designed OJT system. Most officials know only the name OJT and understand that they conduct OJT with oral instructions. Therefore, at first, a formal but simple OJT system should be developed.

Recommendation three: promote self-development
Self-development is an important process to enhance the abilities of civil servants. Highly motivated people are able to improve their capacity better than others, and the effect of other training programs is heightened thorough self-development. Accordingly, after the system to conduct regular training programs is firmly established, activities for self-development should

be introduced. In addition to financial support for self-education such as distance learning, and studies at universities and language schools, understanding of a career design is an incentive for officials to keep learning by themselves and achieve their goals.

Recommendation four: work with IP3

IP3's targets include provincial administrations, national-level institutions, and district and municipal administrations. Thus it may be possible to incorporate some actions presented by this study in the framework of IP3. For example, the capacity of MOI and HRM division staff in management and coordination of training will be enhanced through activities in the national and provincial CD teams. The CD teams are to conduct needs assessment, develop plans, and take responsibility for conducting and evaluating training. It is worthwhile to consider introducing rank-based training and OJT in this process.

1. Background

Since 1993, the Royal Government of Cambodia (RGC) has been seeking to decentralize power and functions from central to sub-national administrations and reduce the concentration of power at the center. In 2005, the RGC developed the Strategic Framework for Decentralization and Deconcentration Reforms (hereinafter the "D&D Framework") [1] to implement sub-national decentralization and deconcentration. Both the National Strategic Development Plan (NSDP) 2006-2010[2] and the Rectangular Strategy for Growth, Employment, Equity and Efficiency Phase II[3], implemented in September 2008, point toward promoting D&D reform and Public Administrative Reform (PAR) as a means to materialize good governance practices in the RGC.

In 2008, in line with the D&D Framework, the new sub-national administrations were established for capital, provinces, khan, municipalities, and districts under the Law on Administrative Management of Capital, Provinces, Municipalities, Districts and Khan (hereinafter the "Law on Sub-National Administrative Management"). The Law on Sub-National Administrative Management also stipulates the roles and responsibilities of the new administrative divisions. Furthermore, the councilors, who are held accountable for legislative and executive responsibilities in the sub-national government, took office after indirect and proportional-representation elections in May 2009. This led to the creation of councils at the capital, province, khan, municipality, and district levels. The inter-ministerial National Committee for Sub-National Democratic Development (NCDD), which is the highest decision-making organ of the D&D reform at the central level and responsible for coordination and leadership of the implementation of the Law on Sub-National Administrative Management, began to disseminate new laws and corresponding training for the support personnel, and codified and approved laws and legal documents complementing the Law on Sub-National Administrative Management.

While the structure and functions of local administrations have been changing for the last few years, the RGC has increasingly stressed the need for human resource development (HRD) in local administrations in the D&D Framework, such as the National Program for Sub-national Democratic Development (NP-SNDD) 2010-2019, and newly approved NP-SNDD's first three-year Implementation Plan(IP3). However, the overall HRD policy based on a long-term vision lacks clarity and this makes it difficult to develop corresponding activity plans in detail. To redress this situation, there is a great need to examine the concrete actions required to promote the improvement of HRD

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[1] The D&D Framework is a policy document which shows the vision and principles of governance reform at the provincial, municipal, district, khan and commune/sangkat levels. It outlines the objectives of D&D strategy, the scope of national programs to achieve the objectives and the structural changes in the existing governance system.
[2] The NSDP is the single development strategy framed for the implementation of the Rectangular Strategy in 2004, which is a framework for socio-economic development founded on good governance. The program highlights the most essential strategies, targets and actions to carry out visions in the Rectangular Strategy.
[3] The Rectangular Strategy was extended to include Phase II to strengthen and expand achievements made by the first Rectangular Strategy and the Cambodian Millennium Development Goals.

systems based on the current status of local administrations.

This study aims to clarify the current status of HRD in local administrations and propose necessary actions to promote the advance of HRD systems consistent with the framework for D&D reform at both the macro and micro levels. At the macro level, this study identifies key issues in the policy and institutional framework of the HRD systems. At the micro level, by comparing the Cambodian HRD systems with the Japanese system, this study presents training programs for local public officials. In Japan, while decentralization has been promoted since the enactment of the Decentralization Promotion Law in 1995, local governments started developing more effective HRD systems to decentralize their administrative systems. In addition, many Cambodian civil servants who have been sent to Japan to learn about local administration and the HRD systems in Japanese local governments are concerned about the Cambodian local administrations. Therefore, Japanese training programs are expected to provide practical examples for local administrations in Cambodia.

This study consists of six chapters. Chapter 2 discusses the scope of research. Chapters 3 and 4 present the public service personnel system of local administrations in Japan and Cambodia. Chapter 5 summarizes a comparison of the institutional framework of the public service personnel system between Japan and Cambodia. Chapter 6 provides an analysis to introduce Japanese training programs in Cambodia based on a comparison of these two systems, offering training programs for local administrations in Cambodia and recommendations to implement the programs. Figure 1 shows the structure of this study.

Introduction

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> - Personnel management
> - Human resource development systems
> - Case study

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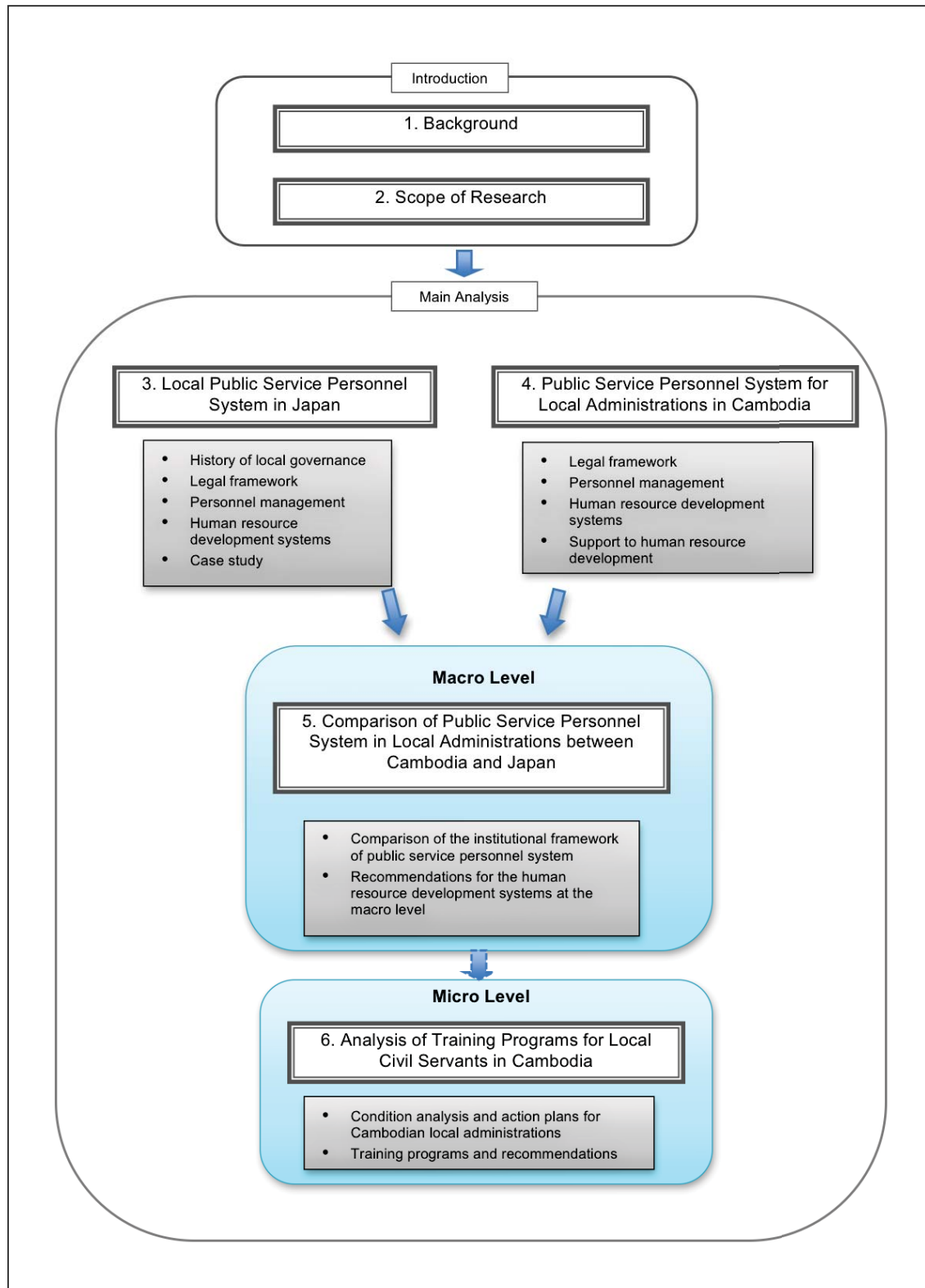> - Training programs and recommendations

Figure 1: Structure of the Study

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2. Scope of Research

2.1. Research Framework

This study adopts the framework for capacity development (CD). According to JICA's definition, CD is "the ongoing process of enhancing the problem-solving abilities of developing countries by taking into account all the factors at the individual, organizational, and societal levels." It is also well recognized that capacity consists of three levels: the individual, organizations, and institutions/society. In the context of HRD in Cambodian local administrations, at the institutional level CD targets legal systems, and targets policy and the institutional framework to establish HRD systems, while CD at the organizational level targets mainly the local administration's human resource division that is responsible for HRD and training facilities. The individual level focuses on improving local public officials' knowledge and skills. As mentioned above, this study focuses on the capacity of local public officials to introduce more specifics to the discussion on HRD as well as the policy and institutional framework.

2.2. Research Purpose

The main objectives of this study are as follows:
 (1) Review the overall human resource development systems in Japanese local governments;
 (2) Review the overall human resource development systems in Cambodian local administrations;
 (3) Identify key issues on the policy and institutional framework of the human resource development systems in Cambodia;
 (4) Examine key aspects of Japanese training programs applicable to local administrations in Cambodia;
 (5) Identify the conditions for applying Japanese training programs to local administrations in Cambodia and the necessary actions to satisfy the conditions;
 (6) Present training programs for local administrations in Cambodia and action plans to implement the training programs based on the analysis of key aspects.

2.3. Research Method[4]

In this study, the following methods have been adopted.
 (1) Review of documents: Review existing laws, policies, national strategies and plans with regard to HRD and HRM in Japan and Cambodia.
 (2) Key informant interview: Conduct a series of interviews with key people in target organizations in charge of management of HRD and HRM in Japan and Cambodia. In addition to the

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[4] This study is based on the research from November 2010 to February 2011.

interviews, documents were also collected as necessary.

(3) Workshop: Conduct two kinds of workshop. Table 1 shows the objectives and content.

Table 1: Objectives and Content of Workshops

Workshop	Objective & Content
1st workshop	• Purpose: To identify conditions and actions to apply training programs in Japanese local governments to local administrations in Cambodia. • Content: Presentation on Japanese training programs and condition analysis, and discussion.
2nd workshop	• Purpose: To propose viable training programs within the Cambodian context by identifying the key aspects of Japanese training schemes. • Content: Presentation of Japanese training programs and action plans, and discussion.

The public officials interviewed and participants of the two workshops are listed in Appendix 7 and Appendix 8.

3. Local Public Service Personnel System in Japan

3.1. History of Local Governance in Japan

Post-war period to 1990s

The modern local government system was first developed in the Meiji period, but the system was still centralized. It was not until the period after World War II that the initial decentralization reforms were promoted. The first stage of the reform began with the promulgation of the Local Autonomy Law in 1947 on the very day that a new democratic constitution was adopted, which guaranteed local self-government. The Police Law, the Fire Defense Organization Law and the Education Committee Law, as well as the Local Finance Law, were introduced between 1947 and 1948. The restructuring of the local government system ran from this period to the early 1950s. Through numerous amendments, local governments were given the authority, for example, to restrict the rights of citizens.

In the 1960s, economic growth led to the concentration of industry and populations in large cities, and the devastation of the countryside. In order to achieve balanced national development, the New Industrial Cities Construction Promotion Law was introduced in 1964 and regional development was promoted, mainly through local public entities. During the period from 1965 to 1974, environmental problems caused by rapid economic growth became apparent nationwide. Local governments, responding to this problem, enacted bylaws for the regulation of pollution ahead of national legislation.

The economy slowed after this period of economic growth due to the oil crisis in 1973. After 1975, the central and local governments developed large financial deficits resulting in massive public sector

debt and the consequent deterioration of the financial structure. Nevertheless, the maturation of local autonomy made local governments much more competent, and they began to exercise greater power and restore the individuality of local culture. This movement, known as the "era of locality," was more or less supported by various national measures such as the Integrated Residence Policy and the Country City Plan.

In the 1980s, financial reconstruction and administrative reform were important issues for both central and local governments. The central government created the Special Advisory Council on Enforcement of Administrative Reform. The cooperation of central and local governments in administrative and financial reform characterized this period. The recession after the collapse of the so-called economic bubble in the 1990s exposed structural problems, including those in the local government system, and measures for decentralization reform began to be taken.

Decentralization Reform since the 1990s

In Japan, currently local governments have to fill an increasing number of roles as comprehensive administrative entities in each region, responding to the diverse needs of the people and addressing socioeconomic changes such as globalization, population decline, the reduced birthrate, the aging of society, and advances in the ICT revolution. In such a situation, it has become important to promote administrative decentralization with the conviction that services close to people's daily lives should be handled by local governments in their communities.

The first decentralization reform since the post-war period began in 1995, when the Decentralization Promotion Law was enacted with the purpose of promoting decentralization in a comprehensive way. The Decentralization Promotion Committee was also formed to discuss specific measures for advancing decentralization. In accordance with the committee's recommendations, the government created the Decentralization Promotion Plan, and the Comprehensive Decentralization Law was enacted in 2000. Major aspects of the law are clarification of the division of roles between national and local governments, abolition of the system to which the central governments delegated such matters as administrative functions and transfer of authority. This law marked the transition to a decentralized administrative system from the centralized system that had been built up since the Meiji Era, and as such has great significance in promoting the transfer of power to local governments.

In order to further promote decentralization, the Decentralization Reform Promotion Law was enacted in 2006, with the goal of creating distinctive and dynamic local communities by clarifying the division of roles between the national and local governments and enhancing the autonomy and independence of local authorities. Under this law, an administrative management based on local authorities' own judgment and responsibility will be promoted.

Table 2 indicates the chronology of local governance from the post-war period to decentralization reforms in the 1990s.

Table 2: Chronology of Local Governance in Japan

Year	Primary events
1945	WW II ends
1947	Constitution of Japan and Local Autonomy Law enforced
	Police Law and Fire Defense Law enacted
1948	Local Finance Law and Education Committee Law enacted
1950	Local Civil Service Law and Local Tax Law enacted
1954	Period of high economic growth starts
1962	New Industrial Cities Construction Promotion Law enacted
1973	First oil shock causes financial crisis and economic growth ends
1977	Integrated Residence Policy and Country City Plan proposed in the third Comprehensive National Development Plan
1983	Central government creates the Special Advisory Council on Enforcement of Administrative Reform
1990-92	Bubble economy collapses and recession starts
1995	Decentralization Promotion Law enacted and Decentralization Promotion Committee established.
1998	Decentralization Promotion Plan formulated.
2000	Comprehensive Decentralization Law enacted.
2006	Decentralization Reform Promotion Law enacted.

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3.2. Important Laws regarding Local Public Service Personnel System in Japan

In this section, major laws governing the local public service personnel system are described. As the basis for local autonomy, the Constitution and Local Autonomy Law are mentioned, as well as the Local Civil Service Law.

Constitution

Japan's current local autonomy is based on the Constitution of Japan, adopted in 1946 after WWII. Before the war, the Japanese government was more centralized, but now the Constitution guarantees local autonomy. It regards local autonomy as indispensable to democracy, and also clearly places local governments within the national government structure.

Local Autonomy Law

Article 92 of the Constitution provides that "regulations concerning the organization and operation of local public entities shall be fixed by law in accordance with the principle of local autonomy." Based on this provision, the Local Autonomy Law, which provides for the most important and basic regulations, was adopted in 1947. The law stipulates basic matters related to the organization and operation of local governments, such as types, authority, residents, legislative assemblies, and agencies and financials affairs. In addition to this law, various laws relating to local autonomy have

been enacted: local civil service law, local finance law, and local tax law, to name a few.[5]

Local Civil Service Law

As a fundamental law for the local public service system, the Local Civil Service Law was enacted in 1952 with the purpose of ensuring democratic and efficient operation of local governments and realizing the main objectives of local autonomy. The law constitutes the framework of the local public service system, such as personnel agencies, appointments, duties of public service personnel, the compensation system, workers' rights and security of interest of the personnel. The Local Civil Service Law applies only to the regular public service personnel[6].

3.3. Personnel Management in the Local Governments

Authority for appointing local civil servants

The authority for appointing local civil servants is divided among the different institutions of the local government to which the employees belong, residing with the chairperson of the assembly, governor or mayor, and committee members of the board of education, among others. Through this authority, granted through laws, regulations and ordinances, these institutions have the power to appoint, suspend, dismiss, and discipline employees. In addition to those institutions, personnel committees and equity committees[7] have been established to deal with personnel issues such as the improvement of working conditions and the submission of complaints.

Appointment of local civil servants

Article 15 of the Local Civil Service Law provides that the appointment of personnel shall be made on the basis of each person's examination record, merit in the performance of duty, or other demonstrations of ability. Appointments are divided into four categories: (1) Initial appointment, (2) Promotion, (3) Demotion, and (4) Transfer. Among these categories, in principle, initial appointments and promotions shall be based on a competitive examination or selection by personnel committees. The Local Civil Service Law requires that the principle of equal opportunity be observed in matters of hiring, promotion, etc., and prohibits discrimination against local civil servants on the basis of race, gender, religion, or social status.

A retirement age limit system has been adopted. Local civil servants are normally hired without having their term of employment fixed, and enjoy lifetime employment until reaching the mandatory retirement age (age 60) , unless they are dismissed or retire.

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[5] Refer to Appendix 1.
[6] Local public service is classified as special public service and regular public service. Local civil servants engaged in special public service include the chief executive and assembly members, chosen for their post by public election, and members of committees, part-time or full-time advisors and researchers. Local civil servants other than those engaged in special public service are classified as regular public service personnel.
[7] Personnel committees have been established in prefectures and in cities with populations over 150,000, and equity committees in smaller municipalities.

Compensation system

The Local Civil Service Law lays out three principles on compensation of personnel. The first principle is "duty pay," which means that the compensation system of local civil servants must be in accordance with their duties and responsibilities. The second principle is "equalization." According to this principle, the compensation of personnel must be fixed by taking into consideration the cost of living, the wage standards of employees in the central government, other local governments and private enterprises, and other factors. The third is a principle of "pay-by-bylaw." This means that compensation shall be made based upon a law or bylaw duly authorized by a law. The compensation of civil servants can be fixed only by the local assembly representing the local inhabitants because the expense for compensation is borne by them.

The compensation consists of salary and allowances. Salary is a reward for work performed within regular working hours. Compensation other than salary is called an allowance. The Local Autonomy Law permits local governments to establish certain allowances within the provisions of their bylaw, such as family allowance, regional allowance, and housing allowance. The Civil Service Law authorizes the personnel committee to make a report on salary scales and make a recommendation on the salary scales to the chief executive and the local assembly, at least once every year, in order to review and keep the pay standard at an adequate level.

Duties of local civil servants

The Constitution of Japan, Article 15, declares that all civil servants are servants of the entire community. Based on the provision, Article 30 of the Local Civil Service Law stipulates that an official is obligated to attend to his or her duties in the interest of the public and exert his or her utmost effort in the performance of all duties.

Accordingly, they do have obligations such as the requirement to comply with laws and regulations and to follow the work-related orders of their superiors, to dedicate themselves to their work, to not disclose secrets that they might come to know through their work, and not to be involved in the formation of political associations or in election campaigns in their local government. Also, the right of collective bargaining and the right of dispute may be restricted for local public employees, depending on the type of work they perform.

Rights of local civil servants

The status of local civil servants is guaranteed, and they cannot be dismissed or suspended from work against their will except for reasons specified in the Local Civil Service Law or ordinances of the local government to which they belong. In addition, welfare for local civil servants is guaranteed by systems such as mutual aid associations for the employees and their family members.

Disciplinary punishment

When a public official commits an act of misconduct in violation of his or her duty or responsibility, the appointing authority may take disciplinary action[8] against the public official's will to preserve order and discipline in the civil service.

3.4. Human Resource Development Systems in the Local Governments[9]

3.4.1. Basic Policy on Human Resource Development

Article 39 (1) of the Local Civil Service Law stipulates that local civil servants shall be given an opportunity to participate in training by the authority who appointed them. While the Japanese government has promoted decentralization reform since 1995, human resource development in local governments also has been focused on improving the capacity of local governments in areas such as policy formulation. In 1997, the Ministry of Home Affairs (the current Ministry of Internal Affairs and Communications) formulated the Guidelines on the Formulation of Basic Policy on Human Resource Development in a New Era of Local Autonomy,[10] according to the second recommendation by the Decentralization Promotion Committee. The guideline lays out the following issues that local governments need to consider in formulating the policy: (1) clarifying purpose of HRD, (2) promoting comprehensive measures to enhance HRD, including providing an appropriate workplace to facilitate employee learning, establishing systematic personnel management, and introducing operations for employees' capacity development in the process of working, (3) providing diversified and useful training programs based on the three pillars of self-development[11], on-the-job training (OJT)[12] and off-the-job training (off-JT)[13], and (4) developing HRD promotion system.

In 2005, the Government of Japan amended the Local Civil Service Law and added Article 39 (3), stipulating that local governments shall formulate a basic policy on human resource development. Currently, most local governments have prepared a basic policy on human resource development for their own staff according to the amendment and guideline. The content is different in different local governments but generally, the basic policy includes the following items:

- Purpose of human resource development
- Ideal image of local civil servants
- Necessary capacity of local civil servants
- Division of roles and responsibilities among relevant organizations and employees

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[8] There are four types of disciplinary action: reproof, reduction in pay, suspension, and dismissal.
[9] This study focuses on prefectures because provinces in Cambodia correspond to prefectures in Japan.
[10] Only Japanese version is available.
[11] Self-development means that officials attempt to enhance their capacity by themselves through various means such as training in language skills, computer literacy, and culture in general.
[12] On-the-job training is training that is given by employees' supervisors at workplace.
[13] Off-JT is a periodic training which is implemented outside the workplace.

- HRD promotion system
- Concrete measures for capacity development

3.4.2. Training programs in local governments

As mentioned in the guideline explained in 3.4.1, training programs in Japanese local governments are mainly divided into three categories: (1) off-the-job training (Off-JT), (2) on-the-job training (OJT) and (3) self-development. Off-JT includes two major training programs: rank-based training and special training, which are implemented in most Japanese local governments. Rank-based training is training that officials of a certain rank or position are required to undertake. The training provides courses to learn common knowledge and skills for officials of the same rank. Special training is training to help officials acquire specific knowledge and skills, which is not carried out according to rank. In local governments in Japan, the personnel department or division in charge of overall human resource development is generally responsible for training programs common to all departments or bureaus, such as rank-based training. On the other hand, each department or bureau conducts their own special training because specific knowledge and skills acquired by special training are unique to each bureau in charge of different sectors, such as health, social welfare, and urban development. However, as necessary, the personnel department or division conducts special training for all bureaus in some local governments. Therefore, this report divides the special training into two categories: general special training and technical training. The training programs are defined as follows; general special training refers to common training by the personnel department or division and technical special training refers to training by each bureau themselves.

3.4.3. Support for human resource development in the local governments from the central government

In general, the national government does not provide local governments with any special support in regards of human resource development, but training institutes for local civil servants are run by the Ministry of Internal Affairs and Communication. Particularly, the local autonomy college provides both short-term and long-term courses related to local administration.

3.4.4. Current Issues on Human Resource Development in the Local Governments

As mentioned above, promoting decentralization makes local governments bear more responsibilities and restructure their organizations. With local governments facing changes, Japanese local governments are encountering some challenges. The Ministry's guidance for the promotion of decentralization reform in 2005 mentioned 1) establishment of organizations which respond to the needs of local people quickly and accurately and 2) quota control. Clear roles and responsibilities of

staff and introduction of a flat organization[14] are also recommended in the guidelines. In order to respond to the diverse needs of residents more quickly, some local governments attempt to introduce a flat organization. This structure promotes flexible and rapid decision-making, which results in the delivery of a better quality of public services. However, this system means deconcentration of responsibilities and therefore, officials need to act on their initiative with appropriate skills. Otherwise, operations may stagnate and wrong decisions may be made. In addition, some officials may lose motivation because it becomes more difficult to be promoted given fewer positions. Therefore, they need to prepare a well-designed plan taking such issues into account in introducing this system.

Regarding quota control of employees, local governments have to reduce the number of employees, in light of public service needs and recent socioeconomic changes. They try to achieve the goals set in their plan, but they need to restructure the organization at the same time. As a result, while the number of employees and positions are decreased, a higher level of capacity is required to perform their duties. As well as these issues, local governments face some challenges to be considered in human resource development, such as personnel management for aging employees.

3.5. Case Study

3.5.1.   Saitama: Rank-based training

Outline of human resource development systems in Saitama prefecture

The Saitama prefectural government (hereafter "Saitama") created a basic policy on human resource development (the basic policy) in 1999 and has revised it twice so far. When Saitama formulated the first basic policy, they obtained public comments to reflect the needs of local people in the policy. The current policy covers the period from 2009 to 2011, and it will be revised in 2012. The policy includes the purpose of human resource development, ideal local civil servants, responsibilities of employees for HRD, and strategic operations based on three perspectives (promotion of self-development, capacity development at the workplace and merit-based personnel management, and an HRD promotion system).

In Saitama, the personnel division of the department of general affairs is in charge of overall human resource development systems, such as policy development, management and coordination of training programs. The office also prepares an annual training plan based on the basic policy. As mentioned above, the personnel division provides only general training programs to teach common skills in all bureaus and each bureau is responsible for technical training. Saitama is organizing general training

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[14] Flat organization refers to an organizational structure with few or no levels of intervening management between staff and managers. Workers are more directly involved in the decision-making process, rather than being closely supervised by many layers of management.

programs with the Saitama Local Governments Association (hereinafter the "Association").[15] While the personnel division plans and coordinates training programs, the Association is responsible for implementation of training programs, including management of trainees and preparation of training materials.

Basic Information on Saitama prefecture

Saitama prefecture is an inland prefecture located in the Kanto region, on the northern border of Japan's capital. Statistics for Saitama prefecture are provided below.

Population: 7,054,000 (2010)

Number of municipalities: 64 municipalities (40 cities, 23 towns and 1 village) (2010)

Number of officials for general administration: 7,472 (2009)

Number of officials per 10,000 residents: 10.5 (2009)

Annual budget: USD 20,388 million (2011)

Source: Website of Saitama Prefectural Government

Rank-based training

One of the fundamental training programs in Saitama is "rank-based training." The purpose of rank-based training is to improve basic skills and knowledge necessary for each rank of public officials. Saitama divides target rank into `eight` levels: (1) new officials; (2) officials with less than two years of experience; (3) officials with less than three years of experience; (4) leaders; (5) chief clerks; (6) section chiefs; (7) deputy directors; and (8) directors. As mentioned earlier, the personnel division in Saitama is in charge of planning, management and coordination of the training. On the other hand, the Association is responsible for conducting training courses, including preparation of training materials and management of trainees. The training consists of two kinds of training programs: (1) Basic training program and (2) Optional training program. The basic training program provides basic and essential knowledge and skills as local civil servants, such as local governance, the local public service system, a code of conduct, tax system, and mental health and leadership; officials are required to take all courses in the program. On the other hand, an optional training program is provided to teach practical and special skills for day-to-day work. The courses are divided into four categories: leaders and lower level, chief clerks, section chiefs, and deputy directors and higher level. Officials need to choose some courses[16] for each category, and also must attend 80% of sessions and submit a written assignment. In addition, some courses are obligatory in order to take the promotion exam. Major topics are legal knowledge, economics, accounting, presentation skills, risk management, decision-making and other subjects. Settlement of complaints and presentation skills are particularly popular because both skills are used directly in their routine work and promotion exam. Most courses

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[15] The Saitama Local Governments Association is a kind of alliance consisting of Saitama prefecture and all municipalities in Saitama. The Association is in charge of training programs, research, personnel exchange between municipalities, etc.

[16] The required number of courses to take depends on the category.

in the optional training are joint training courses with municipalities. The training style depends on each course, but training styles primarily consist of lectures, role play, case studies and discussion. The annual training plan prepared by the personnel division provides detailed information on each course in those two programs, such as the content, target officials, duration and schedule. Table 3 provides a summary of those two programs.

Table 3: Components of the Rank-Based Training in Saitama

	Basic training	Optional training
Purpose	To learn basic knowledge and skills. Employees are required to take all courses.	To learn practical/special skills for routine work. Employees are required to choose some courses.
Topic	Local administration, public service personnel system, duties of local civil servants, basic legal knowledge, etc.	Legal knowledge, economics, accounting, presentation, risk management, etc.
Duration	All courses last from one to four days except new employee training.	All courses last from one to four days.
The number of trainees	Around 100-200 for one course	20 to 90 for one course

Regarding management of trainees, the Association prepares an attendance sheet and training operation rules, which describe how trainees should be chosen, discipline of trainees, management of training, development of materials and so on. On the other hand, the personnel division manages training records of officials in the personnel management system, though the records are not linked to transfer and promotion.

The personnel division assesses training needs using questionnaires from trainees and comments from trainers. The personnel division is able to ascertain needs for the optional training from the number of applications submitted for each course. The personnel division monitors and evaluates the training program by measuring the effects of the training programs in written assignment and ad hoc questionnaires. The division also monitors the effect of new courses.

Saitama makes use of the Association's website and internal website to provide important information on the training programs such as the basic policy, operation rules, annual plan, detailed schedule, training handbook and report format.

3.5.2. Tochigi: Rank-Based Training

Outline of human resource development systems in Tochigi prefecture

In the Tochigi prefectural government office (hereafter "Tochigi"), the personnel division of the management administration department is responsible for overall human resource development. The personnel division formulated the basic policy on human resource development in 2005 in accordance

with the guidelines from the Ministry of Internal Affairs and Communications. Tochigi clarifies the following issues in the basic policy: characteristics of employees required in a new era of local autonomy, concrete measures for HRD and the roles and responsibilities of officials on HRD, as well as the main objectives of the policy. Prior to the policy, Tochigi formulated employee training regulations which define important matters on the implementation of training such as the purpose of training, kinds of training programs and responsibilities of relevant officials. Also, the personnel division prepares an annual training plan based on the basic policy and regulation. The annual plan provides the basic policy on employee training, implementation plan, training organizational chart, annual schedule, contents and other issues related to attendance of the training.

Basic Information on Tochigi Prefecture

Tochigi prefecture is an inland prefecture located in the northern Kanto region and on the northern border of Saitama. Statistics on Tochigi prefecture are provided below.

Population: 2,007,000 (2010)

Number of municipalities: 27 (14 cities and 13 towns) (2009)

Number of officials for general administration: 4,593 (2009)

Number of officials per 10,000 residents: 22.9 (2009)

Annual budget: USD 9,234 million (2011)

Source: Website of Tochigi Prefectural Government.

Rank-based Training

Rank-based training in Tochigi is unique because it focuses on career management.[17] The training is called "capacity development training" and its purpose is to have the trainees learn basic skills and the knowledge necessary to be promoted to the next rank. Therefore, Tochigi divided the ranks into four levels as follows:

- 28 year-old officials who aim to be leaders
- 34 year-old officials who aim to be chief clerks
- Officials working six years as chief clerks
- Officials working two years as deputy director or new directors

Regarding training implementation system, the personnel division in Tochigi is responsible for planning, managing and coordinating the training, but outsources implementation of the whole program to Sanno Management Institute (hereinafter the "Institute"), a private university. Both training materials and trainers are provided by the Institute.

The training consists of two programs: (1) common training program; and (2) optional training

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[17] Career management in this program refers to management of career vision, the work environment and interpersonal relations.

program, and consultation with a chief of their office. The process of the training is as follows.

Firstly, common training is conducted in June every year. The common training program is a program to motivate officials to develop their capacity based on career management. Officials learn career management, review of career, and career goals. The program provides a one-day course and employees are required to take all sessions. Secondly, officials hold a consultation with a chief of their office after the program. There are two consultations and the first consultation after the common training program is held to prepare a capacity development plan sheet (CD plan sheet). The CD plan sheet is introduced to help officials prepare a CD plan with a chief by clarifying the capacity to be developed and the ideal image of the officials that will serve as the objective. The sheet includes goals and activities to achieve them, as well as feedback. Thirdly, officials take optional training programs between August and January. The program aims to teach the expected capacity for the next rank based on the common training and CD plan sheet. Officials are required to choose two courses, with the major topics being task management, communication skills, decision-making, problem solving, and capacity development of subordinates. Officials in municipalities are allowed to attend some courses. To help officials select appropriate courses, the personnel division shows a training course matrix, which includes the capacity to be developed by each course in the annual training plan. Among those topics, negotiation skills such as settlement of complaints, presentation skills and communication skill are popular. Lectures, individual exercises and group work are used as the training style for these two kinds of programs. Finally, the second consultation is held in February or March in order to review the improvement of capacity based on the CD plan. The CD plan sheet is submitted to the personnel section after the second consultation. Figure 2 shows the annual process of the program.
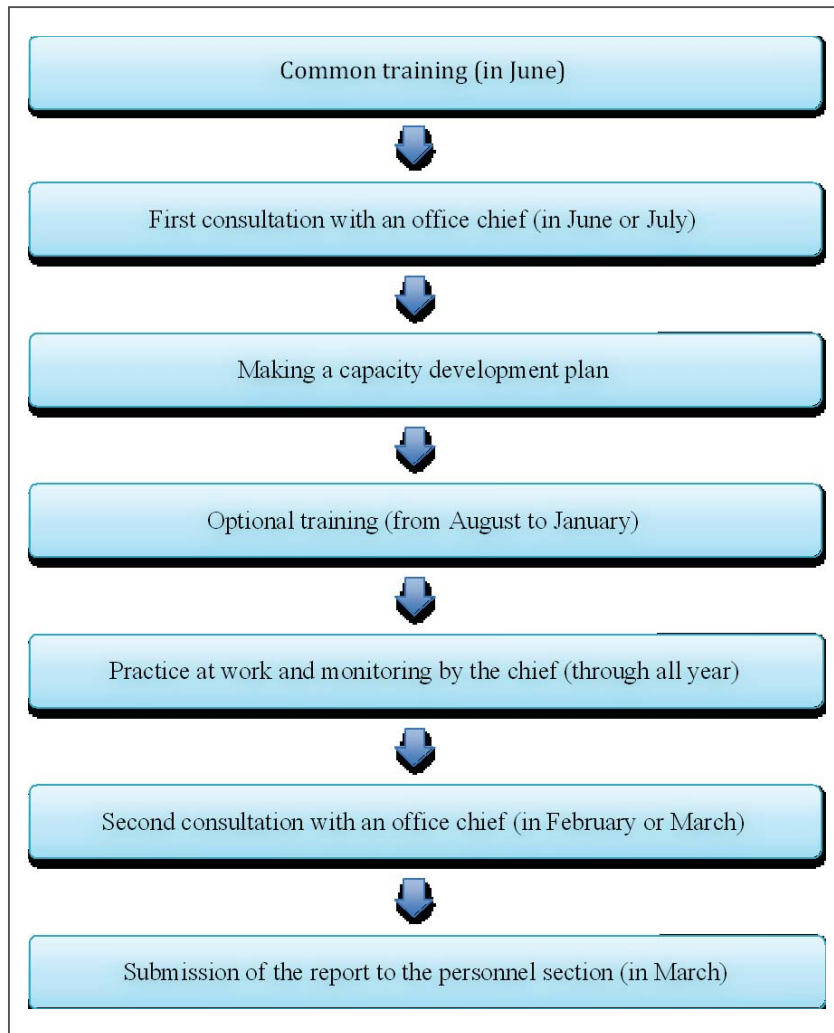
Figure 2: Annual Process for Capacity Development Training in Tochigi

To assess training needs, Tochigi gives a questionnaire survey to selected chiefs of trainees' offices and officials in charge of personnel management from each department, as well as a questionnaire to trainees. Based on the surveys, the evaluation committee assesses the training needs. The personnel division evaluates the training by carrying out the monitoring and evaluation with the Institute by means of a questionnaire to trainees, interviews with trainers and attendance by responsible people from the personnel division and the Institute. Also, the personnel division has a database to manage training records, but the database is independent from the personnel management. In addition, to provide important information on the training, Tochigi makes use of an internal website which provides the basic policy, training guidebook and other materials.

This capacity development training is related to OJT in that consultation with a chief of offices is introduced at the workplace, and also helps to enhance officials' motivation for self-development.

3.5.3. Tokyo: Special Training and On-the-Job Training

Outline of human resource development systems

The Tokyo metropolitan government office (hereafter "Tokyo") had already established a human resource development basic policy according to the guidance from the national level in 1997. Currently, Tokyo aims to become an efficient administration, responding to the diverse needs of the people and socioeconomic changes, and needs to establish a new management system based on HRD. Against this background, Tokyo developed the latest basic policy in 2007. The policy includes perspectives on the policy, the ideal local civil servants desired by the governmental office, the implementation system for HRD and concrete measures to promote HRD. In the policy, Tokyo regards self-development, OJT and Off-JT as the three pillars of training in accordance with the guideline from the central level. Tokyo gave an employee attitude survey to all officials in formulating this basic policy. Prior to the policy, Tokyo had already formulated training regulations which stipulated the basic components of training, such as the purposes, goals, kinds of training programs and training plan. The regulation is amended as necessary.

In Tokyo, the personnel division of general affairs bureau is in charge of overall human resource development for Tokyo government officials, such as policy formulation, support and coordination of HRD at each bureau, and developing efficient systems. With regard to training, the division prepares the annual basic training plan based on the policy. The plan provides the basic concept, important matters and activities for the year. In Tokyo, Off-JT is mainly divided into two categories: the central training and the bureau training. The personnel division is in charge of the central training and each bureau is responsible for its own bureau training. The personnel division also prepares an annual training pamphlet for the central training which includes an outline of training programs, content, schedule, the number of trainees and other aspects.

Basic Information on the Tokyo Metropolis

The Tokyo metropolis is situated in the southern Kanto region, located in approximately the center of the Japanese archipelago. Statistics for the Tokyo metropolis are provided below.

Population: 13,010,000 (2010)

Number of municipalities: 62 (23 special wards, 26 cities, 5 towns and 8 villages) (2009)

Number of officials for general administration: 19,556 (2009)

Number of officials per 10,000 residents: 15.1 (2009)

Annual budget: USD 75,232 million (2011)

Source: Website of Tokyo Metropolitan Government.

Special Training

As explained in 3.4.1., in general, each bureau or department conducts special training in the local governments. In Tokyo, each bureau is in charge of the technical training necessary for each bureau, which is part of the bureau training. However, the personnel division conducts special training which provides courses common to all bureaus. In particular, Tokyo has increasingly focused on a special training course called practical skill training. Its purpose is to have trainees learn specialized knowledge and skills directly related to day-to-day work which are not covered by rank-based training. The training targets all ranks of public officials with the exception of new employees. It is divided into three programs in accordance with the capacity level of officials: practical skill training 1, 2 and 3. Training 1 targets lower-ranking officials, training 2 is for the middle level and training 3 is for the managerial level. Table 4 provides details on each program.

Table 4: Three Levels of Practical Skill Training Programs

	Practical Skill Training 1	Practical Skill Training 2	Practical Skill Training 3
Target	Ordinary officials	Leaders	Chief clerks and higher rank
Topic	Time management, logical thinking, presentation, documentation, etc.	Problem solving, debate skills, followership (support for their boss), judicial affairs	Negotiation skills, risk management, leadership, etc.
Duration	One to two days for one course	One-day course only	One to two days for one course
Training style	Lectures, exercises, role play, case studies and discussion	Lectures, exercises, role play, case studies and discussion	Lectures, exercises, role play, case studies and discussion
The number of trainees	30 to 50 trainees for one course	30 to 40 trainees for one course	30 to 60 trainees for one course

Regarding training implementation system, the personnel division is in charge of policy formulation, planning, management and coordination, and outsources implementation of training to Tokyo Human Resource Support Agency (HRS Agency).[18] The HRS Agency prepares textbooks and audiovisual materials.

As part of personnel management, chief clerks and lower-ranking officials must prepare a self-assessment sheet to set goals and evaluate them at the beginning of the fiscal year. Officials ranked deputy director and higher also must prepare a duty record to check and evaluate their duties. Those assessment sheets are used to assess the effect of training as well as to evaluate performance.

Tokyo has developed an IT system for personnel management, which covers career record, performance evaluation, capacity development plan and job rotation. Also, the internal website and BBS[19] share information on HRD such as the basic policy, training plan and training materials.

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[18] Tokyo Human Resource Agency is an organization founded for effective public administration through capacity development of public officials and for the welfare of the citizens of Tokyo.
[19] Bulletin Board System

To assess training needs, the personnel division conducts interviews with all bureaus for the main purpose of examining each bureau's training plans, as well as a questionnaire survey to trainees. In addition, for some training programs, Tokyo gives questionnaires to the trainees' bosses as well as trainees in order to assess change in their attitude every year. Furthermore, the personnel section conducts monitoring and evaluations with the HRS Agency.

In addition, the division held discussion with officials in charge of personnel management from each department in 2010 as well as regular interviews with bureaus with a view to understand the current status of each workplace better. Also, the section conducts interviews with people in charge of personnel management or training from private companies and other local governments as necessary.

On-the-job training (OJT)

As mentioned earlier, capacity development of officials is one of the key issues in the administration of Tokyo. Tokyo regards OJT as fundamental for HRD and has been strengthening OJT system accordingly. The purpose of OJT is to (1) motivate managerial-level officials to carefully train their staff at their workplace in a sustainable way and (2) motivate officials to learn routine work from their supervisors and so obtain skills and knowledge required at their office. To achieve these purposes, in 2007 the personnel division formulated the OJT Guideline and OJT Handbook, and newly established an OJT promotion system as well. The OJT Guideline outlines the duties and attitudes of employees and points to notes in implementing OJT as well as OJT promotion system. The OJT Handbook was prepared based on the guideline and distributed to all employees at the rank of supervisor or higher. The handbook indicates the basic concept, duties of both officials who give OJT and those who receive OJT, how to conduct OJT, practical techniques and know-how, case studies and the OJT guideline.

Regarding the OJT promotion system, Tokyo aims to establish a system by which the personnel division, each bureau and the HRS Agency support OJT at each workplace. The guideline defines the division of roles of relevant bureaus and officials in the system. "Figure 3: OJT Promotion System" indicates the structure.

Here are the roles of relevant bureaus and divisions according to the guideline

(1) Personnel division: Develop policies and manage and coordinate OJT.

(2) Tokyo Human Resource Support Agency: Prepare written materials for OJT promotion.

(3) Bureaus: Prepare OJT policy and actual training.

(4) Other divisions and sections: Conduct OJT.

On the other hand, the roles and responsibilities of individuals are as follows:

(1) Officials in charge of OJT promotion: Understand the current status and needs of OJT at the workplace, give support and advice to managers, plan training.

(2) Managerial level: Instruct supervisors and facilitate OJT in their workplace.

(3) Supervisor level: Instruct leaders and support the managerial level.

(4) Leader and ordinary level: Learn routine work through OJT.

In addition, Tokyo introduced a tutor system in which a tutor is assigned to each newly appointed official and tutors also contribute to OJT, though their roles are not indicated in the OJT Guideline. To enhance the ability of officials in charge of OJT promotion and those who give OJT, the personnel division implements OJT promotion training, which was conducted twice in 2010. The training mainly targets new directors in charge of personnel management, and training for tutors is conducted separately.

As an instrument to promote OJT, the OJT Handbook is mainly used among managerial officials, but an OJT newsletter is regularly issued as well. The newsletter provides case studies at each workplace, including private companies and special skills. According to an interview with the personnel division, it is effective in inspiring managerial level officials to promote OJT in their own workplace. For example, some officials ask for more information on OJT activities in other bureaus. In addition to these documents, the personnel division prepares audiovisual materials. Those documents and other information are available from the internal BBS for OJT promotion.
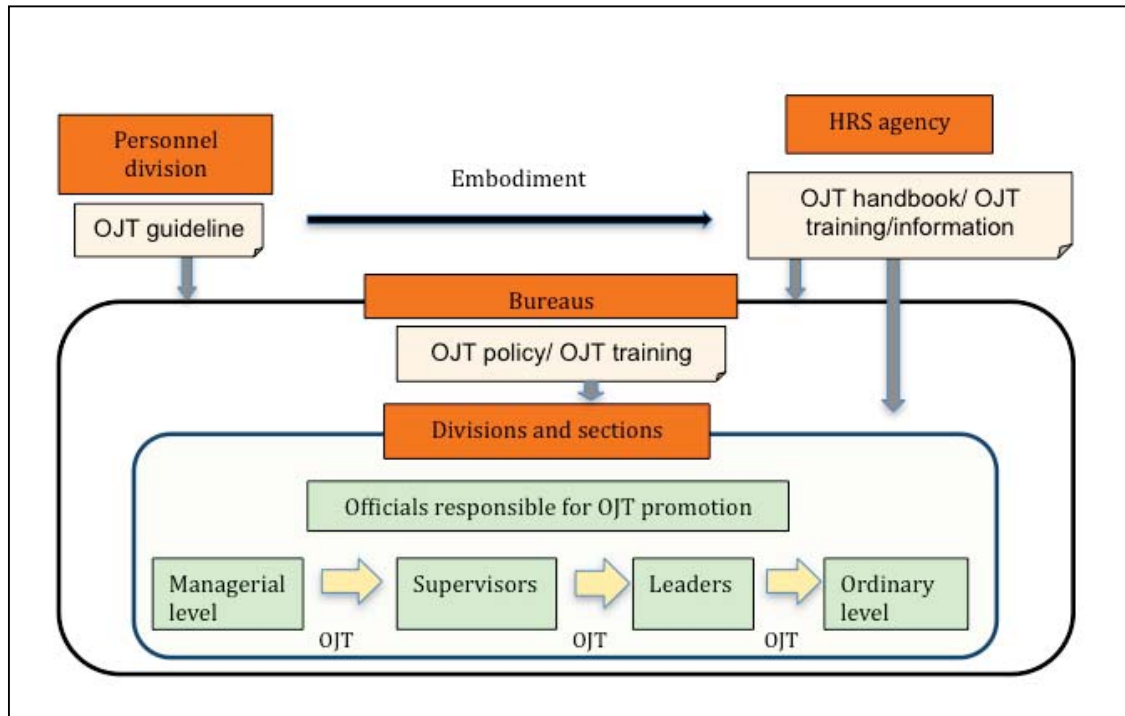

Figure 3: OJT Promotion System

To enhance the OJT effect, Tokyo makes use of a self-assessment sheet for lower-ranking officials (ordinary level, leaders and supervisors) and a duty record for managerial level. Those sheets are prepared for personnel management, but the results of OJT are recorded in the sheets. They set their own goals related to OJT at the beginning of the fiscal year and evaluate the results at the end of the year. In addition, the OJT Handbook provides a sample OJT plan and officials can use it to manage OJT as necessary. As explained earlier, Tokyo has a database for personnel management, and information on OJT is also managed with the database. In this sense, OJT is incorporated into the human resource management (HRM) system in Tokyo.

With regard to examination of results, the personnel division conducts an interview with responsible officials from each bureau once a year and gave a questionnaire survey in 2007 as well. The division modifies the OJT system based on the interview and questionnaire as necessary.

4. Public Service Personnel System for Local administrations in Cambodia

4.1. Regulatory Framework for Local Administrations in Cambodia

The Law on Administrative Management of Capital, Provinces, Municipalities, Districts and Khan in 2008 (the Law on Sub-National Administrative Management), a fundamental law on local administration, provides the legal basis. It provides the core administrative basis at the sub-national level and stipulates establishment and management of the council at the capital and provincial levels and the municipal, district and khan levels.

The Sub-Decrees No. 215 (2009) and No. 216 (2009) stipulate the functions and responsibilities of the board of governors and the council at the capital and provincial levels, as well as the municipal, district and khan levels. In accordance with these sub-decrees, the Prakas No. 4273 (2009) and No. 4274 (2009) stipulate the establishment of offices under divisions at the capital and provincial levels, and the municipal, district and khan levels. To supplement the Prakas related to new divisions and offices, the MOI issued the Guideline No. 005 (2010) on the integration of the current structure and officials into the new structure. In addition, MOI issued the Guideline No. 228 SSR/NCDD (2010) to set out a process for transferring resources of the Executive Committee (ExCom) into the new capital and provincial administration because ExCom will be dissolved in March 2011 with the completion of PSDD.

With regard to the public service personnel system, the Law on Common Statute of Civil Servants of the Kingdom of Cambodia in 1994 (the Common Statute) is a fundamental law that stipulates basic principles related to the public service personnel system. In addition to this basic law, laws and regulations have been enacted to stipulate the details of the personnel management system. The Law

on the General Principles of Organization of the State Civil Service was promulgated in 1997 and it provides classifications for civil servants such as categories, grades and steps. Also, the Law on the Basic Salary and Subsidiary Allowances for the Salary of Civil Servants (2001) stipulates the basic salary and subsidiary allowances of civil servants, and the Sub-decree No. 21 on the Duration of the Workweek of Civil Servants of the Kingdom of Cambodia (1996) stipulates working hours and leave and holidays.

The Sub-Decree No. 20 (1997) stipulates basic principles on the procedures for managing civil servants. In addition, to strengthen implementation of the laws and regulations related to appointment, the RGC issued circulation No. 10 (1999), which provides the legal framework for procedures for civil servant appointments. Other than these legal documents, RGC, SSCS and CAR issued laws and regulation related to the public service personnel system[20].

Also, all ministries and institutions are supposed to establish particular statutes for each body[21], which manage the civil servants' careers based on their educational background under Sub-Decree No. 9 (1998).

Regarding MOI officials, the Law on Particular Statues were promulgated in 2000 for four categories (the Particular Statutes)—High-Ranking Administrative Officials (Cadre A), Kramkar Official (Cadre B), Administrative Secretary (Cadre C), and Administrative Agent (Cadre D)–to stipulate basic matters on civil servants in each category.

4.2. Personnel Management System at the Capital and 23 Provinces

4.2.1. Roles of relevant agencies at the national level

With regard to personnel management of capital and provinces under MOI, the Secretariat of State of the Civil Service (SSCS), the Council for Administrative Reform (CAR) and the MOI are responsible at the national level.

SSCS is a governmental agency in charge of personnel management of civil servants, which was established by Royal Kram NS-RKM-0196-024 (1996). The Sub-decree 019-ANK-BK on the organization and functions of the SSCS (1996) defines the missions and roles of SSCS[22].

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[20] Appendix 3 provides details.
[21] All civil servants are grouped into different civil service bodies, which are ranked in four categories (A, B, C and D) according to the minimum education required to join a body. According to the handbook for civil servants by CAR, there are 21 common statutes for four categories in six sectors (General administration, MOI, Diplomats, Education, Health and Technical).
[22] SSCS is in charge of the following: (1) development and exercise of laws and regulations on personnel management; (2) providing the Council of Ministers (CoM) with advice on legal frameworks to establish and modify the administrative structures of ministries; (3) management of cadre and foreseeing the management plan; (4) preparation of the policy on

As described above, SSCS is responsible for overall activities related to personnel management such as legislation and policy formulation, and monitoring of personnel management by each ministry. According to an interview with SSCS, SSCS is actually in charge of checking qualifications for promotion, appointment, transferring positions and roles for civil servants as a whole within the legal framework. In addition, SSCS conducts nationwide recruitment throughout all ministries in cooperation with MEF and CoM and also monitors the changes in the monthly payroll of civil servants in each ministry. At present, SSCS is doing research to establish a new principle statute related to managing civil servants at the central and sub-national levels.

On the other hand, the Council for Administrative Reform (CAR)[23] is a high-ranking, cross-sectoral and inter-ministerial body with decision-making power and the mandate to coordinate and facilitate the National Public Administrative Reform (NPAR), which launched in 1999. The current NPAR (2009-2013) is the third program and its purpose is to transform the public administration into an effective provider of public services. In the framework of the NPAR, CAR is preparing policies on capacity development, human resource development and human resource management. In relation to personnel management, the action plan of NPAR provides activities and actions for the improvement of human resource management in all ministries. These activities include strengthening HRM and the personnel management process, developing the capacity of HR units in each ministry, further developing human resource management information systems and so on. CAR plans to develop tools and processes to support ministries, such as HRM manuals and handbooks. At present, the HRM policy which should be the basis for those activities is in the process of approval. Thus most activities have not started yet as of January 2011. Details of policies related to HRM will be provided in 4.3.1 and 4.4.

In the MOI, the Department of Personnel and Vocational Training (DPV) is in charge of personnel management of officials under MOI. Prakas No.095 (MOI) in 1994 stipulates responsibilities of DPV. With regard to recruitment and promotion, DPV is in charge of the following matters: (1) proposing recruitment of civil servants and contract staff on MOI; (2) offering decorations, medals, and appreciation letters to civil servants; and (3) proposing promotions, appointments, and punishments to civil servants at the Provincial/Municipal level, District/Khan, Commune/Sangkat, and the other parties in MOI. DPV is also responsible for preparing and proposing documents related to HRM, such as drafting the related law for the Common Statute of Civil Servants, maintaining documents about officials' functions and preparing documents related to the civil servants and civil administrators'

human resources development and follow-up on implementing training for civil servants; (5) proposing annual budget framework to Ministry of Economy and Finance (MEF) based on the proposal of all ministries; (6) monitoring of the process for entry examinations in accordance with Article 15 of the common statute; (7) control of individual decisions related to management of civil servants with a legal basis based on requests by ministries, such as requests for transfer, including the issuance of visa; (8) preparation of lists of information on human resources management; (9) coping with the complaints of civil servants; (10) formulating the remuneration policies of civil servants; and (11) maintenance of administrative documents to manage civil servants.

[23] Royal Government of Cambodia, No. 51/ANK/BK Sub-Decree on Law on Establishment of the Council for Administrative Reform, Phnom Penh, 10 June 1999.

tasks for the minister's signature.

4.2.2. Personnel management system for civil servants

As explained in 4.1, the Common Statute is a fundamental law on the public service personnel system applicable to all civil servants, which stipulates basic matters related to personnel management. In addition to the Common Statute, particular statutes provide details on the personnel management system for each body based on four categories (Cadre A, B, C and D) and six sectors.

Recruitment

The Common Statute stipulates basic matters related to recruitment of civil servants such as qualification and process. Annual civil servant recruitment is conducted nationwide in principle through competitive examination. The applicants must be Cambodian, at least 18 years of age and not more than 25 (if a diploma of higher education is held, the age is extended to 30), not convicted of a crime, and have a "good attitude." All competitive entry examinations in the civil service shall be undertaken in the presence of a representative of the SSCS and CAR.

According to DPV of MOI, the process of recruitment at each ministry is as follows: firstly, the ministry sends a request letter to the government with the exact number of officials and positions, and other information, and secondly, after the government approves the budget and staffing request, the ministry starts the recruitment process. Finally, local people are recruited to work at their location and the recruit announcement is posted at the provincial hall or any other place where all candidates are able to see it. Applicants at both the national level and sub-national level take the same exam on the same date.

In principle, the appointment is made based on the request, certificate or diploma, work experiences, positions, duties and organizational structure of each ministry and institutions. Officials receiving the initial appointments to the civil service as well as promotions to a higher employment category must serve a probationary period. After successfully passing the probationary period, an individual becomes a permanent civil servant.

With regard to MOI officials, as mentioned in 4.1, particular statutes stipulate basic principles in the four categories and provide details on appointments. According to the statutes, candidates for categories A and B must receive initial training at the Royal School of Administration (RSA), and in addition MOI has to organize initial training for category C. In addition, according to an interview with DPV, new procedures for recruitment[24] are under discussion and will be disseminated soon.

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[24] Royal Decree on Recruitment for Civil Servant Framework, Exam for Cadre Change, Grade Promotion and Civil Servants Rank Promotion, 19 November 2010 (Draft version)

Promotion

The common statute provides the qualifications and process for promotion. There are two levels of promotion: promotion in steps and promotion in grade. There are three grades in each category and grades are divided into several steps. Normally, civil servants have to spend their whole career within the third grade and should be promoted in steps regularly through seniority or selection[25]. The minimum period of time required to obtain a promotion in steps is two years, but as for civil servants assigned to positions classified as remote, unhealthy or dangerous, the period is one year. If a civil servant is recognized for the exceptional qualities of his or her work, the promotion shall be done through selection, not seniority.

The process of evaluation for promotion is as follows. First, each year in January, civil servants entitled to apply for a promotion fill out a professional evaluation form with comments from their department head. Professional evaluations of departmental heads of capital and provinces are submitted to the respective provincial governors, who shall assess their behavior, discipline and cooperative attitude. Finally, the head of the institution (Secretary of State or Minister) concerned prepares a list of civil servants to be proposed for promotion according to the stipulated criteria for promotion.

As for MOI, particular statutes provide the basic qualifications observed in the promotion. According to an interview with DPV, promotion through educational background is implemented as well as seniority promotion. For example, the particular statute stipulates that civil servants of category A who hold a higher degree than a Bachelor's degree shall be automatically promoted to be the next grade.

Performance Management and Evaluation

The performance appraisal is conducted every two years for each staff member, in the context of regular increments and promotions within a category. All ministries have an inspection department for managing this work, appraising half the staff one year and the other half in the next year. According to interviewees in the capital and provinces, performance evaluation is conducted regularly for promotion with an evaluation sheet developed by SSCS. In category A, criteria for the evaluation for the promotion are initiative and creativity, responsibility, contribution, leadership, and morality[26].

As well as regular performance evaluations for promotion, CAR assists government ministries and institutions to develop and implement a Performance Management and Accountability System (PMAS). PMAS will define the expected results of individual performance, and enable managers to provide effective performance feedback in order to enhance the motivation and performance of civil

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[25] Civil servants may, in the same grade, be promoted only to the next highest class, or if they change their grade, to the lowest step of the next highest grade (handbook for civil servants).
[26] The criteria are consistent with qualifications stipulated by the particular statutes.

servants. At present, some ministries have introduced PMAS but it needs to be updated because the salary incentive scheme[27] was changed.

Personnel Change

Basically, personnel changes are made based on requests from officials, e.g., if an official would like to be transferred to a place where his or her spouse is working. There are cases in which an official is transferred as punishment, but such a case is rare. Transfers are divided into two categories: within the same ministry and from one ministry to another ministry. In both cases, after the ministry approves the transfer, the request is sent to SSCS to review it. As for changes from one ministry to another ministry, the official who requests a transfer needs agreement between the current ministry and intended ministry. The transfer takes effect with certain legal instruments.

According to an official from DPV, transfers at the sub-national level are infrequent because transfers to another province affect officials' daily lives.

Retirement

The common statutes stipulate compulsory ages for retirement and conditions for receiving pensions. The legal retirement age for civil servants of either gender is 60 for category A, 58 for category B; and 55 for categories C and D. Civil servants have the right to receive a monthly seniority retirement pension equaling 80% of their net basic salary after having fulfilled the following conditions: having reached the retirement age (55 to 60), and having served for at least 30 years[28].

Compensation system

The Royal Decree NS-RKT-1201-450 on the Basic Salary and Subsidiary Allowances of Salary of Civil Servants in 2001 stipulates the basic principles for the basic salary and subsidiary allowance of civil servants.

Compensation consists of the basic salary, functional allowance and subsidiary allowance, which are in accordance with the career system and the employment/contract system. The basic salary is based on indices established according to each category, grade and step. Regarding allowances, the functional allowance is an additional allowance to the basic salary which is to be provided for civil servants according to their position, working experience and working effectiveness. Subsidiary allowances include the risk allowance, regional allowance, health risk allowance, pedagogic allowance, family allowance, and others. Civil servants receive the basic salary and these allowances monthly.

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[27] The Merit Based Pay Initiatives (MBPI) and the Priority Mission Group (PMG) were terminated and the Priority Operating Costs (POC) newly commenced in 2010.

[28] Civil servants having less than 20 years of service shall not be granted a retirement pension, but they are entitled to obtain a refund of pension deductions withdrawn from their salaries as well as other state allowances in a lump sum payment. Civil servants having worked between 20-30 years have the right to receive a proportional retirement pension.

4.3. Human Resource Development Systems at the Capital and 23 Provinces

    4.3.1.   National strategy and policy on human resource development

With regard to local administrations in Cambodia, there are two kinds of national programs which formulate strategy and policy on human resource development: policies in the National Public Administrative Reform (NPAR); and the National Program for Sub-National Democratic Development (NP-SNDD) as well as its first three-year implementation plan (IP3).

      National Public Administrative Reform

As mentioned in 4.2.1, the national strategy and policies on human resource development are under consideration in the context of NPAR (2009-2013) led by CAR. Through the NPAR, the Royal Government of Cambodia aims to transform the civil service into an effective public services provider and reliable development partner to serve people better. In particular, NPAR focuses on personnel management and capacity development, which are included as the main priorities in 2010 of the current NPAR (2009-2013).

CAR is currently completing a policy framework, made up of six main policies, including Policy on Capacity Development, Policy on Human Resources Development and Policy on Human Resources Management. As of January in 2011, no policies have been authorized, but the policy on HRM is scheduled to be approved in a few months (as of January 2011). The other two policies are expected to be finalized within 2011.

The National Policy on Capacity Development (CD) is a concept paper to facilitate inter-ministerial consultation to reach a broadly-based consensus on the major elements of a national policy to develop capacity. The policy provides a framework to enhance individual and institutional capacity and consists of vision and purposes, lesson learned from past projects, definition and scope, key principles, strategies and management and implementation. Also, the policy supports and complements policy on HRD and HRM and its strategy includes enhancing better use of existing capacity and strengthening the management and coordination of available resources. The application of the policy will be supported by an implementation plan.

HRD policy intends to enhance individual performance through career progression, and training and recognition in order to improve performance and accountability within national administration. The policy provides definitions, objectives, strategies and implementation of the policy. The following issues are considered:

(1) Making a better use of existing capacities

(2) Developing new competencies

(3) Changing attitudes and behavior

(4) Enhancing the quality and delivery of learning

(5) Enhancing management and monitoring of HRD programs

Introduction of some instruments are included for the above activities, such as the Performance Management and Accountability System (PMAS) and Human Resource Management Information System (HRMIS). Exercise of the policy is complemented by the HRD manual and national and sectoral HRD plans, which provide practices and processes for concrete activities.

On the other hand, the policy on HRM seeks to enhance the management and control of human resources to improve the administration's performance. Particularly, at an early stage, the focus is on strengthening personnel management such as recruitment and promotion. The policy on HRM also provides definition, objective, strategy and implementation of the policy and HRM manual and handbook will complement the policy. The strategy of the policy covers the following issues:

(1) Improving the organization of work for clear assignment of responsibilities

(2) Enhancing performance and accountability

(3) Enhancing the effectiveness of HRM practices and processes

(4) Developing the capacity to manage human resources

National Program for Sub-National Democratic Development and IP3

The National Program for Sub-National Democratic Development (NP-SNDD) was launched in May 2010, which aims to promote the governance reform process of the sub-national administrations in accordance with the D&D Strategic Framework, the Organic Law[29]. The NP-SNDD has five program areas, and human resource management and development is focused on as one of the major five program areas.

The first three-year implementation plan of NP-SNDD (IP3) was approved in December 2010. IP3 elaborates further key concepts, policies and strategies of the NP-SNDD and explains clearly, in greater detail, the program for the first three years. In sub-programs of IP3, the sub-program 2 (MOI) and sub-program 3 (SSCS) provide activities to improve the general capacity for local administrations and human resource management system. The NP-SNDD focuses on the district level in local administrations, but capacity development at the provincial level as well as MOI is considered. The IP3 includes a national capacity development framework which provides such matters as objectives, roles of stakeholders, and strategy. The Annual Work Plan and Budget (IP1) was also formulated in December 2010 and it describes activities planned for the first year of the IP3 (2011). Currently, NCDDs and relevant institutions are arranging for the implementation of concrete activities for 2011.

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[29] The Organic Law consists of two laws: Law on Sub-National Administrative Management and Law on Elections of Capital Council, Provincial Council, Municipal Council, District Council and Khan Council.

4.3.2. Human resource development system at the capital and 23 provinces

At the sub-national level, the integration from the old structure to the new one was completed in 2010. Divisions under the provincial hall were reorganized, and officials have already started new jobs, according to interviews in the capital and two provinces. As for HRD, the Prakas No. 4273 and No. 4274 stipulate that the Human Resource Management (HRM) division is responsible for capacity development on local administrations under MOI. In the old structure, the ExCom and Local Administration Unit (LAU) played a key role in capacity development with support from MOI/NCDD and DPs, and so HRM division will take over the responsibilities in HRD. The HRM division has two offices: the personnel management office and capacity development office. The former is responsible for personnel management such as recruitment, appointment and management of administrative procedure, and the latter is responsible for capacity development, such as developing HRD strategy and conducting training.

HRD policy and plans

Regarding policy on HRD at the sub-national level, the capital and two provinces visited do not have a policy on HRD because MOI has not prepared it for the sub-national level. Interviewees mentioned they need guidance and legal documents related to HRD from the central level. As for plans, the capital and provinces prepare ad hoc training plans without a HRD plan. For example, in Kampong Cham, the deputy governor mentioned that the province would create a plan of training on the Law on Administrative Reform in 2011, but the HRM division does not prepare a HRD plan.

Implementation of HRD activities

In general, the system to conduct regular training programs is not developed in the capital and provinces. There are some training programs at the sub-national level, but those are ad hoc programs and mostly organized by MOI/NCDD or development partners (DPs) such as PILAC. According to the deputy governor of Kampong Cham, three training programs were conducted by NCDD and interviewees from Sihanouk Ville also mentioned training on the development plan by MOI/NCDD.

In Phnom Penh, the HRM division and the administrative division conduct training programs. They plan three training programs on administrative skills, computer skills and English in February 2011 in cooperation with the Ministry of Education, Youth and Sports (MoEYS). As well as training in the municipal hall, some officials attend workshops and seminars, and they have to report to the governor. Also, some officials have an opportunity to study abroad with scholarships or to participate in training programs held by private companies. In Sihanouk Ville, the HRM division plans to organize a workshop on the Organic Law and other new regulations. The division has an idea on training programs for new employees such as administrative work, IT and English skills, but does not have a concrete plan for the programs. The capital and provinces need more support from MOI to implement

training programs.

Capital and provinces do not systematically conduct training needs assessment (TNA) but they try to understand needs in simple ways. For instance, the HRM division in Phnom Penh receives requests about training topics from other divisions, and the administrative director also observes needs of officials. In Kampong Cham, the administrative division collects training needs through observation by their bosses as well as request by officials themselves. Also, the results of regular performance evaluation for promotion are used. In general, interviewees consider administrative skills, IT skills, English, recent legal framework and understanding of their responsibilities as necessary skills and knowledge of their staff.

The capital and provinces do not have a standardized system for evaluating training. In Phnom Penh, the HRM division prepares documents for staff and reports to the governor, but they do not evaluate the training through questionnaire surveys in the documents.

Only informal OJT is conducted. Mostly, the staff members learn their tasks by themselves or receive oral instruction or advice by senior staff at the workplace. In Kampong Cham, the deputy governors often visit each division to give advice or instruct their staff on administrative procedures. In addition, the governor encourages the staff to do self-development and to update documents and information at every meeting.

Other than the above activities, in Kampong Cham, the provincial hall uses regular meetings to learn how to do jobs and share information, such as the recent legal framework. In addition, the hall also invites capable and experienced government officials to train provincial civil servants. Phnom Penh and Sihanouk Ville also hold meetings to review administrative work and share information.

Regarding the relation to HRM, performance is evaluated using an evaluation sheet and guidance of MOI in the capital and provinces. However, there is no relation between training programs and performance management. As for an IT system for personnel management, the capital and provinces have neither a modernized database nor skilled IT personnel.

Key issues on HRD in local administrations

Major problems identified in the interview survey are as follows: unclear legal basis and administrative procedures, shortage of appropriate human resources (management staff and trainers) and dissolution of ExCom. Many interviewees mentioned that instruction related to HRD from the national level is not enough, including legal documents, administrative procedures and policies.

Regarding human resources, none of the divisions in the new structure have enough staff with the

knowledge and skills needed to perform their new jobs. In particular, some interviewees mentioned the importance of training for new employees. The deputy governor of Kampong Cham stressed that more training for the new staff will be needed because more staff will be recruited due to the integration. Also, an interviewee in Sihanouk Ville mentioned that trainers who are familiar with the recent legal framework are needed.

Furthermore, the termination of PSDD makes the situation more complicated in the capital and provinces. Under the old structure, the Provincial Rural Development Committee (PRDC) and ExCom were responsible for capacity building at the sub-national level, particularly for C/S councils. ExCom staff members have knowledge and experience in capacity development in local administrations, but ExCom has already started to be integrated into the new structure in the capital and provinces. Some provinces let officials work with ExCom staff to learn from them directly, but an interviewee from Phnom Penh did not even know which division would take over responsibilities of ExCom as of January 2011. Although NCDDs issued Guideline No. 228 regarding preparation for transferring resources and operations of ExCom in December 2010, there is actually confusion to some extent in the capital and provinces.

4.3.3. Human resource development systems in line ministries

This subsection describes the current status of the human resource development system in selected line ministries: Ministry of Economy and Finance (MEF), Ministry of Education, Youth and Sports and Ministry of Health. These ministries are selected because it is assumed that they conduct relatively organized training programs.

Ministry of Economy and Finance

With respect to MEF, there are two main offices which are in charge of human resource development of officials: the personnel department and the Economy and Finance Institute (EFI). The personnel department is in charge of personnel management such as recruitment, appointment, and capacity building. On the other hand, EFI is a training institute which provides educational programs in economics, finance, public policy, and management to not only officials of MEF and other ministries, but also those of other private sector, and civic organizations. In terms of HRD, the personnel department is responsible for policy formulation, management and coordination, and EFI is in charge of implementing training programs.

Recently, MEF has been focusing on strengthening capacity for the implementation of the public financial management (PFM) since the public financial management reform program (PFMRP) commenced in 2004. MEF produced a capacity building plan for PFMRP and the plan provides specific training courses (2010-2015), including content and trainees. In addition, MEF completed

human resource management and development policies[30] in 2010 with advice from CAR and international consultants. The policies provide objectives and a framework for the policies, as well as basic methods for HRD and HRM.

As for the current activities of HRD, the department conducts a survey for training needs with a questionnaire every year. The department manages personnel data such as specialization and training needs in a database. At present, the personnel department plans to conduct training to raise awareness on the public financial reform program and research on job description in 2011. As well as training programs within the country, MEF sends staff abroad to learn from foreign systems and trainees are required to make presentations on their overseas study after returning. Currently, the department has not conducted OJT, but a director of the personnel department recognizes the importance of OJT and plans to request international experts to work with their staff on job rotation and job description. The director instructs his staff to try to communicate with international consultants and learn from them so that they can do the same things by themselves after the consultants leave. The personnel department is preparing a handbook for officials on HRM, which includes all legal documents. As of December 2010, the handbook was scheduled for publication in January 2011.

Ministry of Education, Youth and Sports

In MOEYS, the personnel department is in charge of HRD as well as personnel management. Regarding policy on HRD, the department has been developing policy framework on HRD and HRM since 2008 with support from DPs. The document drafted in 2010 is expected to be finalized by May 2011. TOR in this document will be considered as common principle for the educational sector as a whole. The department is also preparing an annual plan, consisting of an annual operational plan (AOP) and work plan. In addition, the department has been writing a Capacity Building (CB) Master plan supported by EC, UNICEF and SIDA, which is planned to be finalized around March 2011. At the provincial level, HRD policy and plan are not prepared by themselves but received from the national government.

The personnel department plans to conduct several training courses through AOP with support from DPs. The training on principles of management that targets upper level officials is planned, and another training course will be given to staff members who have not attended any training course yet. At the provincial level, training programs are organized by the central level, including TNA, and the programs focuses on school teachers. According to an interview with Sihanouk Ville, there are at least five short training courses[31] per year in the Provincial Department of Education, Youth, and Sports (PDEYS). Also, PDEYSs receive support from DPs such as UNICEF and ADB in conducting training. Regarding administrative skills, training programs on management and administration, and IT skills

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[30] The Prakas No. 1033 SHV-BRK on the Implementation of Human Resource Management and Development Policies of the Ministry of Economy and Finance
[31] The duration of one course is three to five days.

are conducted by the central government. In Phnom Penh, nearly 100 workshops or seminars are organized per year, mostly with funds from DPs and MoEYS.

Regarding OJT, there is no systematic OJT, and normally new staff is just instructed verbally from senior staff at both national and sub-national level. In Kampong Cham, an interviewee mentioned that sometimes staff at the national level comes to teach staff on administrative work for PDEYS. MoEYS prepares a special OJT program for IT staff at the sub-national level because they need technical skills.

Ministry of Health

In MOH, the administrative department, the personnel department and the HRD department are in charge of HRD activities. Regarding policy and plans on HRD, the HRD department formulated a master plan named Health Workforce Development Plan (2006-2015) and the department reviews the plan every two years. The administrative department prepares AOP and the training plans are included in the AOP.

The HRD department conducts two kinds of technical training programs: (1) pre-service training program for students with national budget; and (2) in-service training programs for medical staff with budget from DPs. The HRD department is not in charge of training on administrative skills and just sends some staff to workshops or oversea study programs to learn administration with fund of DPs. The administrative department used to give training on administrative skills at the sub-national level since 1999 but it was terminated in 2006 because the needs at the sub-national level did not match the purpose of the training.

According to an interview with the HRD department, the department has mechanisms for OJT but it does not work well. At the sub-national level, the regional technical board of the Mother and Child Health Center provides OJT to medical staff. Also, the Provincial department of health (PDH) provides regular OJT through field monitoring by PDH staff once a month for each health program. After field monitoring, they prepare a monitoring report kept at PDH.

4.4. Support to Human Resource Development in the Capital and Provinces from the National Level

The Ministry of Interior and NCDDs should play a key role in providing support to administration at the capital and provinces from the national level. There is no firm support system for local administrations in MOI, but some assistance to local administrations is observed through interviews. MOI has two departments which are involved with HRD and HRM activities at both the national and sub-national levels: the Department of Personnel and Vocational Training (DPV) and the Department

of Local Administration (DoLA).

According to interviewees from DPV, DPV organizes training programs with NCDDs for both the national level and the sub-national level, such as training for new employees and training related to integration, though those are not conducted regularly. Also, DPV sends some officials to provinces in order to directly teach civil servants at the sub-national level. In addition, DPV provides advice and guideline about personnel management and human resource management at the capital and provincial levels.

DoLA has been supporting C/S through PFT and DFT, but does not give as much assistance to the capital and provinces. According to an interview with DoLA, what DoLA has done for HRD in the capital and provinces is to provide training for provincial trainers.

According to interviews with the capital and provinces, they do not receive any special assistance from the national level. Also, they are waiting for instructions from MOI. Thus support from MOI is currently not enough to facilitate HRD in local administrations.

There is no special assistance from SSCS to local administrations. According to an interview with SSCS, RSA and SSCS receive HRD plans from each ministry and check them to provide more directions. SSCS also conducts research on recruitment, training and job qualifications and gives some advices or direction to each ministry. However, these kinds of operations do not directly support local administrations.

As discussed in 4.2.1 and 4.3.1, at the national level, CAR is developing inter-ministerial policies and action plans for HRD of civil servants in the framework of NPAR. However, in terms of concrete support to HRD activities, CAR does not handle HRD for the local administrations. CAR organizes some training programs for civil servants with support from DPs, but the target is only officials working in the central level.

Other than the above, some activities for capacity development at the sub-national level currently are to be implemented in the framework of IP1/AWBP2011 and IP3 led by NCDDs in the near future. MOI staff is to be assigned to conduct CD at the provincial level.

5. Comparison of Public Service Personnel System in Local Administrations between Cambodia and Japan

Chapters 3 and 4 presented the outlines of the public service personnel system in Japan and Cambodia, including key issues on the HRD systems on local administration. This chapter compares the

institutional framework of the public service personnel system between Cambodia and Japan, focusing on the HRD of local administrations. It also offers recommendations for the HRD systems at the macro level in Cambodia based on the comparison.

5.1. Comparison of the Institutional Framework of Public Service Personnel System in Local Administrations between Cambodia and Japan

The legal basis for the regulatory framework on local administrations in Cambodia is similar to Japan. The Organic Law corresponds to the Local Autonomy Law in Japan. In Cambodia, decentralization is still in progress and provinces are not completely independent from the national level. However, many functions are delegated by the Organic Law and other complementary laws and regulations. Currently, the local administrations have to bear increasing responsibilities to respond to local needs in both countries while the decentralization reform has been moving forward.

The common statute on the public service personnel system in Cambodia is equivalent to the Local Civil Service Law in Japan, although civil servants in the local administrations in Cambodia are also national civil servants. Those laws stipulate fundamental matters in the personnel management system in each country and the basic procedures such as recruitment and promotion in Cambodia are similar to Japan. Basically, in Cambodia, a merit-based recruitment and promotion system has been introduced, and recruitment through examination is also the same as Japan.

However, the current status of the HRD systems for local administrations differs greatly between the two countries. Japanese local governments prepare the basic HRD policy independently according to the guidelines from the Ministry of Internal Affairs and Communication. Based on the policy, each local government prepares the HRD plan and training programs for its staff. On the other hand, in Cambodia, the central level agencies do not have any official policies related to the HRD for civil servants, though CAR is preparing policies on CD, HRM and HRD in the framework of NPAR. The MOI does not prepare policies or plans for their staff at either the national or sub-national level. In Japan, local governments receive only minimum instructions from the central government—such as the above-mentioned guidelines—since they have sufficient capacity to manage the capacity development activities by themselves. However, the local administrations in Cambodia basically implement their activities with guidelines and instructions from the MOI because local administration personnel are considered state civil servants under the MOI. Nevertheless, the guidance from the MOI is insufficient regarding HRD in local administrations—partly because the MOI itself is not capable of preparing policies and systems on HRD. Thus, the local administrations under the MOI do not establish HRD systems to enhance the abilities of their staff in a sustainable way. In addition, some local governments in Japan introduced the HRD systems linked to personnel management. For example, in Tokyo, a self-assessment sheet and a duty record are used to assess the effect of training

as well as to evaluate performance. The government also has an IT system for personnel management, which covers career record, performance evaluation, capacity development plan and job rotation. However, there is no relationship between HRD and personnel management in Cambodia. As for the training institutes for local civil servants, Japan has many: the local autonomy college run by the Ministry of Internal Affairs and Communications as well as in-service training institutions managed by prefectures and municipalities. However, in Cambodia there are only the RSA and the EFI providing training programs for civil servants. Besides, the RSA targets only high-ranking officials and the EFI focuses on the economy and finance. Table 5 summarizes this comparison. With regard to the specific training systems, a comparative analysis is given in Chapter 6.

Table 5: Comparison of the Institutional Framework of the Public Service Personnel System in Local Administrations between Cambodia and Japan

	Japan	Cambodia
Laws and regulations	• Local Autonomy Law • The law guarantees local autonomy.	• Law on Administrative Management of Capital, Provinces, Municipalities, Districts and Khans
	• Local Civil Service Law	• Law on the Common Statute of Civil Servants of the Kingdom of Cambodia • Royal Decree on the Particular Statute (MOI)
Type of civil servant	• Local civil servants	• State civil servants
Authority for appointing civil servants	• The chairperson of the assembly, governor or mayor, and committee members of the board of education or personnel committees	• Ministry of Interior
Recruitment/appointment	• Initial appointments and promotions are based on a competitive examination or selected by a personnel committee.	• Recruitment is conducted nationwide through competitive examinations. • A performance appraisal is conducted every two years for each official wanting promotion.
Compensation system	• The compensation consists of salary and allowances. • Three principles: (1) duty pay, (2) equalization; and (3) pay—by-bylaw.	• Compensation consists of salary and allowances in accordance with the career system.
Retirement	• Retirement age limit system (age 60)	• Retirement age limit system (age differs among cadres).
National policy/support from the central government	• Guidelines from the Ministry of Internal Affairs and Communications • No need for special support from the central government	• Policies in NPAR are under discussion. • CB plan by NCDD • NP-SNDD and IP3 by NCDD • Support from MOI and NCDD to local administrations is insufficient.

		• Capacity of the central agencies is not sufficient to prepare policies and systems on HRD.
HRD policy for the local administrations	• Each government prepares its own basic policy.	• No policy is prepared.
Training programs	• Each government prepares its own training plan. • Major training programs are: (1) Off-JT: rank-based training, special training, etc.; (2) OJT; and (3) self-development.	• No plan of regular training in capital and provincial halls
Training institute	• Local Autonomy College • Training institutes established by prefectures • In-service training institutes for municipalities	• RSA for high-ranking officials • EFI under MEF

5.2. Recommendations for Human Resource Development Systems at the Macro Level

Recommendation one: Develop legal instruments and guidelines related to the HRD systems in local administrations.

As discussed above, Cambodian local administrations do not have the formal HRD systems because there is no national policies or legal basis to guide them to establish the systems. At present, CAR is finalizing policies on CD, HRD and HRM to specify the basic strategies for all civil servants. So, the policies should be approved as soon as possible and MOI needs to develop the policy and legal documents as well as guidelines at the ministry level based on the national policies.

Recommendation two: Strengthen the personnel management system.

Personnel management should be strengthened because HRD is closely related to it. At present, MOI manages officials at both the central and sub-national levels. Thus the following actions should be taken. First, the capacity of personnel management in MOI should be enhanced in such aspects as appointment, performance evaluation, and a human resource management information system. Second, the capacity for personnel management of the HRM division in the capital and provinces should be improved with the support from the central level as functions are gradually delegated to provinces. In the framework of IP3, the sub-program 3 is meant to enhance the HRM system. In the short run, IP3 focuses on transitional arrangement and the new civil service statute. However, IP3 also plans to link competence-based assessment to staff remuneration and individual career development in the long term. IP3 does not set concrete measures for human resource management linked to competence-based training and assessment. Thus merit-based human resource management methods are expected to be developed within the context of NPAR and IP3.

Recommendation three: Develop the capacity of the central government staff.

In Cambodia, the central government is expected to prepare necessary legal instruments and guidelines for local administrations, as mentioned in recommendation one. However, the central government must also enhance the abilities of civil servants in order to prepare these legal instruments as they have few opportunities to learn about human resource development in local administrations. Therefore, one of the most important things is the capacity development of the central government staff who are responsible for capacity building of local administrations.

6. Analysis of Training Programs for Local Civil Servants in Cambodia

Chapter 5 provided the comparison of the public service personnel system between Cambodia and Japan at the macro level. This chapter focuses on capacity development at the micro level, particularly training programs for local civil servants, based on the discussion in Chapters 3, 4 and 5.

In this chapter, analysis is conducted to identify (1) conditions for applying Japanese training programs to Cambodian local administrations and (2) actions to satisfy the conditions. The analysis is implemented for three categories: rank-based training, special training, and on-the-job training. In addition to those three programs, comparison of other training and self-development is also given in the final section.

According to 5.1, the basic public service personnel system in the local administrations in Cambodia is not very inconsistent with the basic structure of the system in Japan. Therefore, the basic training programs in Japan such as rank-based training and the OJT system can be implemented in Cambodia as long as certain conditions are satisfied, which will be discussed in the following section.

6.1. Condition Analysis and Action Plans for Cambodian Local administrations

In this section, analysis of each training program is conducted according to the following three steps (Figure 4).
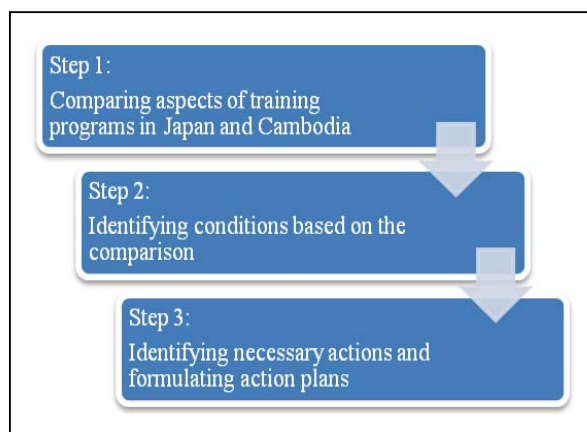
Figure 4: Process for Condition Analysis

Detailed procedures for each step are described below. Figure 5 provides the framework for analysis in each step as well as the process flow.
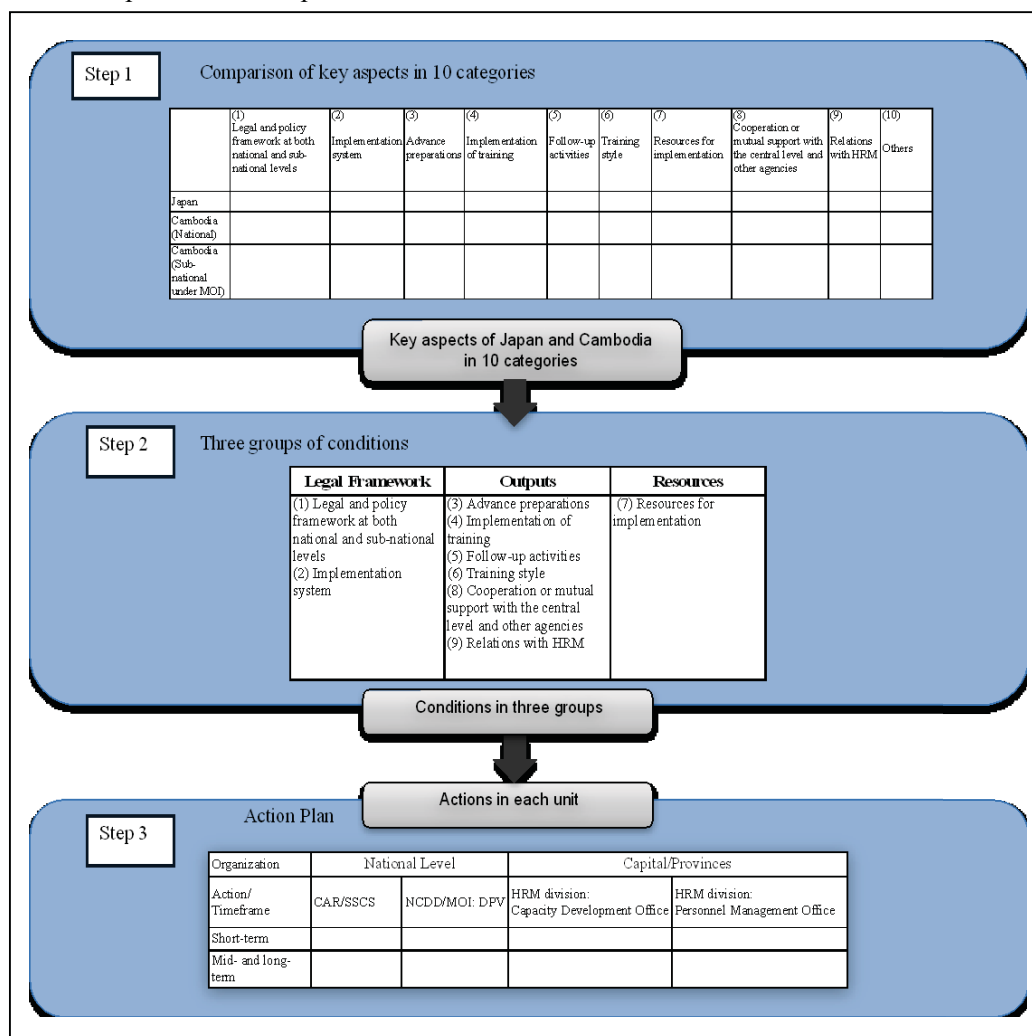

Figure 5: Framework for Analysis

Step 1: Comparing aspects of training programs in Japan and Cambodia

Key aspects of training programs are compared according to 10 categories:

(1) Legal and policy framework at both the national and sub-national levels

(2) Implementation system

(3) Advance preparations

(4) Implementation of training

(5) Follow-up activities

(6) Training style

(7) Resources for implementation

(8) Cooperation or mutual support with the central level and other agencies

(9) Relations with HRM

(10) Others

Step 2: Identifying conditions based on the comparison

Based on the comparison in step 1, items which lack or need to be modified in the Cambodian local administrations are selected as conditions to apply Japanese training programs. The conditions are classified into three groups: (1) Legal Framework; (2) Outputs; and (3) Resources. Legal Framework refers to conditions related to laws and regulation on human resource development such as Common Statute of Civil Servants. This category includes policies as well. Outputs refer to conditions related to enhancing training effect such as evaluation of training and follow-up activities. Resources refer to conditions related to necessary resources to conduct training such as trainers and training materials. These three groups contain 10 categories in step 1 and Figure 5 indicates the relationship among the 10 categories for key aspects and three groups for conditions.

Step 3: Identifying necessary actions and formulating action plans

Necessary actions to satisfy the conditions in step 2 are recognized and action plans to apply the training programs in Cambodia are presented. An action plan consists of actions, relevant organizations to take actions and time frame. Organizations are divided into two levels: the national level and sub-national level. The national level includes (1) SSCS and CAR which are in charge of all ministries and (2) MOI with support from NCDD, which is responsible for civil servants under MOI. At the sub-national level, the HRM division in capital and provincial hall is supposed to be responsible for capacity development as described in 4.3. The capacity development office of the HRM division is in charge of activities related to HRD. But the personnel management system managed by the personnel management office should be developed considering human resource development. Therefore, in this analysis, both the capacity development office and personnel management office are included in the relevant organizations at the sub-national level.

Necessary actions are classified based on major roles and responsibilities of these relevant organizations. The major roles of each organization are as follows:

- SSCS and CAR: Legislation and policy development for all ministries
- NCDD and MOI: Policy development for MOI officials and support for capital and provinces
- Capacity development office in HRD division: Policy formulation and planning and management of training
- Personnel management office in HRD division: Development and management of administrative procedures and officials' TOR

Figure 6 below graphically summarizes the relationships between the major roles among relevant organizations.
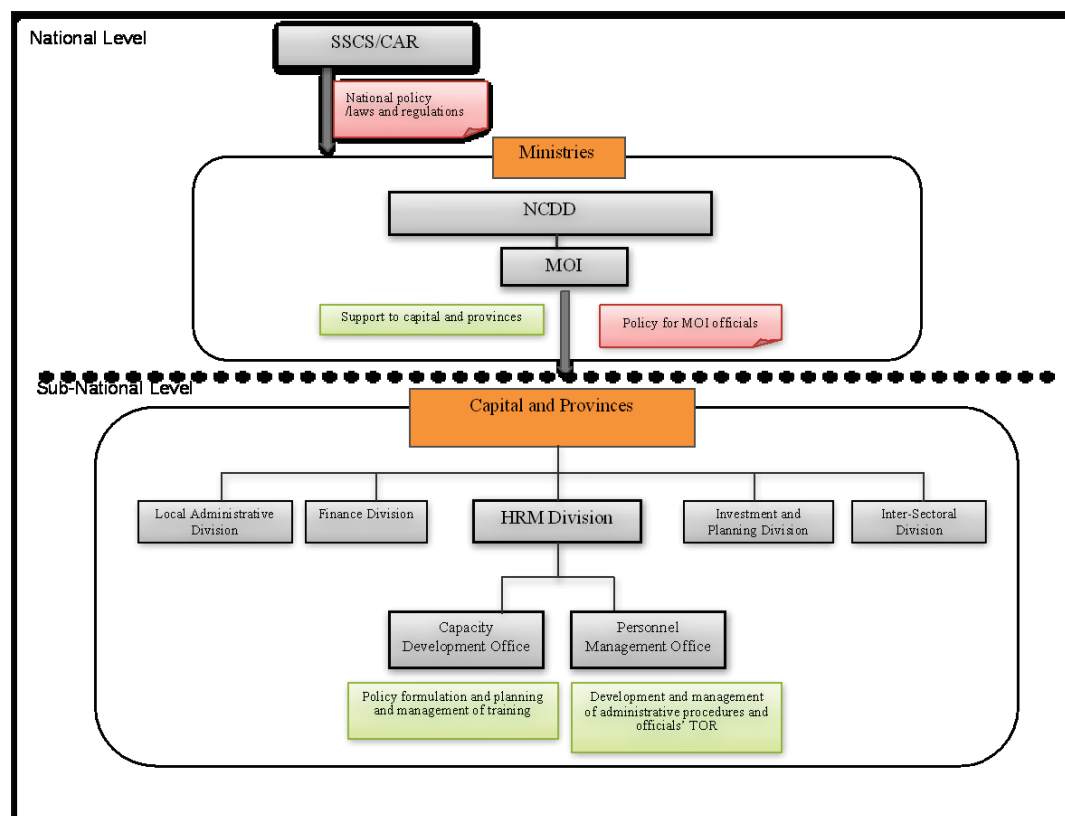
Figure 6: Relationships of Major Roles among Relevant Organizations for Action Plans

The timeframe is also divided into two terms: short-term (three years) and medium- and long-term (four to 10 years). Short-term is in accordance with the period of IP3. Figure 5 above provides the framework for the action plan.

6.1.1. Rank-Based Training

Here, application of the rank-based training is examined based on key aspects of training programs in

Saitama and Tochigi, presented in 3.5.1 and 3.5.2.

Condition Analysis

Tables 6 to 11[32] show the result of comparison and conditions.

The major difference in the legal and policy framework is the officials' right to training. In Japan, the Local Civil Service Law guarantees that local civil servants shall take training by local governments, but the common statute in Cambodia does not mention the right. Particular statues of MOI indicate that officials shall take initial training at RSA but the training is only for high-ranking officials. Sub-decrees and Prakas stipulate the responsibilities of organizations in charge of capacity development at both the national level and sub-national level in Cambodia. The situation for policies at the national level and sub-national level is different in Japan and Cambodia. In Japan, local governments prepare the policy by themselves with guidelines from the ministry in charge of local governance. However, in Cambodia, national-level policies by CAR are in the process of approval and policy at the sub-national level has not been formulated yet.

Table 6: Comparison of Legal and Policy Framework

	Legal and Policy Framework		
	Laws and Regulations	Basic Policy in Local Administration: National Level	Basic Policy in Local Administration: Sub-National Level
Japan	• The Local Public Service Law stipulates that the authority for appointing local civil servants shall grant them an opportunity to take training. • The Local Public Service Law stipulates that local governments shall formulate basic policy on HRD (amended in 2005).	• Guideline for formulation of basic policy on HRD in 1997 • Guideline for promotion of administrative reform in 2005 includes promotion of HRD	• Prefectures create basic policy by themselves and revise it. • The policy is available in the websites of prefectures.
Cambodia (National)	• The Common statute of civil servants does not mention the right of officials to take training or obligation to give training. • The Particular statute of MOI stipulates that MOI officials in cadres A and B must take initial training by RSA. • Prakas of MOI stipulates DPV and DOLA provide training to civil servants at sub-national level.	• CAR is preparing CD/HRM/HRD policy for all ministries. • MOI has no original policy and follows IP3 which includes HRM at sub-national level.	• MOI (DVP and DoLA) has no basic policy on HRD of local administration.
Cambodia (Sub-national under MOI)	• Sub-decree and Prakas stipulate that HRM division formulates strategy for capacity development and training programs for officials of C/P administration.		• C/Ps do not have any basic policy and wait for guidance from the national level.

There are some key issues with concrete activities related to rank-based training. Firstly, the implementation system in Cambodia is not developed because organizations in local administrations are currently in a transition period. Division of responsibilities of relevant organizations is not clear both at the national level and sub-national level. For example, responsibilities of DPV and DoLA at MOI and responsibilities of the HRM division and IP division at the sub-national level sometimes overlap in reality.

Also, the purposes of and capacity to be improved by the regular training are uncertain because policy and administrative procedures are not prepared. Hence, annual training plans are difficult to prepare in Cambodia, where, unlike Japan, the basic policy defines the purposes and necessary capacity, and

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[32] These tables are a simplified version for the sake of clarity. The original tables in Appendix 4 indicate the details.

local governments prepare an annual plan regularly.

Table 7: Comparison of Implementation System and Advance Preparations

	Implementation System	Advance Preparations	
	Clear Division of Roles among Relevant Departments	Clear Purpose of the Training and Needs Assessment	Training Plan
Japan (Saitama)	• Personnel office in Saitama is in charge of planning and coordination. • Saitama local government association is in charge of implementation of training programs.	• Target ranks/positions and skills to be acquired are clear. • Training needs are identified based on questionnaire for trainees and opinions from trainers.	• Annual training plan for officials is prepared. • The training plan is available from the association website.
Japan (Tochigi)	• Personnel office in Tochigi is in charge of planning and coordination. • Tochigi outsources implementation of training to a private university.	• Target ranks/positions and skills to be acquired are clear. • Training needs are identified based on questionnaire from trainees.	• Annual training plan for officials is prepared. • The plan is available in the internal website.
Cambodia (National)	• Both DPV and DOLA are responsible for CB of sub-national level staff. Some of their functions overlap.	• There is no clear purpose of regular training and necessary capacity is not defined. • The training needs are identified through meetings, observation of work performance, and requests from those officers but there is no formal TNA for regular training.	• Schedule is prepared for each training course, but there is no plan of regular training programs.
Cambodia (Sub-national under MOI)	• HRM division is in charge of HRD and HRM but its capacity is not enough because it is a new division. • Tasks of ExCom will be transferred to HRM division.	• There is no clear purpose of regular training and necessary capacity is not defined. • Training needs are identified through observation and requests from each division but there is no TNA for regular training.	• No plan of regular training programs

Training programs are not implemented regularly in Cambodia and therefore the systems for advance preparations such as TNA and planning for training, as well as follow-up activities such as M&E and follow-up activities are not developed. TNA and M&E were conducted for ad hoc training programs in Cambodia and trainers were also given training. In particular, PSDD conducted various activities for capacity development at the sub-national level and hence some officials have the skill to conduct training as management staff or trainers. However, unlike Japan, the capacity of organizations in charge of HRD is not enhanced enough and if the skillful staff quits, it is impossible to conduct training. Training style and topics of basic courses in Japan are similar to those in Cambodia, such as legal knowledge, duties of civil servants and ethics.

Table 8: Comparison of Implementation of Training, Follow-up Activities and Training Style

	Implementation of Training Follow-Up Activities		Training style
	M & E of Training	Follow-Up Activities within Sub-National or from the National Level	Style/Topics
Japan (Saitama)	• Personnel office monitors new training sessions. • Evaluation is conducted by questionnaire from trainees and interview with trainers. • Trainees need to submit reports after training courses.	• Some new staff members receive advice from their supervisor. • Questionnaire on behavior change was conducted, but not regularly.	• Lecture and seminar including role play, case study and discussion. • Basic training: local governance, public service, legal documents, etc. • Optional training: settlements of complaints, communication skill, career design.
Japan (Tochigi)	• Responsible persons from personnel office and university monitor the training. • Evaluation committee conducts comprehensive evaluation based on the questionnaire and evaluation sheet.	• Two consultations with office chiefs • Training effect is measured at their workplace with CD plan at the consultation. • CD plan is submitted to personnel office.	• Lecture, individual exercise, group work • Common training: career management • Optional training: communication skill, risk management, coordination, etc.
Cambodia (National)	• DPV staff monitors training sessions to write a report. • DPV conducts pre-test and post-test for some training programs. • DPV makes a training report for the minister.	• MOI does not do follow-up activities.	• Lecture, workshop/seminar style • Topics: legal documents, ethics, roles of civil servants, conflict resolution, administrative works, facilitation, etc.
Cambodia (Subnational under MOI)	No monitoring and evaluation in C/Ps	• Trainees need to report to the governor in some C/Ps. • Sometimes information of the training is shared with staff.	• Lecture, workshop/seminar style • Topics: legal documents, ethics, roles of civil servants, conflict resolution, problem analysis, administrative works, facilitation, etc.

As mentioned earlier, there are not enough trainers in Cambodia because they are trained as necessary

in certain projects, while in Japan, local governments try to maintain skillful trainers from the government staff or use professional trainers outside the government office. Japanese local governments prepare audiovisual materials as well as written materials, but even textbooks are not enough in Cambodia. As for cooperation or mutual support with central level, in Japan, basically they do not receive any support but guidelines because they are completely independent. In Cambodia, some training programs are provided irregularly from the national level.

Table 9: Comparison of Resources for Implementation and Support from the Central Level

	Resources for Implementation		Support from the Central Level
	Trainers	Training Materials	Support from the National Level
Japan (Saitama)	▪ TOT is provided to trainers from the prefectural government. ▪ Recently, more professional trainers outside are invited.	▪ Saitama association prepares written and audiovisual materials.	▪ Nothing in particular
Japan (Tochigi)	▪ Trainers are from the institute.	▪ The institute prepares training materials.	▪ Nothing in particular
Cambodia (National)	▪ MOI has master trainers trained by JICA and PSDD. ▪ Master trainers for development plan are to be trained by NCDD/JICA.	▪ Training manuals are prepared in every training course with support from NCDD. ▪ Some materials are available from NCDD website.	▪ Training on the organic law and the integration by MOI/NCDD for high-ranking officials. Both include TOT. ▪ In IP3, training for provincial level will be conducted.
Cambodia (Subnational under MOI)	▪ Some provinces have trainers trained by MOI (DOLA). Responsibilities, facilitation skills, etc. ▪ Master trainers for development plan are to be trained by NCDD/JICA.	▪ Materials are prepared by national level.	▪ C/Ps need guidance on legal framework and more assistance for training from the national level.

As for the relation to HRM, in Japan, some courses are related to promotion both directly and indirectly. Also, they manage training records with a database. However, in Cambodia, training is not linked to promotion and databases for training records are not developed.

Table 10: Comparison of Relations with HRM and Others

	Relations with HRM	
	Making Use of the Result For HRM	HRMIS
Japan (Saitama)	▪ No relations to performance evaluation ▪ For officials over the chief, optional training sessions are necessary to be qualified to take promotion exam. ▪ Except above, there are no relations.	▪ Training record is managed by personnel management database but there is no relation to personnel change or promotion.
Japan (Tochigi)	▪ No relations to performance evaluation and personnel management and promotion.	▪ Apart from personnel management database, there is a database for training record.
Cambodia (National)	▪ Common evaluation sheet from SSCS is used for performance evaluation but it is not linked to the training. ▪ CAR established PMAS but it is not related to training directly.	▪ MOI has no HRMIS system in relation to training.
Cambodia (Subnational under MOI)	▪ Common evaluation sheet from SSCS is not linked to the training.	▪ There is no HRMIS system in relation to training. ▪ Skillful IT staff members are lacking.

As a result of the comparison above, some conditions were identified and Table 11 provides the conditions classified into three categories.

Table 11: Conditions of Rank-Based Training

Legal Framework	Outputs	Resources
Laws and regulations • Civil servants' right to take training. • Guideline for formulation of HRD policy at sub-national level. • Administrative procedure for officials in local administration. • Clear division of roles on training among relevant organizations and responsible officials. **Human resource development policy** • National policy on CD, HRD and HRM. • Basic policy on HRD for officials under MOI at both national level and sub-national level.	**Annual training plan** • Clear purpose of training. • Identification of necessary capacity for officials of each ranking **Training needs assessment system** • Questionnaire from trainees. • Systematic TNA by both national level and sub-national level **Monitoring and evaluation system** • Questionnaire from trainees and interviews with trainers. • Monitoring of training by capacity development office. • Submission of report to capacity development office. • Follow-up activity for new staff members from their bosses or supervisors. **Relations to HRM** • Relations to promotion and promotion exam. • Information system to manage data of trainees. • Consultation with a chief of offices based on CD plan sheet. • Evaluation of managerial officials on their subordinates' capacity building.	**Human resources for management and coordination** • Human resources for training management. • Human resources for personnel management. **Trainers** • Skillful trainers at both national and sub-national levels. **Training materials/facilities** • Written and audiovisual materials for training programs. • Website to share information on training programs.

The legal framework is divided into two categories: laws and regulations; and policy on HRD. The first condition on laws is the civil servants' right to take training by C/Ps or MOI. To make the training programs sustainable, it is important to guarantee the right to take training by the law. It is possible to conduct training programs without a legal backup. However, if the right to take training is not stipulated by the law, officials are unable to ask for it as their legitimate right when ministries do not give training regularly. Moreover, ministries commit to providing continual training programs if they are required to do so. As a basis of HRD to maintain competent civil servants, the HRD responsibility of ministries including local administrations should be regulated by a legal document. In addition, there is no guideline in Cambodia on HRD policy formulation and administrative procedures from the sub-national level to the national level. It is also essential to make a clear division of roles on training among relevant organizations and responsible officials, and define what capacity is to be improved by the training. Furthermore, no basic policies on HRD exist at the national, ministry, and capital and provincial levels. Such policies should be prepared at all levels.

With regard to Outputs, an annual training plan, TNA system, M&E system, and relations to HRM are necessary in Cambodia. To prepare an annual training plan, a clear purpose of training and necessary capacity should be identified. Regarding TNA and M&E, a questionnaire survey with trainees, interviews with trainers, and monitoring by responsible offices such as the capacity development office of the HRM division are needed. Reports from trainees and follow-up activities also help enhance the training effect. Regarding relations to HRM, there are four important conditions: link to a promotion system including a promotion exam; information system to manage training records; consultation with a chief of offices using a CD plan sheet; and evaluation of officials in managerial

positions about capacity development of their subordinates.

With regard to resources, there are three main conditions: human resources for management and coordination; trainers; and training materials and facilities. Human resources for management and trainers are essential to conduct training properly. However, in Cambodia, such human resources are not enough even at the national level. As for materials, written materials were prepared for ad hoc training programs but not for regular ones. Besides, audiovisual materials help officials who are too busy to attend the training or those who work in remote areas. Therefore, both of these training materials should be prepared to provide access to the training to all civil servants. In addition, a website which provides documents on training programs should be established to share information timely and efficiently.

Action Plan

Tables 12 and 13[33] indicate the action plans for the national and sub-national levels to introduce the rank-based training in Cambodia. At the national level, SSCS needs to amend the common statute to add an article that all local civil servants shall have a right to take training programs. Also, in the long term, a promotion exam should be introduced to make the training programs more effective. In addition, CAR is expected to finalize policies on CD, HRD and HRM soon. On the other hand, MOI and NCDD are in charge of policy formulation and direct support to local administrations. Specifically, MOI and NCDD should prepare the basic policy on HRD for MOI officials and a guideline on HRD policy formulation for local administrations. As for assistance on management of HRD, MOI and NCDD need to give TOT and guidance on training management. Also, MOI should conduct TNA and M&E. In the long term, MOI and NCDD will help establish a performance evaluation system including a promotion exam.

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[33] These tables are a simplified version for the sake of clarity. The original tables in Appendix 4 indicate details.

Table 12: Action Plan of Rank-Based Training at the National Level

Organization	National Level		
	SSCS/CAR	**NCDD/MOI: DPV**	
Actions/ Timeframe	**Legislation / Policy formulation related to HRD**	**Policy formulation related to HRD**	**Support for management of HRD in C/Ps**
Short-term	**Legislation** ▪ Add an article that stipulates right of civil servants to receive training to the Common statute of civil servant. **Policy formulation** ▪ Finalize policy on CD, HRD and HRM.	▪ Prepare HRD policy for officials under MOI. ▪ Prepare guideline on HRD policy formulation in local administration. ▪ Define administrative procedures and officials' TOR.	**Training management** ▪ Provide training to trainers in C/Ps. ▪ Give guidance on training management in C/Ps. ▪ Establish and conduct systematic TNA and M&E for training program in C/Ps.
Mid- and long-term	▪ Introduce a promotion exam.		**Personnel management** ▪ Help C/Ps establish performance evaluation system related to training.

At the sub-national level, the capacity development office of the HRM division is responsible for policy formulation and planning and management of training. The office needs to prepare the policy according to the guideline from the national level and build an implementation system. As for planning and management of training, in the short term, the office prepares an annual plan based on the basic policy and training materials, and conduct training programs for trainers and HRM division staff. In the mid- and long term, the office establishes the system of M&E and conducts follow-up activities after training. The office also establishes a database to manage training records as well as personnel management and a website to share information.

The personnel management office of the HRM division is responsible for developing administrative procedures and personnel management. Regarding personnel management, the office establishes a performance evaluation system related to training. Also, the office introduces a CD plan sheet combined with regular consultation with an office chief to enhance the effect of training programs. In the long term, the office develops a database for personnel management linked to training programs to manage all personnel data accurately and efficiently. After the promotion exam is introduced, the office decides training programs required for the exam.

Table 13: Action Plan of Rank-Based Training at the Sub-National Level

Organization	Capital/Provinces			
	HRM Division: Capacity Development Office		HRM Division: Personnel Management Office	
Actions/ Timeframe	Policy formulation	Planning and management of training	Development of administrative procedures	Personnel management
Short-term	· Formulate the basic policy at sub-national level. · Establish implementation system of training.	**Planning of training** · Determine purposes of training. · Establish systematic TNA. · Prepare an annual training plan. **Training material preparation** · Prepare written and audiovisual materials. **Preparing human resources** · Give training to trainers. **Improvement of training management** · Give training to HRM division staff and managerial level staff in C/Ps to understand HRD and their responsibilities.	· Define administrative procedures. · Develop and manage officials' TOR.	· Establish a performance evaluation system related to training. · Introduce an individual CD plan sheet and regular consultation with office chiefs.
Mid- and long-term		**Monitoring and evaluation** · Establish M&E system. **IT system** · Establish a database to manage training record and integrate it into HRMIS of personnel management office. · Establish a website to share information on training.		· Establish HRMIS linked to training record. · Decide required training courses for the promotion exam.

6.1.2. Special Training

This section provides examination of application of the special training based on key aspects of the training programs in Tokyo presented in 3.5.3.

Condition Analysis

Regarding condition analysis, Tables 14 to 18[34] show the results of comparison and conditions. As for comparison of aspects in the special training, many common features with the rank-based training are identified, such as differences in the legal framework, implementation system and advance preparations. Cambodia does not have policies, an implementation system, and a plan of training for HRD in local administrations, while Tokyo has all of them.

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[34] These tables are a simplified version for the sake of clarity. The original tables in Appendix 5 indicate details.

Table 14: Comparison of Legal and Policy Framework

	Legal and Policy Framework		
	Laws and regulations	National policy	Basic policy in local administration: sub-national level
Japan (Tokyo)	• The Local Public Service Law stipulates that the authority for appointing local civil servants shall grant them an opportunity to take training. • The Local Public Service Law stipulates that local governments shall formulate basic policy on HRD (amended in 2005).	• Guideline for formulation of basic policy on HRD in 1997 • Guideline for promotion of administrative reform in 2005 includes promotion of HRD	• Basic policy on HRD was created and revised based on attitude survey in 2006.
Cambodia (National)	• The Common statute of civil servants does not mention right of officials to take training or obligation to give training. • The Particular statute of MOI stipulates that MOI officials in cadres A and B have to take initial training by RSA. • Prakas of MOI stipulates DPV and DOLA provide training to civil servants at the sub-national level.	• CAR is preparing CD/HRM/HRD policy for all ministries. • MOI has no original policy and follows IP3 which includes HRM at sub-national level.	• MOI (DVP and DoLA) has no basic policy on HRD of local administration.
Cambodia (Sub-national under MOI)	• Sub-decree and Prakas stipulate that HRM division formulates strategy for capacity development and training programs for officials of C/P administration.		• C/Ps do not have any basic policy.

Table 15: Comparison of Implementation System and Advance Preparations

	Implementation System	Advance Preparations	
	Clear division of roles among relevant departments	Clear purpose of the training and needs assessment	Training plan
Japan (Tokyo)	• Personnel division is in charge of management and coordination of training. • Tokyo human resource support agency (HRS agency) is in charge of implementing training programs.	• Specialized knowledge and skills are identified as well as basic skills acquired by rank-based training. • Interview with each bureau is conducted every year for TNA.	• Annual training plan is prepared by personnel division and HRS agency. • Information on training plan is available from the internal website and BBS.
Cambodia (National)	• Both DPV and DOLA are responsible for CB of sub-national level staff. Some of their functions overlap.	• There is no clear purpose of regular training and necessary capacity is not defined. • The training needs are identified through meetings, observation of work performance, and requests from those officers, but there is no formal TNA for regular training.	• Schedule is prepared for each training course but there is no plan of regular training programs.
Cambodia (Sub-national under MOI)	• HRM division is in charge of HRD and HRM but its capacity is not enough because it is a new division. • Tasks of ExCom will be transferred to HRM division.	• There is no clear purpose of regular training and necessary capacity is not defined. • Training needs are identified through observation and requests from each division but there is no TNA for regular training.	• No plan of regular training programs

Other than the common characteristics above, there are some distinctive features in special training. Tokyo has introduced a tutor system for follow-up. Topics learned through this kind of training are closely related to day-to-day work. Therefore, it is important to conduct follow-up activities and monitor the performance of officials. Newly appointed employees can ask their tutor for advice or instructions as necessary after the training. However, follow-up at workplaces is insufficient in Cambodian local administrations.

Table 16: Comparison of Implementation of Training, Follow-Up Activities and Training Style

	Implementation of Training Follow-Up Activities		Training Style
	M & E of training	Follow-up activities	Style/Topics
Japan (Tokyo)	• Personnel division and HRS agency conduct M&E through questionnaire from trainees and interviews with trainers. • Training effect can be evaluated by self-assessment sheet and duty record.	• Tutor system is introduced for follow-up. • Follow-up questionnaire survey is conducted for some training courses.	• Lecture, exercise, role-play, case study and discussion • Topics: time management, logical thinking, leadership, negotiation skill, presentation, career design, etc.
Cambodia (National)	• DPV staff monitors training courses to write a report. • DPV conducts pre-test and post-test for some training programs. • DPV writes a training report for the minister.	• MOI does not do follow-up activities.	• Lecture, workshop/seminar style • Topics: legal documents, ethics, roles of civil servants, conflict resolution, administrative work, facilitation, etc.
Cambodia (Sub-national under MOI)	No monitoring and evaluation in C/Ps	• Trainees need to report to the governor in some C/Ps. • Sometimes information of the training is shared with staff.	• Lecture, workshop/seminar style • Topics: legal documents, ethics, roles of civil servants, conflict resolution, problem analysis, administrative work, facilitation, etc.

Another distinctive feature is relations to HRM. In Tokyo, staff members must prepare a self-assessment sheet or duty record to set their yearly goals related to day-to-day work. Special training is used to enhance their capacity for achieving goals. Thus the training is related to HRM. Also, Tokyo has an integrated database for personnel management which manages all personnel data such as career records, performance evaluation, self-assessment, and training records. However, in Cambodia, implemented training programs are not related to HRM.

Table 17: Comparison of Resources for Implementation, Support from the Central Level and Relations with HRM

	Resources for Implementation		Support from the Central Level	Relations with HRM	
	Trainers	Training materials	Support from the national level	Making use of the result for HRM	HRMIS
Japan (Tokyo)	• Trainers are from both Tokyo and outside. • There is TOT for certain topics.	• HRS agency prepares written and audiovisual materials.	• Nothing in particular	• Staff makes a self-assessment sheet or duty record. • Tokyo conducts promotion exam. • Participation in training is not directly related to promotion.	• Tokyo has an integrated IT system for personnel management including training record. • The information is used for transfer, promotion, capacity development, etc.
Cambodia (National)	• MOI has master trainers trained by JICA and PSDD. • Master trainers for development plan are to be trained by NCDD/JICA.	• Training materials are prepared in every training course with support from NCDD. • Some materials are available from NCDD website.	• Training on the organic law and the integration by MOI/NCDD. • In IP3, training for provincial level will be conducted.	• Common evaluation sheet from SSCS is used for performance evaluation but it is not linked to the training.	• MOI has no HRMIS system in relation to training.
Cambodia (Sub-national under MOI)	• Some provinces have trainers trained by MOI (DOLA). • Master trainers for development plan are to be trained by NCDD/JICA.	• Materials are prepared by the national level.	• C/Ps need guidance on legal framework and more assistance for training from the national level.	• Common evaluation sheet from SSCS is not linked to the training.	• There is no HRMIS system in relation to training. • Number of skilled IT staff members is not enough.

With respect to condition analysis, all the conditions categorized in the legal framework are the same as the rank-based training, such as the right of officials to take training and the guideline on HRD policy formulation. Regarding conditions in Outputs, for an annual plan, it is necessary to identify specialized skills and knowledge not covered by normal rank-based training. In Tokyo, a

questionnaire survey on capacity development and promotion was conducted with government officials for the basic policy. The survey also helped identify practical and special skills related to routine work. The performance evaluation system also plays an important role in making training effective because the training is more closely related to day-to-day work. Evaluation sheets on routine work such as self-assessment sheet in Tokyo help enhance the training effect. Regarding resources, conditions are also the same as those of the rank-based training.

Table 18: Conditions of Special Training

Legal Framework	Outputs	Resources
Laws and regulations ▪ Civil servants' right to take training. ▪ Guideline for formulation of HRD policy at the sub-national level. ▪ Administrative procedures for officials in local administration. ▪ Clear division of roles on training among relevant organizations and responsible officials. **Human resource development policy** ▪ National policy on CD, HRD and HRM. ▪ Basic policy on HRD for officials under MOI at both the national and sub-national levels.	**Annual training plan** ▪ Clear purpose of training. ▪ Identification of specialized skills related to routine work. **Training needs assessment system** ▪ Questionnaire survey with trainees to evaluate training courses and find training needs. **Monitoring and evaluation system** ▪ Interview with each bureau by the HRM division. ▪ Questionnaire survey with trainees and interviews with trainers. ▪ Training effect can be evaluated by self-assessment sheet. **Relation to HRM** ▪ Performance evaluation system related to overall HRM. ▪ Self-assessment sheet and duty record to manage performance of staff. ▪ Tutor system. ▪ IT system to manage training record.	**Human resources for management and coordination** ▪ Human resources for training management. ▪ Human resources for personnel management. **Trainers** ▪ Skillful trainers at both the national and sub-national levels. **Training materials** ▪ Written and audiovisual materials. ▪ BBS to share information on staff training courses.

Action Plan

Tables 19 and 20[35] indicate the action plans to introduce special training in Cambodia. First, at the national level, actions of SSCS and CAR, and NCDD and MOI are the same as the rank-based training. SSCS amends the common statute and MOI/NCDD prepares policy on HRD, a guideline for the sub-national level, and administrative procedures. This is because the organizations above are to prepare a general basis for Off-JT training programs.

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[35] These tables are a simplified version for the sake of clarity. The original tables in Appendix 5 indicate details.

Table 19: Action Plan of Special Training at the National Level

Organization	National Level		
	SSCS/CAR	NCDD/MOI: DPV	
Actions/Time frame	Legislation	Policy formulation related to HRD	Support for management of HRD in C/Ps
Short-term	• Add an article which stipulates the right of civil servants to receive training to the Common statute of civil servant. • Finalize policy on CD, HRD and HRM.	Policy formulation • Prepare HRD policy for officials under MOI. • Prepare guidance on HRD policy formulation in local administration. • Define administrative procedures and officials' TOR.	Training management • Provide training to trainers in C/Ps. • Give guidance on training management in C/Ps. • Establish and conduct systematic TNA and M&E for training program in C/Ps.
Mid- and long-term	• Introduce a promotion exam.		Personnel management • Help C/Ps establish a performance evaluation system related to training.

At the sub-national level, actions on policy formulation by the capacity development office are the same as in the rank-based training. As for planning and management of training, the capacity development office must determine purposes of the training based on necessary special skills and knowledge first to prepare an annual plan.

Table 20: Action Plan of Special Training at the Sub-National Level

Organization	Capital/Provinces				
	HRM Division: Capacity Development Office			HRM Division: Personnel Management Office	
Actions/ Timeframe	Policy formulation	Planning and management of training	Development of administrative procedures	Personnel management	
Short-term	• Formulate the basic policy at the sub-national level. • Establish an implementation system of training.	Planning • Determine purposes of training. • Identify specialized skills related to routine work. • Establish systematic TNA. • Prepare an annual training plan. Training material preparation • Prepare written and audiovisual materials. Preparing human resources • Give training to trainers. Improvement of training management • Give training to HRM division and managerial level staff in C/Ps to understand HRD and their responsibilities.	• Define administrative procedures. • Develop and manage officials' TOR.	• Establish an evaluation system related to training. • Prepare a self-assessment sheet and duty record form. • Introduce a tutor system.	
Mid- and long-term		Monitoring and evaluation • Establish a M&E system. IT system • Establish a database to manage data of trainees. • Establish a website and BBS to share information.		• Establish HRMIS linked to training records. • Decide required training courses for the promotion exam.	

6.1.3. On-the-Job Training

This section examines application of OJT based on the key aspects of training programs in Tokyo presented in 3.5.3.

Condition Analysis

Regarding condition analysis, Tables 21 to 25[36]show the results of comparison and conditions. In Cambodia, systematic OJT like the one held in Tokyo is not conducted; only oral instructions tend to

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[36] These tables are a simplified version for the sake of clarity. The original tables in Appendix 6 indicate details.

be given. Thus most activities implemented in Tokyo are missing in Cambodia.

With respect to the legal and policy framework, differences in laws and policies at the national level are explained in 6.1.2. As for policies at the sub-national level, in Tokyo, the OJT guideline is prepared by the personnel division and policies are formulated in each bureau. However, no policy or guideline is made in Cambodia.

Table 21: Comparison of Legal and Policy Framework

	Legal and Policy Framework		
	Laws and regulations	National policy	Basic policy in local administration
Japan (Tokyo)	· The Local Public Service Law stipulates that the authority for appointing local civil servants shall grant them an opportunity to take training. · The Local Public Service Law stipulates that local governments shall formulate basic policy on HRD (amended in 2005).	· Guideline for formulation of basic policy on HRD in 1997. · Guideline for promotion of administrative reform in 2005 includes promotion of HRD.	· Basic policy on HRD was created and revised in 2006. · Attitude survey was conducted to revise the policy on HRD. · The guideline on OJT and OJT handbook were also prepared in 2007.
Cambodia (National)	· The Common statute of civil servants does not mention the right of officials to take training or obligation to give training. · The Particular statute of MOI stipulates that MOI officials in cadres A and B have to take initial training by RSA. · Prakas of MOI stipulates DPV and DOLA provide training to civil servants at the sub-national level.	· CAR is preparing CD/HRM/HRD policy for all ministries. · MOI has no original policy and follows IP3 which includes HRM at the sub-national level.	· MOI (DPV and DoLA) has no HRM plan or basic policy.
Cambodia (Sub-national under MOI)	· Sub-decree and Prakas stipulate that HRM division formulates strategy for capacity development and training programs for officials of C/P administration.		· C/Ps do not have any basic policy and wait for guidance from the national level.

In addition, an OJT promotion system explicitly designed for OJT is not developed in Cambodia. In Tokyo, the OJT guideline clearly defines purposes of OJT and division of responsibilities at both the organizational and individual levels. Therefore, officials in Tokyo understand what they should learn at their workplace and what to do for effective OJT. However, officials in Cambodia do not know their roles with regard to OJT.

Table 22: Comparison of Implementation System and Advance Preparations

	Implementation system	Advance preparations
	Clear division of roles among relevant units/offices	Needs assessment and clear purpose of the training
Japan (Tokyo)	· OJT promotion system is developed and division of roles among responsible departments is clear in the OJT guideline. · Personnel division is in charge of development of policy and system, and support of each bureau to promote OJT. · Tokyo Human Resource Support Agency prepares materials and actual OJT training. · A person in charge of OJT promotion is assigned to support implementation of OJT in each bureau. · Tutor system is introduced.	· OJT handbook specifies the purpose and how to conduct OJT. · Expected capacity of each rank is identified. · Questionnaire survey on OJT for employees is conducted and results are shared in OJT newsletter. · The personnel division conducts interviews with each bureau.
Cambodia (National)	· DPV and DOLA are responsible for CB of civil servants at the sub-national level but both departments have no responsibility related to OJT.	· MOI is not clear about capacity to be improved through OJT. · There is no TNA for OJT.
Cambodia (Sub-national under MOI)	· HRM division is charge of HRD and HRM according to legal documents but responsibility on OJT is not clear. · Tasks of ExCom including experiences and skills will be transferred to HRM but mainly about off-JT.	· Administration procedures are not clear. · C/Ps are not clear about capacity to be improved through OJT. · There is no TNA for OJT.

Neither planning nor M & E of OJT is implemented in Cambodia because no basic policy for OJT is prepared. In addition, skilled trainers and tools to promote OJT such as OJT handbook and newsletter, which are produced in Tokyo, are not developed in Cambodia. Regarding OJT, officials in Cambodia are just giving instructions verbally in workplaces and have no opportunity to learn the basic OJT

concept in a systematic fashion.

Table 23: Comparison of Implementation of OJT,

Training Style, and Resources for Implementation

	Implementation of OJT in Workplace		Training Style	Resources for Implementation	
	Planning of OJT	M & E of training	Style	Trainers	Training materials and tools
Japan (Tokyo)	· OJT plan is prepared by each employee, using self-assessment sheet and duty record form.	· People in charge of OJT promotion monitor OJT in workplaces. · Effect of OJT is monitored and evaluated with self-assessment sheet and duty record form. · The personnel division examines the current situation of all bureaus.	· There are many measures as well as oral instructions, such as close communication, giving difficult tasks to check their capacity, and observation.	· Officials in managerial position give OJT. · One tutor is assigned for each new employee. · Managerial officials receive training on OJT.	· OJT handbook is provided to managerial officials. · OJT newsletter is issued regularly. · Audiovisual materials are available. · BBS is used for sharing information on OJT.
Cambodia (National)	· No plan	· No monitoring and evaluation of OJT	· Oral instructions	· Supervisors or senior staff	· No material in particular
Cambodia (Sub-national under MOI)	· No plan	· No monitoring and evaluation of OJT	· Oral instructions	· Senior staff · Officials from the national level	· No material in particular

Table 24: Comparison of Support from the Central Level and Relations with HRM

	Support from the central level	Relations with HRM	
	Support from the central level	Making use of the result for HRM	HRMIS
Japan (Tokyo)	· Nothing in particular	· Those who take OJT set OJT-related goals with a self-assessment sheet. · Managerial officials set goals and outputs related to OJT in their duty record.	· Tokyo has IT system to manage personnel information, including OJT. · The information is used for transfer, promotion, etc.
Cambodia (National)	· DPV staff members visit provinces to see their work and give instructions.	· Common evaluation sheet for promotion is not linked to OJT.	· MOI has no HRMIS system related to OJT.
Cambodia (Sub-national under MOI)	· In the transition period from PSDD to IP3, provincial staff members try to learn from former ExCom staff members who work with them.	· Common evaluation sheet for promotion is not linked to OJT.	· C/Ps has no HRMIS system related to OJT. · The number of skilled IT staff members is not enough.

The comparisons above indicate that it is necessary to meet the following conditions to introduce systematic OJT in Cambodian local administrations.

● [Legal framework]

Almost all legal documents and policies are the same as in the rank-based training. However, it is necessary to set an OJT guideline which includes an OJT promotion system and a clear division of roles of relevant divisions and offices. Administrative procedures are also very important for OJT because they are a basis for routine work that officials need to learn through OJT.

● [Outputs]

Conditions are divided into two categories: planning and M&E. As for conditions on planning, it is important to conduct a questionnaire survey to assess the current status and needs of OJT. Also, planning at both the institutional and individual levels is necessary. Thus an implementation plan in each division and an OJT plan sheet should be prepared. As an appropriate way to hold OJT varies depending on the workplace, it is important to make an implementation plan in each division. Monitoring of the current status is also important because OJT is directly related to

day-to-day work and held in workplaces. Also, officials in managerial positions in each division should be responsible for the monitoring as well as HRD division staff. In addition, a performance evaluation system should be developed based on OJT to examine the OJT effect properly. An information management system is also vital to manage OJT correctly.

- [Resources]

    There are major three conditions: human resources for management; trainers; and instruments to enhance capacity for OJT implementation. Human resources for management and trainers are crucial because all officials are involved in OJT. Managerial officials who have enough knowledge and skills are indispensable because they are in charge of conducting OJT and giving instructions on it to their subordinates at workplaces. In Tokyo, managerial officials in charge of OJT promotion are assigned in each bureau. Moreover, skillful trainers are necessary because training should be given to managerial officials as well.

- [Instruments]

    The OJT Handbook is a fundamental guidebook for managerial officials. An OJT newsletter and BBS are also useful tools to share information such as know-how or techniques with other divisions and officials and promote OJT.

Table 25: Conditions of OJT

Legal Framework	Outputs	Resources
Laws and regulations ▪ Civil servants' right to take training, granted by the authority upon appointing them ▪ OJT Guideline that includes OJT promotion system and clear division of roles of responsible divisions/offices ▪ Administrative procedures for staff **Human resource development policy** ▪ National policy on CD, HRD and HRM ▪ Basic policy on HRD for officials under MOI ▪ Basic policy on HRD in each C/P	**Planning of OJT** ▪ Questionnaire survey for employees to assess current status of OJT at their workplace ▪ Implementation plan of OJT in each division and office **Monitoring and evaluation system** ▪ Monitoring of implementation of OJT by the capacity development office after introduction of OJT system ▪ Performance evaluation system that takes OJT into consideration ▪ Information system to manage employees' performance and career record	**Human resources for management and coordination** ▪ Knowledgeable and skillful managerial officials in charge of OJT promotion in each division and office ▪ Staff members of HRM Division in C/Ps and MOI who have enough capacity to develop and manage OJT system **Trainers** ▪ Skillful trainers on OJT at the national and sub-national levels **Instruments to improve capacity for OJT implementation** ▪ OJT handbook ▪ OJT newsletter ▪ Staff handbook ▪ OJT training materials ▪ BBS to share information on OJT

Action Plan

Tables 26 and 27[37]provide action plans for the national and sub-national levels. First, actions of SSCS and CAR are the same as those for the rank-based training because these are common to all kinds of training programs. Regarding NCDD and MOI, guidance from the national authorities is necessary for

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[37] These tables are a simplified version for the sake of clarity. The original tables in Appendix 6 indicate details.

C/Ps to prepare the OJT guidelines. In Tokyo, officials made an OJT guideline by themselves without any assistance from the national authorities. However, in Cambodia, the capital and the provinces do not have enough capacity to prepare an OJT guideline by themselves, and MOI and NCDD must give proper guidance to the sub-national level. Moreover, as explained earlier, the administrative procedures are a fundamental instrument for routine work and training of civil servants. Thus they should be prepared before planning an OJT system. As for support to OJT management, MOI and NCDD must organize training for managerial officials to teach them how to conduct OJT and the basic OJT concept and practical techniques. Also, MOI and NCDD should conduct guidance on OJT implementation, a systematic assessment system of OJT, and M&E. In relation to personnel management, MOI and NCDD should help establish an evaluation system in consideration of OJT in the long term.

Table 26: Action Plan of OJT at the National Level

Organization	National Level		
	SSCS/CAR	MOI: DPV	
Actions/ Timeframe	Legislation Policy formulation related to HRD	Policy formulation related to HRD	Support for management of OJT in C/Ps
Short-term	▪ Add an article that stipulates right of civil servants to receive training to the Common statute of civil servants.	▪ Give guidance on OJT guideline formulation. ▪ Define administrative procedures and officials' TOR.	**OJT management** ▪ Provide training on OJT to C/Ps. ▪ Give guidance on OJT implementation in C/Ps. ▪ Establish and conduct systematic assessment of the current status of OJT in C/Ps. ▪ Conduct M&E for OJT in C/Ps.
Mid- and long-term			**Personnel management** ▪ Help C/Ps establish a performance evaluation system on OJT.

As for policy formulation at the sub-national level, the capacity development office is to prepare an OJT guideline which defines such matters as duties of officials and an OJT promotion system. Regarding planning and management of OJT, the office has four major tasks: planning of OJT; capacity development of staff; developing tools; and monitoring and evaluation. As for planning, the office is to examine the current status of OJT, and then identify the necessary capacity for routine work and techniques suitable for each workplace. At the individual level, planning is also important to let officials do OJT carefully. Thus the office needs to prepare an OJT plan sheet to facilitate management of OJT as well as implementation plan for each division. As for capacity development of staff and tool development, the office is to organize training programs on OJT for managerial officials and prepare the OJT handbook as a basic instrument, an OJT newsletter as well as training materials. The central level must help the office perform its tasks as necessary. As for monitoring and evaluation,

activities related to M&E are categorized in the mid- and long term because the activities discussed above should be done before M&E. After planning, capacity development and tool development are complete, the office is to establish an M&E system with an OJT plan sheet. Also, the state of OJT implementation is to be examined at some point after OJT is introduced.

The personnel management office is responsible for directing human resources and administrative procedures. First, the office prepares a self-assessment sheet and a duty record for personnel management, and links them to OJT. Also, a tutor system is to be introduced for new employees, and officials in charge of OJT promotion are to be assigned in each division. In the long term, the office prepares an integrated Human Resource Management Information System (HRMIS) to manage personnel information including OJT and establish a performance evaluation system with the support from MOI and NCDD.

Table 27: Action Plan of OJT at the Sub-National Level

Organization	Capital/Provinces			
	HRM Division: Capacity Development Office		HRM Division: Personnel Management Office	
Actions/ Timeframe	Policy formulation	Planning and management of OJT	Development of administrative procedures	Personnel management
Short-term	· Formulate an OJT Guideline which includes OJT promotion system and clear division of roles of responsible divisions/offices.	**Planning of OJT** · Examine the state of implementation of OJT in each workplace. · Identify necessary capacity for officials of each rank and techniques of OJT suitable for the Cambodian context. · Prepare an OJT plan form to facilitate management of OJT. **Capacity development of staff** · Conduct training for managerial officials with support from MOI. **Tool development** · Prepare OJT handbook. · Issue OJT newsletter. · Prepare OJT training materials.	· Develop administrative procedures. · Prepare and manage officials' TOR.	· Prepare a self-assessment sheet and duty record form to set goals and evaluate OJT. · Introduce a tutor system.
Mid and long- term		**Monitoring and evaluation of OJT** · Establish M&E system using OJT plan sheet. · Follow up on the state of OJT implementation after OJT is introduced.		· Prepare integrated HRMIS to manage personnel information including improvement of performance through OJT. · Establish a performance evaluation system.

6.1.4. Other training

Finally, the current state of self-development in Japan and that in Cambodia are compared. In Japan, the guideline from the national level considers self-development as one of the three pillars[38] in human resource development of local civil servants. Therefore, the prefectural governments of Saitama and Tochigi and the Tokyo metropolitan government also attach importance to self-development as well as normal training programs. To boost the morale of officials for self-development, each government

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[38] The three pillars are self-development, OJT and Off-JT.

provides assistance through financial support, information on self-development, and opportunities to improve skills and knowledge. Table 28 provides a summary of support for self-development of officials by the three local governments.

Table 28: Assistance for Self-Development by Local Governments in Japan

Support	Details
Financial support	(Tokyo) Under certain conditions, officials are eligible for financial support by their bureau for obtaining a qualification or technical license and distance learning, and also support by the personnel division for attending a master's degree course, lectures open to the public, and English-language school. (Tochigi) The prefectural government provides financial assistance for research and development on public administration by officials, and for distance learning.
Providing information and opportunities to learn	(Tokyo) Each bureau supports activities of voluntary study groups and the personnel division organizes evening seminars, and provides information and learning tools through BBS. (Saitama) Through the intranet, the personnel division provides information on self-development matters such as distance learning, useful qualifications and seminars. The division also plans to give the officials an opportunity to think of their career plan. (Tochigi) Officials who conduct research have an opportunity to give a presentation of their research in academic conferences. The government also gives awards to officials for outstanding achievements.

On the other hand, interviews with officials in the capital and provinces in Cambodia indicate that the authorities in the country have no system to promote self-development. However, some officials receive financial support to take classes such as English-language class, and some have an opportunity to study abroad with a scholarship or funds of DPs. In MOI, officials with higher educational qualifications than necessary for their rank are automatically promoted. Thus there are some incentives to encourage officials to learn by themselves. However, most are not a formal system, and they usually depend on funds from outside.

6.2. Training programs and recommendations

6.2.1. Training programs for civil servants on local administrations

This study examines application of the three kinds of training programs in Cambodia: rank-based training, special training and on-the-job training. The previous section clarifies that those training programs are applicable in Cambodia according to action plans presented by this study. This section presents the training programs modified in the Cambodian context based on condition analysis and action plans in the section 6.1. Table 29 provides an outline of each program.

Table 29: Outline of Three Training Programs

Aspect	Rank-based training	Special training	On-the-job training
Purpose	To improve basic skills and knowledge necessary for public officials of each rank.	To acquire specific knowledge and skills directly related to day-to-day work, which are not covered by rank-based training.	(1) To encourage managerial officials to train their staff carefully at their workplace in a sustainable way. (2) To motivate officials to learn routine work from their supervisors and obtain skills and knowledge required at their office.
Target rank	Divided into four levels: Category A, B, C and D	Divided into four levels: Category A, B, C and D	All categories
Implementation system	• DPV in MOI: legislation and policy development at the national level • Capacity development office of HRM division in C/Ps: policy formulation, planning, management and coordination, and implementation of training • Personnel management office of HRM division in C/Ps: management of documents of performance evaluation and promotion	• DPV in MOI: legislation and policy development at the national level • Capacity development office of HRM division in C/Ps: policy formulation, planning, management and coordination, and implementation of training • Personnel management office of HRM division in C/Ps: management of documents of performance evaluation and promotion	Institutional level • DPV in MOI: legislation and policy development at the national level • Capacity development office of HRM division in C/Ps: policy formulation, management and coordination, and preparation of written materials for OJT promotion • Each division organizes actual training on OJT and conduct OJT Individual level • Officials in charge of OJT promotion are assigned to understand the current status and needs of OJT at the workplace, and give support and advice to managerial levels, plan training. • Managerial officials provide instructions to those in middle management and facilitate OJT at their workplace. • Officials in middle management provide instructions to lower-ranking officials and support officials in managerial positions. • Other officials learn routine work through OJT.
Component	• Basic training: a program to acquire basic knowledge and skills. Officials are required to take all courses. • Optional training: a program to acquire practical and special skills for day-to-day work. Officials are required to choose a few courses.	• Level 1: a program to acquire specific skills for routine work for Cadres C and D • Level 2: a program to acquire specific skills for routine work for Cadre B • Level 3: a program to acquire specific skills for routine work for Cadre A	• OJT from high-ranking officials to low-ranking officials, particularly new staff members • Training programs on OJT for officials in managerial positions • Learning OJT with audiovisual materials
Topic	• Basic training: local administration, public service personnel system, civil service code, duties of local civil servants, basic legal knowledge, etc. • Optional training: legal knowledge, economy, accounting, presentation, risk management, etc.	• Level 1: time management, logical thinking, presentation, documentation, IT skills, etc. • Level 2: problem solution, logical thinking, debate skill, followership (support for their boss), judicial affairs • Level 3: negotiation skills, risk management, leadership, etc.	• New staff: administrative tasks such as documentation, data management, interpretation of legal instruments, and communication skills • High-ranking officials: management skills
Training style and materials	• Style: lecture, role-play, case studies, discussion • Materials: written and audiovisual materials	• Style: lecture, role-play, case studies, discussion • Materials: written and audiovisual materials	• Materials: OJT guideline, OJT handbook, OJT newsletter and Civil Servant handbook (reference)

6.2.2. Recommendations to implement the training programs

Action plans for each training program are presented in 6.1.1 6.1.2 and 6.1.3. The purposes of these training programs vary, and the programs should be introduced at the same time. However, both the quality and quantity of human resources are limited. Thus the following recommendations are presented.

Recommendation one: Introduce rank-based training prior to special training.

Rank-based training is more basic than special training and most actions in those training programs are the same. Therefore, it would be more efficient if rank-based training started before special training. Here is the process from preparation to implementation of the training. First, the HRM division and MOI formulate policies on HRD covering overall HRD activities. Second, TNA is conducted, and a training plan for rank-based training is made. Third, rank-based training is implemented. After evaluation of the rank-based training, a plan for special training is prepared based on HRD policies and results of the TNA and evaluation.

Recommendation two: Start with a simple OJT system.

In Cambodia, civil servants are not familiar with a well-designed OJT system. Most officials know only the name OJT and understand that they conduct OJT with oral instructions. Some officials recognize the importance of OJT. A participant in the second workshop stated that OJT should be conducted and other participants showed positive attitudes. However, the OJT-related responsibilities

of officials are unclear, and the officials do not yet have sufficient capacities to handle their tasks. Therefore, at first, a formal but simple OJT system should be developed.

Recommendation three: Promote self-development.

In Japan, the national government and local governments consider self-development an important process to enhance abilities of civil servants. Highly-motivated people are able to improve their capacity better than others. In addition, the effect of other training programs is heightened thorough self-development. Accordingly, after the system to conduct regular training programs is firmly established, activities for self-development should be introduced. As details are discussed in 6.1.4, local governments in Japan provide financial support for self-education such as distance learning, and studies at universities and language schools. This kind of support contributes greatly to promoting self-development. In addition, understanding of a career design is an incentive for officials to keep learning by themselves and achieve their goals. Therefore, MOI and the capital and the provinces are to make clear the career path of officials and provide the officials with an opportunity to learn career development as well as financial assistance.

Recommendation four: Work with IP3.

As described in 4.2.1, IP3 contains the component of capacity development, and its objectives are as follows: (1) to develop the individual capacity of staff members and leaders of sub-national administrations (SNAs), especially at the district level; (2) to enhance the organizational capacity of SNAs; and (3) to develop the national capacity to formulate a relevant legislative and regulatory framework for implementing NP-SNDD and IP3.

IP3's targets include provincial administrations, national-level institutions, and district and municipality administrations. Thus it may be possible to incorporate some actions presented by this study in the framework of IP3. For example, the capacity of MOI and HRM division staff in management and coordination of training will be enhanced through activities in the national and provincial CD teams. Also, MOI staff will be assigned to each province and support the provincial level directly. Regarding CD process, the CD teams are to conduct needs assessment, develop plans, and take responsibility for conducting and evaluating training. It is worthwhile to consider introducing rank-based training and OJT in this process.

Appendices

Appendix 1: Major Laws and Regulations on Local Governance in Japan

Title	Year
Constitution	
Constitution of Japan	1946
Laws	
Local Autonomy Law	1947
Police Law	1947
Fire Defense Organization Law	1947
Local Finance Law	1948
Education Committee Law	1948
Local Tax Law	1950
Local Civil Service Law	1950
Public Offices Election Law	1950
Public Enterprise Law	1952
Municipal Merger Promotion Law	1953
Law on Special Measures Concerning Local Public Finance Restructuring	1955
Decentralization Promotion Law	1995
Comprehensive Decentralization Law	1999
Law on Special Measures Concerning Municipal Merger	2005
Decentralization Reform Promotion Law	2006

Appendix 2: Laws and Regulations on Local Administration under the MOI

Law, Prakas/Circulation, Decision, Guideline	Title	Year
Constitution	Constitution of the Kingdom of Cambodia	1993
Law of Ministry of Interior		
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 Elections of Capital Council, Provincial Council Municipal Council, District Council and Khan Council	2008
Sub-Decree (Anukret) of Ministry of Interior		
No. 215	Sub-Decree on Roles, Duties and Working Relationship of the Phnom Penh Capital Council and Board of Governors, and Khan Council and Board of Governors of the Phnom Penh Capital	2009
No. 216	Sub-Decree on Roles, Duties and Working Relationship of the Provincial Council and Board of Governors, Municipal Council and Board of Governors and District Council and Board of Governors	2009
No. 217	Sub-Decree on Establishment, Organization and Functioning of the Technical Facilitation Committee of the Phnom Penh Capital Council and the Technical Facilitation Committee of the Khan Council of the Phnom Penh Capital	2009
No. 218	Sub-Decree on Establishment, Organization and Functioning of the Technical Facilitation Committee of the Provincial Council and the Technical Facilitation Committee of the Municipal Council and the Technical Committee of the District Council	2009
No. 219	Sub-Decree on the Development Plan and Three-Year Rolling Investment Program of the Capital, Provinces, Municipalities, Districts and Khans	2009
PRAKAS of Ministry of Interior		
No. 031	Prakas on the Roles, Responsibilities and Organizational Structure of the Provincial and Municipal Administrations	2008
No. 1884	Prakas on the Delegation of Power to Provincial and Municipal Governors to Support Commune Council	2009

No. 4273	Prakas on the Establishment of Offices under Divisions of Phnom Penh Capital Hall, Establishment of Offices under Sala Khan, and the Determination of Roles, Duties and Working Procedures of these Offices	2009
No. 4274	Prakas on the Establishment of Offices under Divisions of Sala Khet Capital Hall, Establishment of Offices under Sala Krong, and Establishment of Offices under Sala Srok; and the Determination of Roles, Duties and Working Procedures of these Offices	2009
No. 2417	Prakas on Formulation of Development Plan and Three-Year Investment Program at Provinces, Municipals, Districts and Khans	2010
No. 4275	Prakas on the Establishment and the Functioning of the Women's and Children's Consultative Committees at Capital Council, Provincial Councils, Municipal Councils, District Councils and Khan Councils	2010
Decisions of Ministry of Interior		
No. 006 SSR/NCDD	Decision on the Establishment of Integration Working Group for Government Officials of Current Structure into New Structure under Capital Hall, Sala Khet, Sala Krong, Sala Srok, and Sala Khan	2010
Guidelines of Ministry of Interior		
No. 005	Guideline on the Integration of Current Structure and officials into new Structure of the Capital Hall, Sala Khet, Sala Krong, Sala Srok, and Sala Khan	2009
No. 015	Guideline on Preparation of Internal Regulations of Capital, Province, Municipal, District and Khan Councils	2009
No. 022	Guideline on Procedures of Capital, Provincial, Municipality, District and Khan Council Member Replacement	2009
No. 017/NCDD	Guideline on Transferring Duties and Responsibilities of Capital, Province, Municipal, District and Khan Councils to Council and First Mandate Board of Governors	2010
No. 002/NCDD	Guideline on Important Activities in the Legal Framework Implementation to Support the NCDD Reform	2010
No. 228 SSR/NCDD	Guideline on Transformation of Resources and Cooperation of ExCom	2010

NCDD	Technical Guideline on the Capital, Province Development Plan	2010
NCDD	Technical Guideline on the Municipal, District, and Khan Development Plan	2010
NCDD	Technical Guideline on the Capital and Province Three-Year Rolling Investment Program	2010
NCDD	Technical Guideline on the Municipal, District, and Khan Three-Year Rolling Investment Program	2010

*All documents are available from the NCDD website except Guidelines No. 015 (2009) and No. 017 (2010).

*Guidelines No. 015 and No. 017 are available from the legal document books complied by SSCS.

Appendix 3: Laws and Regulations of Public Service Personnel System of Cambodia

Law, Prakas/Circulation, Decision, Guideline	Title	Year
Law of RGC		
Royal Kram No. NS/RKM/1094-006	Law on the Common Statute of Civil Servant of the Kingdom of Cambodia	1994
Royal Decree No. CS/RKT/1297/273	Royal Decree on the General Principles of Organization of the State Civil Service	1997
Royal Decree No.NS/RKT/1201/450	Royal Decree on Basic Salary and Subsidiary Allowances of Salary of Civil Servants	2001
Law of SSCS		
Royal Decree No. NS/RKT/0400/056	Royal Decree on the Particular Statute of Category of Kramkar Official	2000
Royal Decree No. NS/RKT/0500/103	Royal Decree on the Particular Statute of Category of Administrative Secretary	2000
Royal Decree No. NS/RKT/0700/135	Royal Decree on the Particular Statute of Category of Administrative Agents	2000
Royal Decree No. CS/RKT/0300/116	Royal Decree on the Particular Statute of Category of Administrative Official	2000
Law of MOI		
Royal Decree No. NS/RKT/0500/096	Royal Decree on the Particular Statute of Ministry of Interior's Category of Administrative Secretary	2000
Royal Decree No. NS/RKT/0700/125	Royal Decree on the Particular Statute of Ministry of Interior's Category of Administrative Agent	2000
Royal Decree No. NS/RKT/0400/075	Royal Decree on the Particular Statute of Category of Kramkar Official	2000
Royal Decree No. CS/RKT/0200/104	Royal Decree on the Particular Statute of Ministry of Interior's Category of High Ranking Administrative Official	2000
Sub-Decree (Anukret) of RGC		

No. 96	Sub-Decree on Revision of Functional Allowance for Civil Servants	2005
No. 66	Sub-Decree on Establishment and Implementation Of the Priority Operating Cost (POC) within the Framework of Development Cooperation	2010

Sub-Decree (Anukret) of CAR		
No. 116 ANKr/TT	Sub-Decree on the Legal Framework of Leave Without Pay	1995
No. 21 ANKr/BK	Sub-Decree on the Duration of the Workweek of Civil Servants of the Kingdom of Cambodia	1996
No. 59 ANKr/BK	Sub-Decree on the Regime of Retirement Pensions and Professional Unfitness of Civil Servants	1997
No. 10-ANKr/BK	Sub-Decree on the Establishing Procedures for Imposing Disciplinary Sanctions to Civil Servants	1997
No. 10-ANKr/BK	Sub-Decree on the Daily Subsidy Allowance for Mission Within and Outside the Country	2004
No. 53 ANKr/BK	Sub-Decree on Allowance for Civil Servants who Finished Initial Training at the Royal School of Administration	2005
No. 32 ANKr/BK	Sub-Decree on Increment of Allowance for Spouse and Children of Civil Servants, Royal Armed Forces, National Police Force, Retirees, Invalids and Veterans with Disabilities	2008
No. 21 ANKr/BK	Sub-Decree on the Changing of Unit Value of Basic Salary Index of Civil Servants	2009
No. 201 ANKr/BK SRNN	Sub-Decree on the Modification of the Determination of First Allowance for Retired, Physically Unfit, Dead, Resigned, Pre-maturely Retired and Unfulfilled Conditions for Retirement or for Physically Unfit Civil Servants, Judges and Prosecutors	2009

PRAKAS of SSCS		
No. 161	Prakas on Common Principles to Manage Civil Servants through Informatics System	1998

Decision of RGC		
No. 52	Decision on Adjusting Policy Allowance of Social Insurance for Civil Servants	2005

Guideline of MOI		
No. 009	Guideline on the Procedure of Monitoring and Evaluation, Vocational Scoring to Upgrade Grade of Civil Servants of Ministry of Interior	2002
Circulation of RGC		
No. 10	Circulation on the Procedure of Appointing Civil Servants	1999
No. 02	Circulation on Determination of Cadre of Civil Servants in accordance with Particular Statute	2004

*The following documents are available in the civil servant handbook by CAR:
- All the Laws (Law of RGC, Law of SSCS, Law of MOI)
- Sub-decree of RGC No. 96 (2005)
- All the Sub-Decrees of CAR

* The following documents are available in the legal document books by SSCS:
- PRAKAS of SSCS No. 161 (1998)
- Decision of RGC No. 052 (2005)
- Guideline of MOI No.009 (2002)
- Circulation of RGC No. 10 (1999) and No.02 (2004)

Appendix 4: Condition Analysis and Action Plans of Rank-Based Training

1. Comparison of Aspects of Training Programs: Rank-Based Training in Saitama and Tochigi

	Legal and policy framework (national level)	
	Laws and regulations	National policy
Japan	• Article 39 (1) of the Local Public Service Law stipulates that local civil servants shall be given an opportunity to take training courses by the authority for appointing them. • Article 39 (3) of the Local Public Service Law stipulates that local governments shall formulate basic policy on human resource development (amended in 2005). • Saitama local governments association made training regulation. • Tochigi prefectural government made training regulation.	• Guideline on formulation of basic policy on HRD in 1997. • Guideline on promotion of administrative reform in 2005 includes promotion of human resource development.
Cambodia (National)	• Common statute of civil servants doesn't mention right to take training or obligation to give training. • Royal Decrees on particular statute of MOI officials stipulate that officials of cadre A and B have to take initial training by RSA and cadre C officials have right to take initial training by MOI. • Prakas 095(MOI) stipulates DPV provides training to civil servants in Provincial administrative office as well as DPV staff. • Prakas 1950(MOI) stipulates DOLA provides training to C/S governance and councils. • Some legal documents related to allowance for training. • Some legal documents to invite officials to seminar/training. • No regulation on training.	• CAR is preparing CD/HRM/HRD policy for all ministries. • NP-SNDD and IP3 by NCDD include a component of HRM at sub-national level. • MOI has no original policy and follows IP3.
Cambodia (Sub-national under MOI)	• Organic law, sub-decree 215 and 216 and Prakas 4273 and 4274 provide roles and functions of C/P. • Article 162 of the Organic law stipulates BOG defines capacity development strategy for councilors and council staff. • Article 29 of sub-decrees 215 and 216 stipulate BOG conduct research for identification of capacity development strategy for council, BOG and council staff. • Article 29 of sub-decrees 215 and 216 stipulate HRM division formulate strategy for capacity development and training to personnel in C/Ps. • Prakas 4273 and 4274 stipulate that HRM division is to research and define strategies and programs for capacity development, conduct training needs assessment and prepare training programs for officials and staff of the provincial administration. • Cooperate and prepare training documents and materials and conduct training for officials and staff of the provincial administration. • Rules on training are not prepared in C/Ps.	

*Abbreviations of C/Ps' Names
PP: Phnom Penh Municipality
KPC: Kampong Cham Province
SHV: Sihanouk Ville Province

	Legal and policy framework (sub-national level)	Implementation system	
	Basic policy in local administration	Clear division of roles among relevant departments	Capacity of responsible departments/offices
Japan (Saitama)	• Basic policy was created and is revised every three years. • The policy is in the website for staff.	• Personnel office of prefectural government is in charge of arrangement and coordination of training. • Saitama local government association is in charge of implementation of training programs. • Each bureau is in charge of technical training programs.	• Capacity of personnel office is enough to manage training but the office tries to send staff to free seminars to collect information. • Personnel office has troubles with coordination with Saitama association when their ideas are different.
Japan (Tochigi)	• Basic policy was created in 2004 based on guideline from the national level and staff attitude survey.	• Personnel office of prefectural government is in charge of arrangement and coordination. • Tochigi local government outsources implementation of training courses to Sanno institute of management (private university).	• Personnel office has capacity to manage training and send staff to seminars to enhance their capacity.
Cambodia (National)	• DoLA has no basic policy on HRD of local administration. • DPV has no basic policy on HRD of local administration.	• DoLA is responsible for CB of local civil servants. It conducted training courses to provinces in order to improve capacity of C/S council. • DPV is responsible for CB of mainly national level and provincial level staff but has duplicate functions with DoLA. • DPV prepares a few training courses and guidance for capital and provincial staff as well. • DPV has little cooperation with sub-national level regarding HRD but will cooperate more in the future.	• MOI officials don't take training programs regularly and their capacity to manage HRD (training, TNA, evaluation etc.) at both national and sub-national level is generally weak.
Cambodia (Sub-national under MOI)	• Basic policy is not prepared and C/Ps are waiting for guidance from the national level.	• Until 2010, ExCom/LAU was responsible for CB for C/S and training programs. • HRM division is in charge of HRD and HRM according to legal documents. • Tasks of ExCom including experiences and skills will be transferred to HRM from ExCom and HRM division tries to learn from experienced staff. • Still now, former ExCom staff working in I and P division contribute to HRD and HRM division tries to learn from experienced staff.	• HRM division's capacity in HRD is not enough because it is newly established. • ExCom/LAU has experience and skills in training at sub-national level.

	Advance preparations		
	Clear purpose of the training (target/roles/capacity)	Training plan	Needs assessment
Japan (Saitama)	• Target ranks/positions and skills to be acquired are clear. • About optional training, employees select subjects, the number of which depends on their rank.	• Annual training plan and pamphlet for officials is prepared. • The plan provides subjects and detailed schedule. • Information on training plan is available from the association website.	• Training needs are identified based on questionnaire for trainees and opinions from trainers. • About the optional training courses, the number of application is indicator of needs.
Japan (Tochigi)	• Target ranks/positions and skills to be acquired are clear. • The purpose is that officials before promotion acquire expected capacity of the next level. • Target: 28yrs old to be a leader, 34yrs old to be a chief clerk etc. • Personnel office selects the trainees but officials who miss the training before can be recommended by their bureau.	• Annual training plan for officials is prepared. • The plan includes basic policy, subjects and detailed schedule. • Expected capacity for each rank is also defined in the plan. • The plan is available in the internal website and also informed at some training programs.	• Training needs are identified based on questionnaire from trainees. • Sometimes, questionnaires are collected from managers and persons in charge of personnel matters in each bureau.
Cambodia (National)	• MOI recognizes necessary capacity (legal framework, administration, English etc.) *but the capacity is not clearly mentioned in written materials. *Above information is from interviews and there is no document mentioning necessary capacity.	• Schedule is prepared for each training course. • DPV has training plan for capital and provincial staff but now there is no plan of regular training because of limited budget. • DPV has planned and conducted freshman courses at national level since 2007. In 2010, it was not implemented because of budget but it will be conducted in February 2011. DPV doesn't give support to sub-national level. • MOI/NCDD conducted training courses on integration into new structures.	• MOI has no formal TNA system. • The training needs are identified during the meetings/workshops, especially when deciding topics of training and through observation of work performance, and requests from those officers. • NCDD/DOLA conducts TNA for CB plan every year.
Cambodia (Sub-national under MOI)	• C/P recognize legal framework, administration skill (roles and responsibilities) and IT, English are necessary*, especially for new staff but the capacity is not clearly mentioned in written materials. *Above information is from interviews and there is no document mentioning necessary capacity.	• No plan of regular training but only ad hoc training programs. • PP plans to give training to new staff with support from MOEYS. • SHV planned dissemination programs on the organic law for districts by provincial trainers. • HRMD in SHV plans some training sessions for new staff. • ExCom used to have an annual training plan but it is not sure if the plan continues to be made.(information from interviews)	• The training needs are identified based on the observation by the administrative director or bosses and requests from each division to HRM divisions or administrative division. • Each division has no TNA. • Evaluation sheet is also used in SHV. • LAU did TNA for CD of ExCom staff in the past.

	Implementation of training		Follow-up activities		Training style
	Management of trainees	Monitoring of training	Evaluation of training	Follow-up activities within sub-national or from the national level	Style/Topics
Japan (Saitama)	• Saitama association check attendance and notification form of absence and lateness are available from association website. • Regulations are also available from association website.	• Personnel office monitors new training programs.	• Questionnaire survey on trainees. • Interview with trainers. • Trainees need to submit reports after training courses and report format is available from association website.	• Some new staff members receive advice from their supervisor. • Questionnaire survey on behavior change was conducted after a seminar for management level once, but not regularly.	• Lecture and seminar including role play, case study and discussion. • Basic training: local governance, public service, legal documents, ethics, management etc. • Optional training: settlements of complaints, communication skill, career design.
Japan (Tochigi)	• Personnel office checks attendance. • Trainees have to submit notification form of absence and lateness when they are absent or late.	• Responsible persons from both personnel office and university monitor the training.	• Questionnaire survey on trainees. • Evaluation sheet by responsible persons from university and the personnel office to assess enthusiasm of trainers, contents of training, difficulty etc. • Evaluation committee conducts comprehensive evaluation based on the questionnaire and evaluation sheet.	• After common training, staff has the first consultation with their office chief and they make CD sheet by their own. • After optional training courses, training effect is measured at their workplace. • They have the second consultation to review after measurement of effect. • CD sheet is submitted to personnel office.	• Lecture, individual exercise, group work. • Common training: career management. • Optional training: necessary capacity for each rank, such as communication skill, risk management, coordination etc.
Cambodia (National)	• Attendance list is normally prepared. • Certificate is given to trainees who reach a certain attendance rate in training by JICA.	• DPV staff monitors training courses to make a report.	• DPV conducts pre-test and post-test for national level training according to interviews. • DPV makes national level training report to submit to the minister.	• DPV recognizes necessity of follow-up activities but they can't do that at this moment.	• Lecture and workshop/seminar style. • Topics: legal documents, ethics, roles of civil servants, conflict resolution, problem analysis, administrative works, facilitation etc.
Cambodia (Sub-national under MOI)	• LAU used to be in charge of management of training programs.	• LAU used to be in charge of monitoring of training programs.		• Trainees need to report to the governor who holds dissemination seminars of the training contents as necessary in PP. • Sometimes info and knowledge from the training courses are shared with their staff mostly by high ranking officials but not always.	• Lecture and workshop/seminar style. • Topics: legal documents, ethics, roles of civil servants, conflict resolution, problem analysis, administrative works, facilitation etc.

	Resources for implementation			Cooperation or mutual support with the central level and other agencies		
	Trainers	Training materials	Facilities	Support from the central level	Cooperation with municipalities	From outside the country
Japan (Saitama)	• Some are from the prefectural government and TOT is provided to them. • Recently, in order to maintain the number of trainers and quality of training, more professional trainers outside are invited.	• Saitama association prepares written and audiovisual materials. • Lists of audiovisual materials are available from the association website.	• The association has a seminar house as well as training facilities in HRD center. • Those have many seminar rooms. • The association rents audiovisual equipment.	• Nothing in particular	• There are joint training courses as for optional training programs.	• Nothing in particular
Japan (Tochigi)	• Trainers are from the institute.	• The institute prepares training material.	• There is a training facility in the site of the governmental office. • The personnel office has audiovisual equipment.	• Nothing in particular	• Officials in municipalities are allowed to attend some training programs.	• Nothing in particular
Cambodia (National)	• MOI has master trainers trained by JICA and PSDD. Skills: legal documents, roles and responsibilities, facilitation skill etc. • Master trainers for development plan are to be trained by NCDD/JICA.	• Training manuals are prepared in every training course with support from NCDD (PSDD and JICA). • Some materials are available from NCDD website.	• Meeting rooms in GDLA. • Projectors, screens, computers etc.	• Training on the organic law by MOI/PILAC1 and on the integration by MOI/NCDD for high ranking officials. Both include TOT. • In SHV, MOI/CoM gave training on document management. • In IP3, training (orientation program in IP1) for provincial level will be conducted.	• MOI invites high ranking officials from not only provinces but districts and C/S to seminars/workshops such as new structure dissemination seminar by NCDD/MOI.	• PSDD used to support C/S level. • JICA support CD of national and C/P level.
Cambodia (Sub-national under MOI)	• Some provinces have trainers trained by MOI (DOLA). Skills: legal documents, roles and responsibilities, facilitation skill etc. • Master trainers for development plan are to be trained by NCDD/JICA.	• Materials are prepared by national level.	• C/P have more than three meeting rooms with desks and chairs and projectors, screens, computers etc.	• C/Ps need guidance on legal framework and more assistance for training courses from the national level.	• Provincial trainers gave training courses to C/S level through PFT/DFT. • PP sends staff to meetings at Sangkat to learn.	• PSDD used to support C/S level. • JICA supports CD of national and C/P level.

	Relations with HRM				Others	
	Make use of the result for HRM (Performance evaluation etc.)	HRMIS	Relation to promotion	Activities to motivate staff to take training	Other activities related to HRD	Public comments (relation with local people)
Japan (Saitama)	• No relation to performance evaluation. • No use for HRM or OJT.	• Training record is managed by personnel management database but there is no relation to personnel change or promotion.	• For officials over the chief, some courses of optional training are necessary to be qualified to take promotion exam. • Except above, there is no relation.	• Officials on maternity leave can take optional training. • Introduction of trainees' voices in training pamphlet. • Capacity development of subordinates is one of evaluation criteria for management level so that they promote CB of their subordinates.	• Training handbook is available in BBS for staff. • The handbook is used as a reference for promotion exam. • Saitama association supports each local government to do research on policy formulation.	• Public comments were received when the first basic policy was planned.
Japan (Tochigi)	• No relation to performance evaluation and personnel management. • It is closely related to OJT.	• Apart from personnel management database, there is a database for training record.	• There is no relation to promotion. • Even if those who should take the training miss it, there is no influence on promotion. But after promotion, they can't take the training.	• There is nothing special on the capacity development training. • Seminars by private company managers are held to attract more interest of staff.	• Guideline on acceptance of new employees is provided to bureaus. • OJT handbook will be prepared in 2011. • There is financial support for research by employees themselves.	• Nothing special
Cambodia (National)	• Common evaluation sheet from SSCS is used for performance evaluation but it's not linked to the training. • CAR established PMAS. It is related to POC scheme but not to training directly.	• CAR has HRMIS but only CAR has access to it. • MOI has no sound HRMIS system and database has no relation with training.	• Promotion is decided with only 5 criteria of common evaluation sheet.	• Educational certificate is related to promotion but attendance of training itself has no relation to evaluation/promotion or compensation.	• Handbook for civil servants is prepared by CAR but it is provided to only a few ministries. • No support for research.	• No public comments regarding training.
Cambodia (Sub-national under MOI)	• Common evaluation sheet from SSCS is used for performance evaluation but it's not linked to the training.	• There is no HRMIS system and database has no relation with training. • Skillful IT staff is not enough.	• Promotion is decided with only 5 criteria of common evaluation sheet.	• Educational certificate is related to promotion but attendance of training itself has no relation to evaluation/promotion or compensation.	• KPC has meetings to instruct and share information with staff especially on legal documents. • Deputy governors sometimes give advices on admin works to each division in KPC. • IPD of PP has a weekly meeting to review admin works. • No support for research.	• No public comments regarding training. • KPC gives advice to make staff understand how to provide local people with effective public services.

2. Conditions: Rank-Based Training

Legal Framework	Outputs	Resources
Laws and regulations • Civil servants' right to take training. • Regulation of training for officials in local administration made by C/Ps. • Guideline from the national level for formulation of HRD policy at sub-national level. • Administrative procedure for officials in local administration. • Clear division of roles on training programs among relevant organizations and responsible officials. **Human resource development policy** • National policy on CD, HRD and HRM. • Basic policy on HRD for officials under MOI. • Basic policy on HRD for local administration at C/Ps.	**Annual training plan** • Clear purpose of training. • Determination of target rank/position. • Identification of necessary capacity for officials of each rank. **Training needs assessment system** • Questionnaire survey on trainees. • Systematic TNA by both national level and sub-national level • Public comments. **Monitoring and evaluation system** • Questionnaire survey on trainees and interviews with trainers. • Monitoring of training by capacity development office. • Submission of report to capacity development office. • Follow-up activity for new staff from their bosses or supervisors. **Relation to HRM** • Relation to promotion and promotion exam. • Information system to manage data of	**Human resources for management and coordination** • Human resources for policy formulation. • Human resources for training management. • Human resources for personnel management (performance evaluation and management of subordinates). **Trainers** • Skillful trainers at national level. • Skillful trainers at sub-national level. **Training materials/facilities** • Written and audiovisual materials. • Training handbook. • Distribution of civil servant handbook. • Website to share information on training programs (policy, training plan, report format etc.).

3-1. Action plan: Rank-Based Training (National Level)

Organization	National Level		
	SSCS/CAR	**NCDD/MOI: DPV**	
Actions/ Timeframe	**Legislation / Policy formulation related to HRD**	**Policy formulation related to HRD**	**Support to management of HRD in C/Ps**
Short-term	**Legislation** • Add an article which stipulates right of civil servants to receive training to the Common statute of civil servant. **Policy formulation** • Finalize policy on CD, HRD and HRM. • Distribute the civil servant handbook and compiled legal documents to all of the civil servants.	• Prepare HRD policy for officials under MOI according to legal basis and national policy. • Prepare guideline on HRD policy formulation in local administration. • Give instruction on division of roles among relevant divisions. • Define administrative procedures and officials' TOR. • Revise evaluation criteria.	**Training management** • Provide training to trainers in C/Ps. • Give guidance on training management in C/Ps. • Establish and conduct systematic TNA for training program in C/Ps. • Conduct M& E for training programs in C/Ps.
Mid- and long-term	• Introduce promotion exams.		**Personnel management** • Support C/Ps to establish performance evaluation system related to training.

3-2. Action plan: Rank-Based Training (Sub-national)

Organization	Capital/Provinces			
	HRM division: Capacity development office		**HRM division: Personnel management office**	
Action/ Timeframe	**Policy formulation**	**Planning and management of training**	**Development of administrative procedures**	**Personnel management**
Short-term	• Formulate the basic policy at sub-national level according to legal basis and national policy. • Prepare a training regulation in C/P according to legal basis. • Establish implementation system of training.	**Planning of training** • Determine purposes of training. • Identify necessary capacity for officials of each rank. • Establish systematic TNA. • Prepare an annual training plan (target, schedule, topics, training style). • Prepare a training pamphlet to encourage officials to take more training courses. • Joint training with C/S level • Public comments. **Training material preparation** • Prepare written materials and audiovisual materials. • Prepare training handbook. **Preparing human resources** • Give training to trainers. • Give instructions to managerial level. **Improvement of training management** • Give training to HRM division staff and managerial level staff in C/Ps to understand HRD and their responsibilities.	• Define administrative procedures according to legal basis. • Develop and manage officials' TOR of based on legal documents.	• Establish performance evaluation system related to training. • Introduce new evaluation sheet based on new criteria. • Introduce individual CD plan sheet and regular consultation with office chiefs.
Mid- and long-term		**Monitoring and evaluation** • Establish M & E system (questionnaire survey, interviews, report, observation etc.). • Establish follow-up system for trainees. **IT system** • Establish information system to manage data of trainees and integrate the database into HRMIS of personnel office. • Establish website to share information on training programs.		• Establish HRMIS linked to training record. • Decide required training programs for the promotion exam. • Manage promotion system related to training.

Appendix 5: Condition Analysis and Action Plans of Special Training

1. Comparison of Aspects of Training Programs: Special Training in Tokyo

	Legal and policy framework		
	Laws and regulations	National policy	Basic policy in local administration
Japan (Tokyo)	• Article 39 (1) of the Local Public Service Law stipulates right of local civil servants to receive training courses. • Article 39 (3) of the Local Public Service Law stipulates formulation of basic policy on HRD (amended in 2005). • Rules of training by Tokyo metropolitan government.	• Guideline on formulation of basic policy on HRD in 1997. • Guideline on promotion of administrative reform in 2005 includes promotion of human resource development.	• Basic policy on HRD was created and the latest version was revised in 2006. • Attitude survey was conducted to revise the policy on HRD. • The policy is announced to staff at training. • Training policy is mentioned in the policy on HRD. • Each bureau prepares its own policy on HRD.
Cambodia (National)	• Common statute of civil servants doesn't mention right to take training or obligation to give training. • Royal Decrees on particular statute of MOI officials stipulate that officials of cadre A and B have to take initial training by RSA and cadre C officials have right to take initial training by MOI. • Prakas 095(MOI) stipulates DPV provides training to civil servants in Provincial administrative office as well as DPV staff. • Prakas 1950 (MOI) stipulates DOLA provides training to C/S governance and councils. • Some legal documents related to allowance for training. • Some legal documents to invite officials to seminar/training. • No regulation on training.	• CAR is preparing CD/HRM/HRD policy for all ministries. • NP-SNDD and IP3 by NCDD include a component of HRM at sub-national level. • MOI has no original policy and follows IP3.	• DoLA has no basic policy on HRD of local administration. • DPV has no basic policy on HRD of local administration.
Cambodia (Sub-national under MOI)	• Organic law, sub-decrees 215 and 216 and Prakas 4273 and 4274 provide roles and functions of C/P. • Article 162 of the Organic law stipulates BOG defines capacity development strategy for councilors and council staff. • Article 29 of sub-decrees 215 and 216 stipulate BOG conduct research for identification of capacity development strategy for council, BOG and council staff. • Article 29 of sub-decrees 215 and 216 stipulate HRM division formulate strategy for capacity development and training to personnel in C/Ps. • Prakas 4273 and 4274 stipulate HRM division is responsible to research and define strategies and programs for capacity development, conduct training needs assessment and prepare training programs for officials and staff of the provincial administration. • Cooperate and prepare training documents and materials and conduct training for officials and staff of the provincial administration. • Rules on training are not prepared in C/Ps.		• C/Ps have no basic policy and are waiting for guidance from the national level.

	Implementation system			Advance preparations	
	Clear division of roles among relevant units/offices	Capacity of responsible departments/offices	Clear purpose of the training	Training plan	Needs assessment
Japan (Tokyo)	• Personnel division under bureau of general affairs is in charge of training programs common to all bureaus. • Each bureau is in charge of technical and specific training programs. • Personnel division and bureaus cooperate with each other as necessary in implementing training programs. • Tokyo human resource support agency (HRS agency) is in charge of implementing training programs.	• Personnel division has capacity to support CD activities of each bureau. • Personnel division conducts interview with each bureau to understand the current status of HRD. • Personnel division conducts interviews with people in charge of personnel management in other companies and local governments to learn. • Staff of the personnel division improves their capacity through self-development.	• Expected capacity of officials to perform their duties is identified. • Specialized knowledge and skills are identified as well as basic skills acquired by rank-based training.	• Annual training plan and a pamphlet for officials are prepared by personnel dept. and HRS agency together. • The plan provides outline of training system, details of subjects and schedule. • Information on training plan is available from the website of bureau of general affairs and BBS for staff only.	• Questionnaire survey for government staff was conducted to formulate the basic policy on HRD. • Interview with each bureau is conducted every year.
Cambodia (National)	• DOLA is responsible for CB of local civil servants (only C/S level). • DPV is responsible for CB of mainly national level staff but has duplicate functions with DOLA. • DPV prepares a few training courses and guidance for capital and provincial staff as well. • DPV has little cooperation with sub-national level regarding HRD but will cooperate more in the future.	• Staff members of MOI don't take training programs regularly and their capacity to manage HRD at sub-national level is weak.	• MOI recognizes necessary capacity (legal framework, administration, English etc.) but not clear.	• Schedule is prepared for each training course. • DPV has training plan for C/P staff but now there is no plan of regular training because of limited budget. • DPV has planned and conducted freshman courses at national level since 2007. Sometimes the training is canceled because of budget and DPV doesn't give support to sub-national level. • MOI/NCDD conducted training courses on integration into new structures.	• MOI has no TNA system. • Training needs are identified during the meetings/workshops, especially when deciding topics of training and through observation of work performance, and requests from officials. • NCDD/DOLA conducts TNA for CB plan every year.
Cambodia (Sub-national under MOI)	• Until 2010, ExCom/LAU was responsible for CB for C/S and training courses. • HRM division is in charge of HRD and HRM based on legal documents. • Tasks of ExCom including experiences and skills will be transferred to HRM from ExCom and HRM division tries to learn from experienced staff.	• HRM division's capacity in HRD is weak because it is newly established. • ExCom/LAU has experience and skills in training courses at sub-national level.	• C/P recognize legal framework, administration skills and IT, English are necessary, especially for new staff. • Administration procedure is not clear and some staff follow old context.	• No plan of regular training and only ad hoc training courses. • PP plans to give training to new staff with support from MOEYS. • SHV planned dissemination programs on the organic law for districts by provincial trainers. • HRM division in SHV plans some training courses for new staff. • ExCom used to have an annual training plan but it is not sure if the plan continues to be made.	• The training needs are identified based on the observation by the administrative director or bosses and requests from each division to HRM divisions or administrative division. • Each division has no TNA. • Evaluation sheet is also used in SHV. • LAU did TNA for CD of ExCom staff in the past.

	Implementation of training		Follow-up activities		Training style
	Management of trainees	Monitoring of training	Evaluation of training	Follow-up activities within sub-national or from the national level	Style/Topics
Japan (Tokyo)	• HRS agency and each bureau are in charge of management of trainees.	• Personnel division and HRS agency conduct M&E.	• Questionnaire survey on trainees and bosses of trainees. • Interviews with trainers. • Training effect can be evaluated by self-assessment sheet and duty record made by employees themselves.	• Tutor system is introduced for follow-up. • Follow-up questionnaire survey is conducted for some training courses.	• Lecture, exercise, role-play, case study and discussion. • Topics: time management, logical thinking, leadership, negotiation skill, presentation, career design etc.
Cambodia (National)	• Attendance list is prepared. • Certificate is given to trainees who reach a certain attendance rate in training by JICA.	• DPV staff monitors training courses to make a report.	• DPV conducts pre-test and post-test for national level training. • DPV makes reports of national level training to submit to the minister.	• DPV recognizes necessity of follow-up activities but is unable to do so at this moment.	• Lecture, workshop/seminar style. • Topics: legal documents, ethics, roles of civil servants, conflict resolution, problem analysis, administrative tasks, facilitation etc.
Cambodia (Sub-national under MOI)	• LAU used to be in charge of management of training programs in C/S.	• LAU used to be in charge of monitoring of training programs in C/S.		• Trainees need to report to the governor. As necessary, the governor holds a dissemination seminar of the training contents in PP. • Sometimes information and knowledge from the training programs are shared with their staff mostly by high ranking officials but not always.	• Lecture/ and workshop/seminar style. • Topics: legal documents, ethics, roles of civil servants, conflict resolution, problem analysis, administrative tasks, facilitation etc.

	Resources for implementation			Cooperation or mutual support with the central level and other agencies		
	Trainers	Training materials	Facilities	Support from the central level	Cooperation with municipalities	From outside the country
Japan (Tokyo)	• Trainers are from both the metropolitan government and outside. • There are TOTs for certain topics: human rights issues, prevention of corruption, performance evaluation, OJT.	• HRS agency prepares written and audiovisual materials. • Written materials are introduced in BBS. • Lists of audiovisual materials are available from BBS.	• There is a training center outside the government office. • The government office has a satellite room of the training center for training courses by each bureau as well as a training institute for common training courses. • The satellite room has enough equipment such as desks, chairs, screens, projectors etc.	• Nothing in particular	• Normally, there is no joint training.	• Nothing in particular
Cambodia (National)	• MOI has master trainers trained by JICA and PSDD Skills: legal documents, roles and responsibilities, facilitation skill. • Master trainers for development plan are to be trained by NCDD/JICA.	• Training manuals are prepared every training course with support from NCDD (PSDD and JICA). • Some materials are available from NCDD website.	• Meeting rooms in GDLA. • Projectors, screens, computers etc.	• Training on the organic law by MOI/PILAC1 and on the integration by MOI/NCDD for high ranking officials. Both include TOT. • In SHV, MOI/CoM gave training on document management. • In IP3, training for provincial level will be conducted.	• MOI invites high ranking officials from not only provinces but districts and C/S to seminars/workshops such as new structure dissemination seminar by NCDD/MOI.	• PSDD used to support C/S level. • JICA supports CD of national and C/P level.
Cambodia (Sub-national under MOI)	• Some provinces have trainers trained by MOI (DoLA) Skills: legal documents, roles and responsibilities, facilitation skill. • Master trainers for development plan are to be trained by NCDD/JICA.	• Materials are prepared by national level.	• C/Ps have more than three meeting rooms with desks, chairs and projectors, screens, computers, etc.	• C/Ps need guidance on legal framework and more assistance for training courses from the national level.	• Provincial trainers gave training courses to C/S level through PFT/DFT. • PP sends staff to meetings at Sangkat to learn.	• PSDD used to support C/S level. • JICA supports CD of national and C/P level.

	Relations with HRM				Others	
	Make use of the result for HRM (Performance evaluation etc.)	HRMIS	Relation to promotion	Activities to motivate staff to take training	Other activities related to HRD	Public comments (relation with local people)
Japan (Tokyo)	• Government staff is supposed to make a self-assessment sheet and set goals. • Staff uses the training courses to improve their skills related to their goals.	• The metropolitan government has an integrated IT system for personnel management including career record, performance evaluation, self-assessment, training record etc. • The information is used for transfer, promotion, capacity development etc.	• The metropolitan government conducts promotion exam. • Participation in training courses is not directly related to evaluation and promotion.	• BBS is used to share the latest information. • Introduction of voices from trainees in the training pamphlet.	• Staff handbook is prepared. • BBS is effectively used for sharing information. • Tokyo training institute issues books on policy issue. • Policy research handbook was issued in 2001.	• No public comments.
Cambodia (National)	• Common evaluation sheet from SSCS is used for performance evaluation but it's not linked to the training. • CAR established PMAS. It is related to POC scheme but not to training directly.	• CAR has HRMIS but only CAR has access to it. • MOI has no HRMIS system and database has no relation with training.	• Promotion is decided with only 5 criteria of common evaluation sheet.	• Educational certificate is related to promotion but attendance of training itself has no relation to evaluation/promotion or compensation.	• Handbook for civil servants is prepared by CAR but it is provided to only a few ministries. • No support for research.	• No public comments.
Cambodia (Sub-national under MOI)	• Common evaluation sheet from SSCS is used for performance evaluation but it's not linked to the training.	• There is no HRMIS system and database has no relation with training. • Number of skillful IT staff members is not enough.	• Promotion is decided with only 5 criteria of common evaluation sheet.	• Educational certificate is related to promotion but attendance of training itself has no relation to evaluation/promotion or compensation.	• KPC has meetings to instruct and share information with staff especially on legal documents. • Deputy governors sometimes give advice on admin tasks to each division in KPC. • IPD of PP has a weekly meeting to review admin tasks. • No support for research.	• No public comments regarding training courses. • KPC gives advice to make staff understand how to provide local people with effective public services.

2. Conditions: Special Training

Legal Framework	Outputs	Resources
Laws and regulations • Civil servants' right to take training. • Rule of training for officials in local administration made by C/Ps. • Guideline from the national level on formulation of HRD policy at sub-national level. • Administrative procedure for officials in local administration. • Clear division of specific roles on training among relevant organizations and responsible officials. **Policy on HRD** • National policy on CD, HRD and HRM. • Basic policy on HRD for officials under MOI. • Basic policy on HRD in each C/Ps. • Basic policy on HRD in each division or office.	**Annual training plan** • Clear purpose of training courses. • Determination of target rank. • Identification of necessary capacity for officials of each rank. • Identification of specialized skills related to routine work. **Training needs assessment system** • Attitude survey for employees to formulate basic policy on HRD. • Questionnaire survey on trainees to evaluate training courses and find training needs. **Monitoring and evaluation system** • Interview with each bureau by HRM division. • Questionnaire survey on trainees and bosses of trainees. • Interviews with trainers. • Training effect can be evaluated by self-assessment sheet made by employees themselves. **Relation to HRM** • Performance evaluation system to monitor and evaluate staff performance effectively and properly. • Self-assessment sheet for chief clerks and lower level employees. • Duty record form for deputy directors and higher level employees. • Tutor system. • IT system to manage training record as well as personnel information (evaluation, career record etc.).	**Human resources for management and coordination** • Human resources for policy formulation. • Human resources for training management. • Human resources for personnel management (performance evaluation and management of subordinates). **Trainers** • Skillful trainers at national level. • Skillful trainers at sub-national level. **Training materials** • Written and audiovisual materials. • Staff handbook. • BBS to share information on staff training courses (basic policy, training plan and schedule etc.). • Training pamphlet (training guidebook).

3.1 Action Plan: Special Training (National Level)

Organization	National level		
	SSCS/CAR	**NCDD/MOI: DPV**	
Actions/ Timeframe	**Legislation**	**Policy formulation related to HRD**	**Support for management of HRD in C/Ps**
Short-term	• Add an article which stipulates right of civil servants to receive training to the Common statute of civil servant. • Finalize policy on CD, HRD and HRM. • Distribute a civil servant handbook and compiled legal documents to all of the civil servants.	• Prepare HRD policy for officials under MOI according to legal basis and national policy. • Give guidance on HRD policy formulation in local administration. • Define administrative procedure and officials' TOR. • Revise evaluation criteria.	**Training management** • Provide training to trainers in C/Ps. • Give guidance on training management in C/Ps. • Establish and conduct systematic TNA for training program in C/Ps. • Conduct M& E for training program in C/Ps.
Mid- and long-term			**Personnel management** • Support C/Ps to establish performance evaluation system related to training.

3.2. Action Plan: Special Training (Sub-National Level)

Organization	Capital/Provinces			
	HRM division :Capacity development office		**HRM division: Personnel management office**	
Action /Timeframe	**Policy formulation**	**Planning and management of training**	**Development of administrative procedures**	**Personnel management**
Short-term	• Formulate the basic policy at subnational level according to legal basis and national policy. • Prepare a training rule in C/P according to legal basis. • Formulate basic policy on HRD in each division or office. • Establish implementation system of training.	**Planning** • Determine purposes of training. • Identify necessary capacity for officials of each ranking. • Identify specialized skills related to routine work. • Establish systematic TNA. • Prepare an annual training plan (target, schedule, topics, training style). • Prepare a training pamphlet to encourage officials to take more training courses. • Joint training with C/S level. • Public comments. **Training material preparation** • Prepare written materials and audiovisual materials. • Prepare training handbook. • Prepare training pamphlet. • Prepare staff handbook which covers legal basis and duties of staff. **Preparing trainers** • Give training to trainers. • Give instruction to managerial level. **Improvement of training management** • Give training to HRM division staff and managerial staff in C/Ps to understand HRD and their responsibilities.	• Define administrative procedures according to legal basis. • Develop and manage officials' TOR of based on legal documents.	• Establish evaluation system related to training. • Self-assessment sheet for chief clerks and lower level employees. • Duty record form for deputy directors and higher level. • Manage promotion system related to training. • Introduce tutor system.
Mid- and long-term		**Monitoring and evaluation** • Establish M & E system (questionnaire survey, interviews, report, observation etc.). • Establish follow-up system for trainees. **IT system** • Establish information system to manage data of trainees. • Establish website to share information on training courses. • Establish BBS to share information (basic policy, training plan and schedule etc.).		• Establish integrated HRMIS linked to training record. • Decide required training courses for the promotion exam.

Appendix 6: Conditions Analysis and Action Plans of On-the-Job Training

1. Comparison of Aspects of Training Programs: OJT in Tokyo

	Legal and policy framework		
	Laws and regulations	National policy	Basic policy in local administration
Japan (Tokyo)	• Article 39 (1) of the Local Public Service Law stipulates right to receive training. • Article 39 (3) of the Local Public Service Law stipulates formulation of basic policy on HRD (amended in 2005). • Regulation of training by Tokyo metropolitan government.	• Guidance for formulation of basic policy on HRD in 1997. • Guidance for promotion of administrative reform in 2005 includes promotion of human resource development.	• Basic policy on HRD was created and the latest version was revised in 2006. • Attitude survey was conducted to revise the policy on HRD. • The guideline on OJT and OJT handbook were also prepared in 2007. • Each bureau also prepares its own policy on OJT.
Cambodia (National)	• Common statute of civil servants doesn't mention right to take training or obligation to give training. • Royal Decrees on particular statute of MOI officials stipulate that officials of cadres A and B have to take initial training by RSA and cadre C officials have right to take initial training by MOI. • Prakas 095 (MOI) stipulates DPV provides training to civil servants in Provincial administrative office as well as DPV staff. • Prakas 1950 (MOI) stipulates DOLA provides training to C/S governance and councils. • Some legal documents related to allowance for training. • Some legal documents to invite officials to seminar/training. • No regulation on training.	• CAR is preparing CD/HRM/HRD policy for all ministries. • NP-SNDD and IP3 by NCDD include a component of HRM at sub-national level. • MOI has no original policy and follows IP3.	• DoLA has no HRM plan or policy. • DPV has no basic policy.
Cambodia (Sub-national under MOI)	• Organic law, sub-decrees 215 and 216 and Prakas 4273 and 4274 provide roles and functions of C/P. • Article 162 of the Organic law stipulates BOG defines capacity development strategy for councilors and council staff. • Article 29 of sub-decrees 215 and 216 stipulate BOG conduct research for identification of capacity development strategy for council, BOG and council staff. • Article 29 of sub-decrees 215 and 216 stipulate HRM division formulate strategy for capacity development and training to personnel in C/Ps. • Prakas 4273 and 4274 stipulate that HRM division is responsible to research and define strategies and programs for capacity development, conduct training needs assessment and prepare training programs for officials and staff of the provincial administration. • Cooperate and prepare training documents and materials and conduct training for officials and staff of the provincial administration. • Rules on training are not prepared in C/Ps.		• C/Ps have no basic policy and are waiting for guidance from the national level.

*Abbreviations of C/Ps' Names
PP: Phnom Penh Municipality
KPC: Kampong Cham Province
SHV: Sihanouk Ville Province

	Implementation system		Advance preparations	
	Clear division of roles among relevant departments/bureaus	Capacity of responsible departments/offices	Clear purpose of training	Needs assessment
Japan (Tokyo)	• OJT promotion system is developed and division of roles among responsible departments is clearly provided in the OJT guideline. • Personnel division under bureau of general affairs is in charge of development of policy and system, and support of each bureau to promote OJT. • Each bureau is in charge of implementation of OJT. • In each bureau, person in charge of OJT promotion is assigned to support implementation of OJT. • Managers/supervisors conduct OJT. • Tutor system is introduced. • Tokyo Human Resource Support Agency is responsible for preparation of materials and implementation of OJT training.	• Personnel division has capacity to manage human resources and support CD activities of each bureau. • Some bureaus take actions to promote OJT and self-development but others don't.	• The purpose and the way of doing OJT (including practical techniques) are provided in OJT handbook. • Expected capacity of each rank is identified.	• Questionnaire on OJT for employees is conducted and result is shared in OJT newsletter. • Personnel division conducts interviews with each bureau.
Cambodia (National)	• DoLA is responsible for CB of local civil servants (only C/S level). • DPV is responsible for CB of mainly national level staff but has duplicate functions with DoLA. • DPV prepares a few training courses and guidance for staff in C/Ps as well. • DPV has little cooperation with sub-national level regarding HRD. • But both departments have no responsibility related to OJT.	• Staff members of MOI don't have enough capacity to manage OJT because they don't have OJT system and have never undertaken OJT.	• MOI recognizes necessary capacity (legal framework, administration, English etc.), but it is not clear on capacity to improve through OJT.	• The training needs are identified during the meetings/workshops, especially when deciding topics of training and through observation of work performance, and requests from those officers. • NCDD conducts TNA at C/S level for CB plan every year. • There is no TNA for OJT.
Cambodia (Sub-national under MOI)	• Until 2010, ExCom/LAU was responsible for CB for C/S and training. • HRM division is in charge of HRD and HRM according to legal documents but responsibility on OJT is not clear. • Tasks of ExCom including experiences and skills will be transferred to HRM from ExCom and HRM division tries to learn from experienced staff.	• HRM division's capacity in OJT is weak because it is newly established. • ExCom/LAU has experience and skills in training courses at sub-national level but mainly on off-JT.	• C/Ps recognize legal framework, administration skill and IT, English are necessary, especially for new staff. • Administration procedures are not clear and some staff follow old context. • C/Ps are not clear on capacity to improve through OJT.	• The training needs are identified through the observation by the administrative director or bosses and requests from each division to HRM or administrative divisions. • Each division has no TNA. • Evaluation sheet is also referred to in SHV. • LAU did TNA for CD of ExCom staff in the past. • There is no TNA for OJT.

	Implementation of OJT at workplace			Training style	Resource for implementation	
	Planning of OJT	Monitoring of training	Evaluation of training	Style/topics	Trainers	Training materials/tools
Japan (Tokyo)	• OJT plan is prepared by each employee. • Chief clerks and lower level staff are supposed to make a self-assessment sheet and set goals related to OJT. • Deputy directors and other high officials also set goals and outputs related to OJT in their duty record sheet. • Some bureaus prepare their original plan and OJT management sheet by themselves.	• OJT plan sheet and training plan for new staff are used to do systematic OJT (from plan to review). • Persons in charge of OJT promotion assigned at each bureau monitor OJT, give advice and plan training courses as necessary. • Officials in charge of personnel at each bureau and the personnel division grasp the current status of OJT through interviews with employees. • Some bureaus prepare their original monitoring sheet as well as format by the personnel division.	• Effect of OJT is evaluated by managerial officials and is recorded in self-assessment sheet for supervisors and lower level employees. • As for deputy directors and higher level, their output is recorded in duty record form. • Personnel division examines the current situation of all divisions and revises the OJT guideline as necessary.	• There are many kinds of measures at workplace. • Examples of style: close communication, oral instructions, giving difficult tasks and checking their capacity, observation only, and one-on-one guidance.	• Officials in managerial position conduct OJT. • New staff members also learn from senior staff, when working together. • Apart from managerial officials, persons in charge of OJT promotion are assigned at each bureau. • Tutors also are assigned for new employees (one tutor for one new employee). • Mangers and higher level/ responsible persons receive training courses on OJT by CD agency and by each bureau.	• OJT handbook is provided to supervisors or higher level employees. • OJT newsletter is issued regularly and case studies are introduced in the newsletter. • Audiovisual materials (videos and DVDs) are available. • Staff handbook is prepared. • OJT BBS is effectively used for sharing information.
Cambodia (National)	• No plan.	• Senior staff gives instructions to junior or new staff orally but it is not formal system. • There is no formal monitoring by managerial level or personnel office.	• No evaluation of OJT.	• Oral instruction at each workplace.	• Supervisors or senior staff.	• No special materials.
Cambodia (Sub-national under MOI)	• No plan.	• Senior staff gives instructions to junior or new staff orally but it is not formal system. • There is no formal monitoring by managerial level or personnel office.	• No evaluation of OJT.	• Oral instruction at each workplace.	• Senior staff. • Officials from the national level sometimes visit provinces to instruct sub-national staff.	• No special materials.

	Cooperation or mutual support with the central level and other agencies		Relations with HRM		
	Support from the national level/ mutual cooperation at subnational level	From outside the country	Making use of the result for HRM	HRMIS	Relation to promotion
Japan (Tokyo)	• Nothing in particular	• Nothing in particular	• Chief clerks and lower level staff are supposed to make a self-assessment sheet and set goals related to OJT. • Deputy directors and other high officials also set goals and outputs related to OJT in their duty record form.	• Tokyo has IT system to manage personnel information, including OJT record. • The information is used for transfer, promotion etc.	• No direct relation to promotion but the result of OJT is evaluated.
Cambodia (National)	• Sometimes national level (DPVT) staff visits provinces to see their works and gives instructions as necessary.	• Support from DPs. • Taskforce /working group for projects by DPs such as PILAC learn from them through working together.	• Common evaluation sheet from SSCS is used for performance evaluation but is not linked to OJT.	• MOI has no HRMIS system and database has no relation to OJT.	• Promotion is decided with only 5 criteria of common evaluation sheet and it is not linked to OJT.
Cambodia (Sub-national under MOI)	• In the transition period from PSDD to IP3, provincial staff tries to learn from ExCom staff working together. • Provinces used to give training to districts level through PFT/DFT. • PP sends staff to meetings at Sangkat to learn.	• Support from ExCom. • PRDC/ExCom learned from PSDD consultants.	• Common evaluation sheet from SSCS is used for performance evaluation but is not linked to OJT.	• There is no HRMIS system and database has no relation to OJT. • The number of skilled IT staff members is not enough.	• Promotion is decided with only 5 criteria of common evaluation sheet and it is not linked to OJT.

2. Conditions: On-the-Job Training

Legal Framework	Outputs	Resources
Laws and regulations • Civil servants' right to take training. • Rule of training for officials in local administration made by C/Ps. • Guideline from the national level on HRD policy at sub-national level. • OJT Guideline which includes OJT promotion system and clear division of roles of responsible divisions/offices. • Administrative procedures for staff. **Human resource development policy** • National policy on CD, HRD and HRM. • Basic policy on HRD for officials under MOI. • Basic policy on HRD in each C/P.	**Planning of OJT** • Questionnaire from employees to assess current status of OJT at their workplace. • Implementation plan of OJT in each division/office. • Setting goals of OJT using self-assessment sheet and duty record form or OJT plan sheet. **Monitoring and evaluation system** • Performance evaluation system considering OJT. • Interviews with employees by person in charge of personnel at each bureau and interview with each division/office by HRM division. • Examination of the state of OJT implementation by the capacity development office after introduction of OJT system. • Information system to manage employees' performance and career record.	**Human resources for management and coordination** • Human resources for policy formulation. • Knowledgeable and skillful officials (managerial level) in charge of OJT promotion in each division/office. • Staff of HRM Division in C/Ps and MOI who have capacity enough to develop and manage OJT system. **Trainers** • Skillful trainers for training on OJT at national level and sub-national level. • Managerial officials who have knowledge and techniques of OJT to give OJT and manage their subordinates. • Tutors for new employees in each office. **Instruments to improve capacity for OJT implementation** • OJT handbook. • OJT newsletter. • Staff handbook. • OJT training materials (written and audiovisual materials). • BBS to share information on OJT.

3.1 Action Plan: On-the-Job Training (National Level)

Organization	National level		
	SSCS/CAR	**MOI :DPV**	
Actions/ Timeframe	**Legislation** **Policy formulation related to HRD**	**Policy formulation related to HRD**	**Support for management of OJT in C/Ps**
Short-term	**Preparation of legal documents on training** • Add an article which stipulates right of civil servants to receive training to the Common statute of civil servant. • Finalize policy on CD, HRD and HRM. • Distribute a civil servant handbook and compiled legal documents to all of the civil servants.	**Policy formulation** • Prepare HRD policy for officials under MOI according to legal basis and national policy. • Prepare guideline on HRD policy formulation in local administration to C/Ps. • Give guidance on OJT guideline formulation. • Define administrative procedures and officials' TOR.	**OJT management** • Provide training on OJT to C/Ps. • Give guidance on OJT implementation in C/Ps. • Establish and conduct systematic assessment of the current status of OJT in C/Ps. • Conduct M&E for OJT in C/Ps.
Mid- and long-term			**Personnel management** • Support C/Ps to establish performance evaluation system related to OJT.

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3.2 Action Plan: On-the-Job Training (Sub-National Level)

Organization/	Capital/Provinces			
	HRM Division: **Capacity Development Office**		**HRM Division:** **Personnel Management Office**	
Actions/ Timeframe	**Policy formulation**	**Planning and management of OJT**	**Development of administrative procedures**	**Personnel management**
Short-term	**Policy formulation** • Formulate the basic policy on HRD at subnational level according to legal basis and national policy. • Prepare a training rule in C/P according to legal basis. • Formulate OJT Guideline which includes OJT promotion system and clear division of roles of responsible divisions/offices.	**Planning of OJT** • Examine the state of implementation of OJT at each workplace. • Identify necessary capacity for officials of each rank. • Identify techniques of OJT viable in Cambodia. • Prepare questionnaire on OJT for employees. • Prepare implementation plan of OJT in each division/office. • Prepare OJT plan form to facilitate management of OJT. **Capacity development of staff** • Conduct training for managerial officials including persons in charge of OJT promotion in C/P with support from MOI. • Conduct training for tutors. • Conduct training to HRM division staff and managerial level staff in C/Ps to understand HRD and their responsibilities. **Tool development** • Prepare OJT handbook and distribute it to all managers/supervisors. • Issue OJT newsletter. • Prepare audiovisual materials for OJT. • Prepare OJT training materials. • Establish BBS to share information on OJT.	• Develop administrative procedures. • Prepare and manage officials' TOR.	• Prepare self-assessment sheet and duty record form to set goals and evaluate OJT. • Assign managerial officials in charge of OJT promotion in each division/office. • Introduce tutor system.
Mid- and long-term		**Monitoring and evaluation of OJT** • Establish performance evaluation system using self-assessment sheet and duty record form with personnel office. • Establish M&E system using OJT plan from. • Conduct interview with employees by person in charge of OJT promotion at each division/office and interview with each division/office by HRM division. • Examine the state of OJT implementation after introduction OJT.		• Prepare integrated HRMIS to manage personnel information including career record and performance evaluation including improvement of performance through OJT. • Establish performance evaluation system using self-assessment sheet and duty record form with capacity development office.

Appendix 7: List of Participants in the Workshops

The First Workshop (09 February 2011, GDLA)

Name	Position	Ministry/Organization
H.E. Hem Vanndy	Assistant to Prime Minister	Council of Ministers
Mr. Sim Sokheng	Deputy Director of Intelligent Property Department	Ministry of Commerce
Mr. Chin Malin	Official	Council of Ministers
Mr. Vong Channoch	Department of U.S.A.	Ministry of Foreign Affairs & Int. Cooperation
Mr. Sok Sothy	Chief of Education and Capacity Development Office/DoLA	Ministry of Interior
Mr. So Munyraksa	Deputy Director of Political Affairs Department	Ministry of Interior
Ms. Vorng Sreymom	CDIU member	Ministry of Interior
Mr. Poch Sovann	Local Administration Advisor of ExCom	Steung Treng Province
Mr. Thorn Sovanna	Deputy Director of Planning and Investment Division	Kandal Provincial Hall
Mr. Hout Hai	Deputy Director of Administration	Phnom Penh Municipal Hall

The Second Workshop (25 February 2011, Phnom Penh Hotel)

Name	Position	Ministry/Organization
H.E. Leng Vy	Director General of General Department of Local Administration	Ministry of Interior
H.E. Duch Sonn	Deputy Director General of General Department of Local Administration	Ministry of Interior
H.E. Cheam Pe Ar	Deputy Director General of General Department of Local Administration	Ministry of Interior
Mr. Ung Vannarin	Chief of Education and Capacity Development Office/DoLA	Ministry of Interior
Mr. Sar Samidy	Director of Department of Regulations and Administrative Litigation	State Secretariat for Civil Service
Mrs. En Dara	Chief of HRD and Capacity Building Office	Ministry of Economy and Finance
Mr. San Phany	Deputy Director of State Property Department	Ministry of Economy and Finance
Mr. Chan Thy	Chief Officer of Commune & Sangkat Fund Management	Ministry of Economy and Finances
Mr. Hoeung Sophal	Office Chief	Ministry of Planning
Mr. Pouv Narin	Director of Personnel Department	Ministry of Planning
Her Ex. Soum Molyka	Director of Human Resource Department	Council for Administrative Reform
Mr. Nop Sokunthea	Official	Council for Administrative Reform
Mr. Soly Vannpok	Director of Continuing Training	Royal School of Administration
Mr. Teak Ven	Chief Officer of Local Administration	Phnom Penh Capital Hall
Mr. Bun Dara	Deputy Director of HRM Division	Kampong Cham Provincial Hall
Mr. Serey Sambath	Director of HRM Division	Sihanouk Ville Provincial Hall
Mr. Smean Buntheoun	Chief of Personnel Office	Siem Reap Provincial Hall
Mr. Ouk Vong Long Vy	Deputy Director of HRM Division	Battambang Provincial Hall
Mr. Yi Kosal Vathanak	Child Protection Officer, Local Governance for Child Rights Project, Seth Koma Programme	UNICEF
Mr. Ouch Chamroeun	Program Officer	ADB

Appendix 8: List of Participants in the Meeting

1.List of interviewees in Cambodia

Organizations and Units at the Central Level

Name	Position	Affiliation	Organization
State Secretariat for Civil Service			
H.E. Ros Sophann	Under Secretary of State		SSCS
H.E. Thor Sethana	Director General		SSCS
Mr. Tin Sokhuon	Director Administrative Control and Civil Servant Management	Department of Administrative Control and Civil Servant Management	SSCS
Mr. Sar Samidy	Director of Department of Regulations and Administrative Litigation	Department of Regulations and Administrative Litigation	SSCS
Mr. Oh Ro	Deputy Director of Administration and Finance	Department of Administration and Finance	SSCS
Mr. Sorn Sokhorn	Director of ASEAN Resource Center, Cambodia	ASEAN Resource Center Cambodia	SSCS
Mr. Khiev Chan Bunthoeun	Director of Cadre Search and Training	Cadre Search and Training	SSCS
Council of Administrative Reform			
H.E. Chhuon Cham	Deputy Secretary General		CAR
H.E. Paul Pidou	Deputy Secretary General		CAR
H.E. Chhay Chhatravuth	Deputy Secretary General		CAR
Ministry of Interior			
H.E. Ev Bunthol	Deputy Director General of GDLA	General Department of Local Administration	MOI
Mrs. Lay Onry	Chief of Framework Office	Department of Personnel and Vocational Training under GDLA	MOI
Mr. Soth Kosal	Chief of Vocational Training Office	Department of Personnel and Vocational Training under GDLA	MOI
Mr. Chhin Seng Nguon	Deputy Director of Department of Local Administration	Department of Local Administration under GDLA	MOI
Ministry of Economy and Finance			

Mr. Youk Bunna	Director	Personnel Department	MEF
Ministry of Education, Youth and Sports			
Mr. Somay Horsda	Deputy Director	Administration Department	MoEYS
Mr. Chhun Hok	Director	Administration Department	MoEYS
Mr. Srey Thol	Deputy Chief	Administration Department	MoEYS
Mr. Nie Sophorn	Director	Personnel Department	MoEYS
Mr. Ren Tola	Chief of Human Resource Development Office	Personnel Department	MoEYS
Mr. Hor Meng Heang	Officer of Human Resource Development Office	Personnel Department	MoEYS
Mr. Hour Chhun Kry	Deputy Director	Legislature Department	MoEYS
Mr. En Dara	Deputy Chief of Good Governance Office	Legislature Department	MoEYS
Ministry of Health			
Mr. Lim Serey Vuthy	Official of Good Governance Office	Legislature Department	MOH
Mr. Oum Vicheth	Director	Administration Department	MOH
Mr. Mey Sambo	Director	Personnel Department	MOH
Mr. Phum Samsong	Deputy Director	HRD Department	MOH

Training Institute

Name	Position	Affiliation	Organization
Mr. In Em	Deputy Director		EFI
Mr. Soly Vannpok	Director of Continuing Education	Continuing Training	RSA

Capital and Provinces

Name	Position	Affiliation	Organization
Phnom Penh			
Mr. Mao Bora	Director	Planning and Investment Division	Capital Hall
Mr. Lay Oudam	Deputy Director	Human Resource Management Division	Capital Hall
Mr. Khun Vanna	Deputy Chief of Personnel Office	Human Resource Management Division	Capital Hall
Mr. Kim Savuth	Director	Administration Division	Capital Hall

Mr. Cheam Heng	Deputy Director	Administration Division	Capital Hall
Mr. Hem Sinareth	Chief of Personnel and Training Office	Personnel and Training Office	Department of Education, Youth and Sports
Mr. Ngy Mean Heng	Deputy Director		Department of Health
Mr. Pov Sam Ang	Deputy Chief of Administration Office	Administration Office	Department of Health
Kampong Cham			
H.E. Lorn LimThay	Deputy Governor		Provincial Hall
Mr. Khorn Pros	Director	Administration Division	Provincial Hall
Mr. Han Kosal	Director	Human Resource Management Division	Provincial Hall
Mr. Soum Sophea	Deputy Director	Human Resource Management Division	Provincial Hall
Mr. Eour Voun	Chief of Personnel Office	Human Resource Management Division	Provincial Hall
Mr. Heng Sokchea	Officer of Personnel Office	Human Resource Management Division	Provincial Hall
Mr. Bum Chhun	Chief of Capacity Development Office	Human Resource Management Division	Provincial Hall
Mr. Soy Touch	Deputy Chief of Capacity Development Office	Human Resource Management Division	Provincial Hall
Mr. Brak Tith	Deputy Director	Planning and Investment Division	Provincial Hall
Mr. Chhuy Mong Sreng	Chief of Administration Office	Administration Office	Department of Education, Youth and Sports
Mr. Va Savuth	Deputy Director		Department of Health
Ms. Som Sophay	Chief of Continuing Education Training	Continuing Education Training	Department of Health
Ms. Phum Ranya	Deputy Chief of Administration and Personnel Office	Administration and Personnel Office	Department of Health
Sihanouk Ville			
H.E. Meas Vuthy	Deputy Governor		Provincial Hall
Mr. Serey Sambath	Director	Human Resource Management Division	Provincial Hall
Mr. Suth Chan Thorn	Director	Administration Division	Provincial Hall
Mr. Em Pheap	Director	Planning and Investment Division	Provincial Hall

Mr. Chea Bachhun	Deputy Director	Planning and Investment Division	Provincial Hall
Mr. Chuop Vutha	Technical Chief		Department of Health
Mr. Van Chhur	Deputy Director		Department of Education, Youth and Sports

2. List of interviewees in Japan

Name	Position	Affiliation	Organization
Tokyo Metropolitan Government			
Ms. Eriko Tagawa	Deputy Director	Personnel Division, Bureau of General Affairs	Metropolitan Government
Mr. Kenta Orihara	Coordinating Supervisor	Personnel Division, Bureau of General Affairs	Metropolitan Government
Saitama Prefecture			
Mr. Tsutomu Kurosawa	Official	Personnel Division, Department of General Affairs	Prefectural Government
Tochigi Prefecture			
Ms. Yasuko Morisawa	Deputy Director	Personnel Division, Management Administrative Department	Prefectural Government