Functional Analysis of the Cambodia Ministry of Education, Youth and Sport

Final report

Russell Craig, Kosal Chea, Rottanak Theam, David Jeffery, and Sourovi De

November 2020

Executive summary

**The Cambodia Ministry of Education, Youth and Sport (MoEYS), like all large organisations, has a regular need to upgrade its capacities, in order to deliver high-quality education services to Cambodia’s population**, which has high expectations and aspirations in relation to education. The ambitions for the education sector, set out in the Education Strategic Plan (ESP) 2019–2023), imply a need for some upgrading of capacity. This is also reflected in the MoEYS Human Resource Policy and Human Resource Policy Action Plan. The Rectangular Strategy Phase IV of the Royal Government of Cambodia also implies a need for progress in governance reforms and improvements to the quality and effectiveness of public services, as well as setting out the aim of transforming Cambodia into a skills-driven economy. The strategy aims to develop Cambodia’s human capital and to ensure the country’s transformation to an upper middle-income country by 2030. MoEYS is a large and complex organisation, with 35 central departments and well over 100,000 staff, including teachers.

**This report on the functional analysisof the Cambodia MoEYS is the second of a set of three reports on the functional review** of MoEYS. The first report, the functional mapping report, provided a descriptive overview of the major functions. This report provides an analysis of the functions of MoEYS and its various directorates and departments, which aims to support the identification – and then delivery – of improvements in the allocation of both functions and capacity across departments and units in the central MoEYS. The final brief report will be on the development of MoEYS’s capacity – in particular, the capacity of the core team from the Department of Personnel – through training for, and implementation of, the functional review. Two reports from a related study for the United Nations Children’s Fund (UNICEF) and MoEYS, entitled ‘Market scoping assessment of national and regional capacity development service providers for education sector professionals in Cambodia’, should also be consulted. These analyse capacity aspects arising from some of the departmental interviews conducted for this review, and they also provide details of suppliers of capacity training. These reports should be read in conjunction with the functional mapping and functional analysis reports.

**The overall objective of the assignment is to deliver a comprehensive functional review** of sufficient depth and quality to guide the prioritisation of the public administration reform processes in the education sector, with the view to improving education service delivery.The functional analysis report examines the respondents’ perceptions of their functions and outputs, and contrasts these with the functions formally defined in Anukret 156.[[1]](#footnote-2) It examines possible overlaps in functions and the organisational structure that supports the functions of MoEYS. This analysis includes a proposed restructuring of the central ministry, with an organogram and a set of departmental summaries,[[2]](#footnote-3) which set out staffing, functions, and structure.

**We understand that all proposals and recommendations contained in this report are advisory only**. We have based them firmly on internationally accepted principles of organisational development. We also acknowledge that, in practical terms, the management of changes such as these is subject to a number of constraints, reflecting the personalities and capacities of current managers, the limits imposed by Cambodian civil service rules and practices, and the legal ability of senior ministry managers to authorise some changes. We hope that the changes we propose will be useful over the medium term in charting a course towards improving the effectiveness of the ministry to implement reforms as necessary.

Functional reviews are typically conducted at three levels: institutional, organisational, and individual; this one focuses on the organisational level. In 2012, the Council for Administrative Reform set out guidance for functional reviews in Cambodia,[[3]](#footnote-4) and this has formed the basis of our approach to the MoEYS functional review.

**Functional review is a technique that allows public sector organisations to analyse the activities they perform, group these into clearly defined functions, and bring these functions together in a way that facilitates efficient and effective delivery.** The present functional review is vertical: it is a review of one institution’s functions, or of the functions carried out by a number of institutions operating in one sector. The functional review process entails functional mapping, analysis, and capacity development. After mapping, the functional analysis compares the functions across the structure and with the legally established functions. The final step in the analysis is to set out recommendations for changes in the structure, based on the analysis, that will produce a more efficient discharge of the functions.

**The review has involved four stages, plus a related study:**

1. **Training** – both formal and on-the-job; initially in data identification and collection.
2. **Functional mapping**: A set of specific tools was developed with the Functional Review Technical Working Group (FRTWG) to conduct the mapping that reflect the key questions to be answered in the review.
3. **Market scoping – demand side:** This study examinedcapacity needs across the central departments.
4. **Market scoping –** **supply side**: This study examined international, regional, and local trainers who could meet capacity needs.
5. **Functional analysis**: This has established what it is MoEYS is required to do to fulfil its mandate – what are its functions and sub-functions, and how these can be most efficiently arranged in its organisational structure.
6. **Capacity development**: Within this study, a brief report will look at capacity developed in MoEYS through the functional review training.

Reform priorities of MoEYS

**The reform priorities of MoEYS link closely to consideration of functional effectiveness in the central departments**: that is, the actual and legal functions of the ministry and departments ought to support and prioritise the agreed reforms. There are three separate and complementary sets of priorities: the minister’s reform pillars; education management reforms; and a further set of reforms embedded in the current ESP, which we define as learning management reforms. We assigned departments to these reform priorities based on their mandated and self-assessed functions.

**The minister’s five priorities for reform involve at least 13 departments (about one-third of all departments) whose functions directly support these reforms.** These departments are located in five of the seven directorates. For some of the departments the reform priorities are close to their central function; however, for other departments the priority reform is much less central. For example, the Department of Teacher Training is the primary unit for implementing the Teacher Policy Action Plan, but this is only one of a range of significant functions for which this department is responsible.

**The reform priorities relating to education management**, apart from learning management and policy, focus mainly on functions that relate to the ministry as an organisation, rather than functions related to its service delivery. These reform priorities relating to administration, finance, and human resource management primarily concern the functions of departments in the Directorate of Administration and Finance. Learning management reforms, on the other hand, affect service delivery directly, though intermediated by service delivery, and support departments in the Directorate of Education. They involve 15 departments, spread across four directorates.

**The current ESP contains a further set of reform priorities**. These involve six departments in just three directorates. One, on teacher training, corresponds to priorities in both the minister’s reforms and management reforms. Another, on promoting digital education, relates to the structure of the Department of Information and Communication Technology (ICT) but not to its functions as set out in the Anukret. The remaining four reforms are already existing functions of the various departments. The main question, as with the other reform priorities, is whether the departments are adequately addressing the priorities.

**Bringing all of these reform priorities together provides** a view of the major functions and areas where the ministry should be concentrating in the medium term. Some departments have multiple priority responsibilities, while others have one and a sizeable minority of departments do not appear to have any priority functions. Roughly a third of the 35 central departments fall into each of these categories. About one-third of the departments (11) link their functions to a single reform priority, and 13 departments appear to have no close linkage between their functions and these ministry priority reforms.

Actual functions

**Anukret 156 prescribes the legally mandated functions for MoEYS and each central department**. However, we must not assume that each department performs all of its mandated functions, and that it has no other functions. The research team used several methods to review these other functions for each department. We asked directors and deputy directors, during group interviews, about the actual functions their departments carry out. Then we assessed several pertinent documents to find implicit functions from descriptions of strategies and activities for departments. We organised the functions by thematic area to cover the following: impact of function in own unit; self-assessed functional performance; overlapping functions; less supported functions; and capacity to undertake functions. MoEYS has a large set of functions, defined in Anukret 156. If the whole ministry is to support these functions, then it follows that the directorates and departments should collectively cover these functions. No single directorate or department should be responsible for all functions, though some ministry functions may be shared over a number of departments.

**There are 16 major MoEYS functions set out in Anukret 156, and a number of these refer explicitly to the three main sectors of the ministry’s work: education, youth, and sport.** Respondents from the Directorate General of Administration and Finance, which has a support role across all sectors, considers that the work of their directorate, departments, and offices include a major focus on 27 of the 32 functions (84%). This was the greatest spread across the functions of any directorate, with the Directorate General of Education the next most broadly-focused directorate, with 71% of the functions playing a major role in their work. The other directorates are more narrowly focused, as might be expected, and they all rated less than a third of the overall MoEYS functions as playing a major part in the work of their units.

**Interview participants went through the functions of their own unit – directorate or department.** They were asked to assess, as a group, how well they thought they were carrying out their functions and to agree on a single assessment of these functions. Overall, the directorates and departments saw themselves in a very positive light. Of the 337 assessments made, only three rated performance using the response ‘poorly’ or ‘very poorly’. Nine out of 10 assessments were that the unit was doing either ‘well’ or ‘very well’. Respondents from the Directorate General of Sport were the least confident that they were carrying out their functions very well, with less than one in five responses marked that way. On the other hand, a solid majority of responses from the Directorate General of Higher Education (57%) indicated that they were performing very well.

Parallel or duplicated functions

**One of the chief concerns for the functional review is identifying overlapping or unnecessarily duplicated functions within MoEYS**. Such overlaps or duplications may lead to inefficiencies in processes, and to the creation of unnecessary positions, or they may reflect functions common to many parts of the organisation, such as monitoring or planning. When respondents were asked to spell out functions that were the same or similar to other departments, it was clear that there were two categories of ‘overlap’ in the minds of the respondents. This distinction is worth noting. One category of apparent overlap was parallel functions, consisting of such things as planning, budgeting, managing, and administering that all departments do as part of the larger organisation. The other category of apparent overlap was functions that respondents perceived to be the same as those of other departments. Two in five of those who responded to the question whether other departments or parts of the ministry had the same or similar functions agreed that there were such overlaps. Officers in the Directorates General of Youth (67%) and of Sport (48%), and the Inspector General (50%) were more likely to agree that there were overlaps. Officers in the Directorates General of Policy and Planning (30%), Administration and Finance (33%), and Education (39%) were less likely to agree.

**There were about a quarter of all departments where more than half of the respondents felt that there were the same or similar functions in other departments**. For some of these, the duplications are obvious and are part of the civil service system. This is the case with the Department of Internal Audit and the Inspectorate of Administration and Finance: both conduct audits of organisational units in MoEYS at central and sub-national levels, for much the same purpose. However, the overlap is intentional and there are different outcomes for the two departments’ functions.

**Some of the other apparently duplicated functions are not so clear-cut.** For example, the Departments of Vocational Orientation and Non-Formal Education both have functions and/or activities related to skills development for out-of-school youth. Respondents from the Department of Curriculum Development had a strong perception that others had similar functions, and this is borne out by the mandated functions. The Curriculum Department has a clear responsibility to develop and monitor curricula; however, a number of other departments also have clear responsibilities to develop curricula.

Span of control

**The span of control for the Directorates General of Education and of Administration and Finance is very large and this is critical because of the importance of the functions in both these directorates**. However, both of these directorates have more than the five subordinate units recommended by international best practice. The Directorate General of Education has 10 departments and that of Administration and Finance has nine. It is not good organisational practice to overstretch staff in key posts, even if the organisation provides a great deal of delegated autonomy. One might argue that the presence of deputy directors general enables the spread of organisational supervision, but this is not clear-cut in the case of MoEYS. However, there is no mandate in Anukret 156 for the division of functions and supervision in either of these large directorates.

**It would be better to make a delegation of supervision by deputy directors general a definite part of the organisational structure**, either by dividing the directorates to reduce the span of control, or by setting up a clear sub-directorate structure (and responsibilities) that groups departments with similar functions together. There are a number of departments whose functions are not fully aligned with their directorate locations. Shifting these departments would make for a more effective organisational structure.

**At the sub-department level there are some functions which are not effectively aligned**. The provision of scholarships for primary, secondary, and tertiary students is currently located in three departments in two directorates. Senior management should consider bringing all three together in one department to make this function more effective. There is a Directorate of Policy and Planning, which has primary responsibility for planning functions; however, many departments maintain their own Planning Offices. This raises the question of how the Department of Planning ensures sufficient capacity and provision of planning functions in so many other departments in other directorates. Similar questions could be raised in terms of the Administrative Offices in departments across all directorates, and their relationship to the Department of Administration.

Capacity development

**When departmental senior staff were asked about the capacity needs of their staff to carry out the functions of their departments there was a range of expected answers in terms of the *technical* skills they need,** such as accounting, engineering, pedagogy etc. In addition to this, a large number reported on non-technical capacity needs, such as being able to write reports, conduct effective workshops, and draft instructions for sub-national and school levels. They also mentioned the need for language skills, such as English, in order to communicate with agencies supporting the work of the ministry, and to keep abreast of international developments in their fields. An organisation such as MoEYS, with over 100,000 staff, has a strong need for integrative skills, such verbal and written communication, training, and planning. This organisational integrative function is not mentioned in the Anukret, which defines functions for the ministry, as this is an internal function.

**Some basic functions of the school system will remain constant – there is always a need to teach numeracy and literacy and the elements of Khmer culture,** as well as the need to provide functions that enable a large organisation to survive and deliver services effectively and efficiently. However, as the Cambodian economy grows and matures new needs emerge and the ministry needs to develop new functions to support schools to meet those needs. The current COVID-19 crisis has provided a good example: with schools closed for an extended period, and the ministry developing new approaches to learning using the internet and other remote means, the service delivery departments in education need to both continue to provide materials and support to schools, teachers, and students, as part of their existing functions, but also to develop remote and e-learning materials, which is a new function. Currently, the Department of Information Technology has an office for developing e-learning, but it may be time to consider enlarging and developing this responsibility.

Proposed organisational changes

**Function and structure are closely connected in any large organisation: the structure of the organisation should embody the functions and allow for the most effective means of carrying out those functions.** Organisational change in the context of the Cambodian civil service is difficult in the sense that ministries are not autonomous in this regard. Ministers have the power to create, remove, or change offices within departments in their ministry by Prakas, but do not have this power in regard to organisational change above this level, for departments and directorates. We acknowledge that recommendations we make on structural change for MoEYS would need to go to the Council of Ministers and the Prime Minister for approval, and that the issuing of a new Anukret to authorise structural changes is a lengthy and difficult process. Preliminary discussions and presentations of the proposed structure with senior ministry management have understandably elicited a reluctance to proceed on such changes in the short term. Nonetheless, any serious functional review should include recommendations for structural change to enable more effective delivery of functions in the medium to longer term. We trust that even if no changes are made immediately, the recommended structural changes will provide a roadmap for change in the medium term. These proposals for structural reform are based only on organisational principles. They do not take into account the personal capacities of current office holders, as this was outside both the terms of reference and the resources available.

In considering the structure of MoEYS **we examined the structure of regional ministries of education** (see Annex 9 for organograms for these institutions) in the Association of Southeast Asian Nations (ASEAN) region, from Indonesia, Malaysia, Singapore, South Korea, and Thailand. The structure of MoEYS is very much comparable to the structures of large ministries of education in the region. The span of control reporting directly to the minister in MoEYS is slightly larger than for most of the regional ministries. The breadth of responsibilities is similar to, but a little broader than, that of other regional ministries.

**The restructuring proposals for the central directorates and departments are based on international organisational development principles**. Some of these principles are well observed in the current structure, but others are less well incorporated, and the structure of MoEYS would be improved by some realignment of directorates, departments, and offices, while keeping to much the same set of overall functions. For the main structure of the central ministry there are two broad options: to reduce the number of directorates to five and to introduce a sub-directorate structure to manage the span of control at the top of the organisation; or to increase the number of directorates and reduce their spans of control. This would result in nine directorates and a large span of control for the minister, unless there could be a division under two secretaries of state. For this exercise we have preferred the former approach. For the details of the changes we recommend, and the organogram embodying these, see Section 8.

Job descriptions

Our terms of references included the following clause:

“*Collaborate with contracted institution to revise standard job descriptions for MoEYS’ implementing, supporting and monitoring and evaluation agencies/institutions, as well as for senior/middle managers in MoEYS*.”

**The inception report proposed that the FRTWG would take the lead in this process**. Due to COVID-19 constraints on in-person meetings and international travel it has been difficult to collaborate with the full FRTWG. In the final training we took the Department of Personnel core team through a job description tool that uses generic job descriptions, to enable them to further revise the managerial job descriptions.

**There are six generic positions at the top of the Cambodian civil service, equivalent to director general, deputy director general, director, deputy director, office head, and deputy office head.** These management responsibilities and competency profiles have been set out corresponding to three levels (senior, middle, and junior management levels); Annex 6 describes managerial responsibilities at each level, and key activities expected to be discharged by those responsibilities. The competency profile in Annex 7 covers five managerial areas appropriate to central ministry responsibilities for each level of management:

1. policy and planning;
2. implementation;
3. monitoring and evaluation;
4. performance management; and
5. relationship management.

**It is intended that the Department of Personnel use these generic responsibilities and activities selectively when developing or adjusting job descriptions** for the relevant positions, adapting them as necessary for specific requirements and adding such technical responsibilities and activities as are needed to flesh out particular job descriptions in the relevant directorate, department, or office.

A further of use the job description tool is in capacity development. If existing managers are considered to lack capacity then the tool can be used as a diagnostic aid to set out areas of knowledge and skills needed to strengthen their capacity to manage, and then generic training can be sourced to provide these knowledge and schools – or specifically tailored courses might be provided. As part of succession planning or preparing earmarked staff to prepare for promotion, courses addressing managerial knowledge and skills at various levels can be identified, and staff can be sponsored to attend.

Recommendations

This review has been wide-ranging and has involved all staff in managerial roles, from directors general to deputy office heads. The terms of reference for the Steering Committee and the Technical Working Group provide for a continued role over the next six months. Some of our recommendations can be effected immediately or in the short term, others we envisage as being longer-term, because of their complexity or because they depend on prior changes.

Immediate or short-term

* **Review generic job descriptions**: This is an immediate next step and will be part of the final core team training. The training will include background and practice on revising actual job descriptions in line with generic management-related job descriptions.
* **Review departmental summaries**: Each department, in conjunction with the relevant director general or deputy director general should review their own two-page summaries (in Annex 8) to identify clearly all functions and their associated competencies, and to incorporate any subsequent capacity needs in their Annual Operational Plan. They could use the market scoping report to identify likely training opportunities, and, in conjunction with other departments, meet those capacity needs. A database of shortlisted providers is attached separately to this report.
* **Evaluate resources against priorities**: The Department of Monitoring and Evaluation could usefully evaluate whether physical and human resources are sufficiently available for these departments to prioritise these reforms and to monitor annual reporting on their efforts and achievements for the annual congress report.
* **Management capacity needs**: We recognise managerial capacity as a potential difficulty which must be addressed. Our suggestion would be to use the diagnostic tool in Annex 7 to examine competency needs and use the information to identify suitable mentoring and training to develop the desired level of competency in the individuals. These measures can then be incorporated into Annual Operational Plan and funded from the Capacity Development Partnership Fund (CDPF).

Medium- or longer-term changes recommended

* **Considering other functional reviews**: This review has covered the 35 central departments only. Using the trained team, management should consider conducting other reviews on a medium-term planned basis. Targets could include national institutes, sub-national offices, higher education institutions, and training institutions.
* **Setting up a management training programme for MoEYS**: Various options for such a management training approach are canvassed in Section 8.3. It is recommended that a small working group be set up, under the Directorate General of Policy and Planning, to investigate and report on the best option for this.
* **Small steps to implement change**: We present in the revised structure an ideal future state of the central ministry, to improve efficiency and provide for the attainment of key reform priorities. We recognise that most of the recommended changes to the structure would require endorsement from the Ministry of Civil Service and the Council of Ministers. Senior management could consider seeking approval for a final structural format for the central ministry, but with permission to implement the changes a little at a time: for example, restructuring the directorates one at a time.

Table of contents

[Executive summary i](#_Toc57986049)

[List of tables, figures, and boxes xii](#_Toc57986050)

[List of abbreviations xiii](#_Toc57986051)

[1 Introduction 1](#_Toc57986052)

[1.1 Functional review background 1](#_Toc57986053)

[1.2 Overview of the functional analysis report 3](#_Toc57986054)

[2 Methodology of the functional analysis 5](#_Toc57986055)

[2.1 Functional analysis methodology 5](#_Toc57986056)

[2.2 Functional analysis process 6](#_Toc57986057)

[3 MoEYS priorities 8](#_Toc57986058)

[3.1 The minister’s reform pillars 8](#_Toc57986059)

[3.2 Education management reforms 9](#_Toc57986060)

[3.3 Other ESP reforms 10](#_Toc57986061)

[3.4 Coordinating functional priorities 10](#_Toc57986062)

[4 Main functions of MoEYS 13](#_Toc57986063)

[4.1 Ministry-mandated functions and their consequences 13](#_Toc57986064)

[4.3 Summary structure and functions of departments 16](#_Toc57986065)

[5 Analysis of functions 17](#_Toc57986066)

[5.1 Parallel functions 18](#_Toc57986067)

[5.2 Duplicated functions 19](#_Toc57986068)

[5.3 Departments and functions that could be relocated 21](#_Toc57986069)

[5.4 Emerging functions 22](#_Toc57986070)

[6 Capacity to undertake functions 23](#_Toc57986071)

[6.1 Supervisor views on staff capacity 23](#_Toc57986072)

[6.2 Specific capacity needs 25](#_Toc57986073)

[7 Gender 27](#_Toc57986074)

[7.1 Gender and staffing 27](#_Toc57986075)

[7.2 Gender equity 30](#_Toc57986076)

[7.3 Gender and assessments of capacity 31](#_Toc57986077)

[8 Revised organisation 35](#_Toc57986078)

[8.1 Proposed structural changes 35](#_Toc57986079)

[8.2 International comparisons 37](#_Toc57986080)

[8.3 Recommended changes to structure 38](#_Toc57986081)

[8.4 Organograms 40](#_Toc57986082)

[8.5 Functional matrix 41](#_Toc57986083)

[9 Management job descriptions 46](#_Toc57986084)

[9.1 Terms of reference 46](#_Toc57986085)

[9.2 Developing generic job description profiles 46](#_Toc57986086)

[9.3 Linking management functions to job descriptions 47](#_Toc57986087)

[9.4 Management competencies and training 48](#_Toc57986088)

[10 Next steps 53](#_Toc57986089)

[10.1 Immediate or short-term recommendations 53](#_Toc57986090)

[10.2 Medium-term or longer-term changes recommended 54](#_Toc57986091)

List of tables, figures, and boxes

[Table 1: Minister’s reform pillars 8](#_Toc57985894)

[Table 2: Education management reforms 9](#_Toc57985895)

[Table 3: Other ESP reforms 10](#_Toc57985896)

[Table 4: Consolidated functional priorities 11](#_Toc57985897)

[Table 5: Ministry functions as defined in Anukret 156 14](#_Toc57985898)

[Table 6: Staffing by directorate 2019 27](#_Toc57985899)

[Table 7: Staffing by gender 2019 28](#_Toc57985900)

[Table 8: Promotion positions by gender 29](#_Toc57985901)

[Table 9: Staff perceived as having insufficient capacity by their directors 32](#_Toc57985902)

[Table 10: Staff perceived as having insufficient capacity by their office heads 33](#_Toc57985903)

[Table 11: Management competency profiles across Cambodian civil service management levels 50](#_Toc57985904)

[Figure 1: Major stages of a functional review (from Council for Administrative Reform, 2012) 5](#_Toc57985905)

[Figure 2: Overview of the functional review process 7](#_Toc57985906)

[Figure 3: Directorate respondents assess performance of functions as going ‘very well’ 15](#_Toc57985907)

[Figure 4: Percentage of respondents agreeing that other departments have the same or similar functions 17](#_Toc57985908)

[Figure 5: Departments perceived to have the same or similar functions to others 18](#_Toc57985909)

[Figure 6: Percentage of respondents who meet with other departments that have similar functions 19](#_Toc57985910)

[Figure 7: Percentage of staff with sufficient capacity for their functions 23](#_Toc57985911)

[Figure 8: Number of staff with insufficient capacity 24](#_Toc57985912)

[Figure 9: Current mandated ministry structure 42](#_Toc57985913)

[Figure 10: Proposed ministry structure 43](#_Toc57985914)

[Figure 11: Senior management response to proposed changes 44](#_Toc57985915)

[Box 1: Cambodian classification of ministry functions 13](#_Toc57985916)

List of abbreviations

ASEAN Association of Southeast Asian Nations

CDPF Capacity Development Partnership Fund

EMIS Education management information system

ESP Education Strategic Plan

FRTWG Functional Review Technical Working Group

GPI Gender parity index

ICT Information and communication technology

MoEYS Ministry of Education, Youth and Sports

OPM Oxford Policy Management

STEM Science, technology, engineering, and mathematics

UNICEF United Nations Children's Fund

# Introduction

MoEYS is a very large and diverse organisation of over 100,000 staff. The central ministry has a staff of over 3,000, with approximately half of these officers located in the central seven directorates and 35 departments which are the focus of this functional review. The scope of the ministry is very broad as it deals with school education, but also higher education and science research, physical education and sport, and youth affairs. UNICEF has sponsored a functional review, contracted to Oxford Policy Management (OPM), to provider senior management with ‘*a comprehensive functional review of sufficient depth and quality to guide the prioritization of the public administration reform processes in the education sector with the view to improving education service delivery*’ (Annex 9, Terms of reference, Section A.2).

This report on the functional analysis of MoEYS is the second of a set of three reports on the functional review of MoEYS. This report provides an analysis of the functions of the MoEYS and its various directorates and departments, which aims to support the identification – and then the delivery of – improvements in the allocation of both functions and capacity across departments and units in the central MoEYS.

The first report, the functional mapping report, provided a descriptive overview of the major functions. The final brief report will be on the development of the capacity of MoEYS, and, in particular, the core team from the Department of Personnel, through training for, and implementation of, the functional review. A report from a related study for UNICEF and MoEYS, entitled ‘Market scoping assessment of national and regional capacity development service providers for education sector professionals in Cambodia: Demand side aspects’, analyses capacity aspects arising from some of the departmental interviews conducted for this review, and should be read in conjunction with the functional mapping and functional analysis reports. These other reports are referred to throughout this report.

## Functional review background

**This section provides an overview of the functional review undertaken for MoEYS in Cambodia.** It first sets out the overall context and background for the functional review. It then sets out the methodology and process followed for the functional review. Finally, it presents an overview of the functional analysis report, exploring the elements of the functional review covered in this report.

The overall objective of the assignment is to deliver a comprehensive functional review of sufficient depth and quality to guide the prioritisation of the public administration reform processes in the education sector, with the view to improving education service delivery. More specifically, the assignment process and outputs should assist the senior management of MoEYS to:

* identify what key functions are performed by whom in the educational administration at national level, and how they match the ministry’s mandate as stated in its goals and objectives;
* assess the capacity and behaviour of organisational entities within MoEYS at the national level in regard to delivering on key roles and responsibilities;
* locate where the educational administration faces challenges in fulfilling its mandates in effective and efficient ways;
* better understand the reasons for some of the identified performance challenges;
* better understand the extent to which gender equity and equality is mainstreamed in the operations of the different organisational entities;
* rationalise functional responsibilities within MoEYS’s organisational structures;
* find solutions to improve organisational performance;
* identify realistic and actionable opportunities to improve service delivery in education; and
* provide indicative ideas/recommendations for revision of standard job descriptions for MoEYS’s implementing, supporting, and monitoring and evaluation agencies/institutions, as well as for senior/middle managers in MoEYS.

MoEYS, like all organisations, has a regular need to invest in upgrading its capacities, in order to deliver high-quality education services to Cambodia’s population, which has high expectations and aspirations in relation to education. The ambitions for the education sector, set out in the ESP 2019–2023, implies a need for some upgrading of capacity. This is also reflected in the MoEYS Human Resource Policy and Human Resource Policy Action Plan. The Rectangular Strategy Phase IV of the Royal Government of Cambodia also implies a need for progress in governance reforms and improvements to the quality and effectiveness of public services, as well as the need to transform Cambodia into a skills-driven economy. The strategy aims to develop Cambodia’s human capital and to aid the country’s transformation to an upper middle-income country by 2030.

According to the terms of reference, the functional review of education in Cambodia was proposed to strengthen capacity to meet current and future education demands and to respond to future economic competition in the region. As such, MoEYS identified the functional review as a priority to improve the functioning and effectiveness of education sector service delivery (‘Terms of reference of the technical review of the Cambodia Ministry of Education, Youth and Sport’, 2019).

Since 2011, the CDPF has been the major vehicle for channelling financial and technical support to develop capacity in MoEYS. An outcome evaluation of the CDPF concluded that the CDPF has led to verifiable, significant outcomes at the individual (following a large number of individuals exposed to capacity development) and institutional level, but less so at the organisational level. The evaluation also found limited evidence for the sustainability of interventions, and recommended a more comprehensive approach to capacity development, including a functional review and close attention to local level needs. MoEYS therefore identified this functional review as an important priority underpinning capacity development.

For MoEYS, the purpose of the functional review is primarily to contribute to ongoing improvement in management, and effectiveness in discharging its legislative functions, and to improve the implementation of key reforms. This is part of an ongoing improvement initiative. In particular, the functional review supports the identification, and then delivery, of improvements in the allocation of both functions and capacity across departments and units in the central MoEYS. These improvements will support the achievement of the objectives as set out in the ESP. The functional review will help in the identification of functions whose fulfilment requires that further capacity be developed. In turn, this will inform a capacity development plan that is being developed under a separate project that could guide future capacity development investments by MoEYS.

Crucially, the core team, under the supervision of the FRTWG, and supported by the OPM team, has conducted the review and reported to the Functional Review Steering Committee. During this functional review, it was considered important to ensure that MoEYS policymakers were clearly driving the process, and that the capacity for further functional reviews and reflection on capacity development was built. Therefore, the decision to involve Department of Personnel staff in the core team was taken to ensure MoEYS’s ownership, and to develop capacity within the Department of Personnel to conduct further reviews: for example, in the national institutes, universities, or sub-national offices of the ministry at provincial or district level.

The FRTWG reported to the Functional Review Steering Committee, which provided overall support, strategic guidance, and oversight of the progress of the functional review. Moreover, the terms of reference for the Steering Committee state that it will continue for a further six months after the external support team have concluded their work, to oversee implementation of the recommendations.

## Overview of the functional analysis report

While the functional mapping exercise detected strengths and weaknesses in the current functional setup of the education administration, the functional analysis includes:

* a functional analysis of the causes of some of the identified performance challenges;
* a high-level strategic review with
  + a detailed assessment of all major structures
  + a cross-cutting observation of the organisation culture and ways of working,
  + (including an examination of existing capacity constraints at the individual, organisational and institutional levels);
* a costed medium-term implementation plan to address the recommendations made above; and
* indicators that MoEYS can track on a regular basis to ensure it is addressing the identified performance challenges.

**The functional analysis report examines the respondents’ perceptions of their functions and outputs**, as set out in Form 1 (see Annex 2), and contrasts these with the functions formally defined in Anukret 156. In addition, it examines, in more detail, possible overlaps in functions, and it also examines the organisational structure that supports the functions of the ministry. This analysis includes a proposed restructuring of the central ministry, with an organogram and a set of departmental summaries.[[4]](#footnote-5) The organogram shows a recommended organisational structure of MoEYS, and the allocation of functions between its constituent units. The intention is to propose a structure (or, if necessary, adjustment of the existing structure) that respects the well-established principles of organisational design, notably:

* every unit should have a clear objective or objectives, clearly linked to MoEYS’s overall purpose;
* every unit should have a distinctive function, or set of related functions, which are not duplicated elsewhere;
* unit managers should not be tasked with an excessive span of control; and
* there should be a reasonable balance between the size and responsibilities of different units.

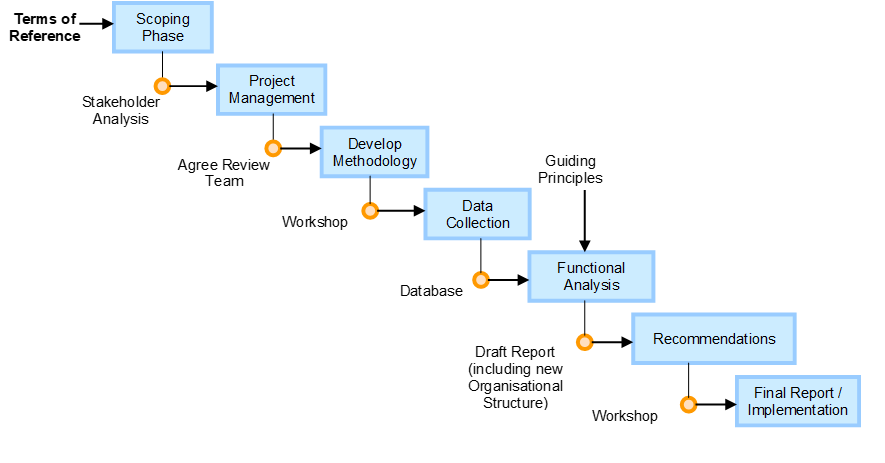
**We understand that all proposals and recommendations set out in this report are advisory only**. We have based them firmly on internationally accepted principles of organisational development. However, we also acknowledge that, in practical terms the management of changes such as these is subject to a number of constraints, reflecting the personalities and capacities of current managers, the limits imposed by Cambodian civil service rules and practices, and the legal ability of senior ministry managers to authorise some changes. We believe that the changes we propose will be useful over the medium term in charting a course towards a more effective ministry that is able to implement needed reforms as necessary.

# Methodology of the functional analysis

## Functional analysis methodology

**Both international and Cambodian experience in functional reviews in education and other ministries have informed the approach to the functional review**. Functional reviews are typically conducted at three levels: institutional, organisational, and individual. This review covers the organisational level. The key documents in Cambodia (Anukret 156, ESPs, Education Congress reports, a functional review in 2014, and a staff situational analysis in 2015) offer key insights into how MoEYS sees its own functions and capacity.[[5]](#footnote-6)

**In 2012, the Council for Administrative Reform set out guidance for functional reviews in Cambodia,[[6]](#footnote-7)** and this has formed the basis of our approach to the MoEYS functional review. The guidance provides for a multi-stage process (see Figure 1); we have modified this slightly by splitting the main report into a functional mapping report and a functional analysis report.

Figure 1: Major stages of a functional review (from Council for Administrative Reform, 2012)

Functional review is a technique that allows public sector organisations to analyse the activities they perform, group these into clearly defined functions, and bring these functions together in a way that facilitates efficient and effective delivery. **There are many types of functional review, but the present functional review is vertical**. Vertical functional reviews provide a review of one institution’s functions, or of the functions carried out by a number of institutions operating in one sector. The focus of a vertical review is to assess whether the institution is performing the functions required to meet its objectives without duplication or gaps.

The key questions we seek to answer in the functional review, as set out in our inception report, are:

1. What are the main intended functions of MoEYS?
2. What are the main actual functions not mandated?
3. Are there overlapping or neglected functions? If so, how should they be resolved?
4. How can these functions be classified? (Policy, coordination, performance monitoring, regulation/standard-setting, support to government, public service delivery.)
5. Are all of these functions needed?
6. Is the ministry organised best to fulfil its functions?
7. Is there adequate individual, institutional, and organisational capacity to fulfil these functions?

## Functional analysis process

**The functional review process, developed to answer the review questions, entails** **functional mapping, analysis, and capacity development**. This review incorporates both functional analysis and process improvement. Functional analysis begins with mapping, which was the topic of the previous report. Mapping describes the current functions and locates them in the structure of the ministry. The functional analysis of MoEYS (reported on here) then compares these functions across the structure, and with the legally established functions set out in the sub-decree defining MoEYS. This indicates overlaps, duplications, and gaps. The final step in the analysis is to set out recommendations for changes in the structure, based on the analysis, that will produce a better process in regard to fulfilling the functions of the ministry.

The process that this functional review has followed/will follow, after the inception period, has four stages (see Figure 2). These are as follows:

1. **Training** – both formal and on-the-job; initially in data identification and collection. The core team and others nominated for training were trained in the whole process of functional reviewing, both conceptual and practical. The OPM team worked closely with the core team from the Department of Personnel and selected members of the FRTWG. There were several rounds of formal training linked to the phases of the review (mapping, analysis, and capacity development) and staff were paired with members of the OPM team to observe and then conduct interviews themselves.

2. **Functional mapping**: A set of specific tools was developed with the FRTWG to conduct the mapping that reflect the key questions to be answered in the review. The mapping produced a descriptive document mapping functions by the seven directorates, and 35 departments, and 185 sub-units within them, all at national level.

3. **Functional analysis**: This establishes what MoEYS is required to do to fulfil its mandate – what are its functions and sub-functions, and how these can be most efficiently arranged in its organisational structure. These were checked against the existing structure of the ministry to draw conclusions and develop recommendations for change to either functions or structure, or both.

4. **Capacity development**: There are two parts to this. Within this study, a brief report will look at capacity developed in the ministry through the functional review training. Separately, this phase will examine the required investments in capacity development that emerge from the functional analysis, and will link to the market scoping study, which is being conducted separately.

Figure 2: Overview of the functional review process



# MoEYS priorities

**In chairing a recent Functional Review Steering Committee meeting, on 3 November 2020), HE the Minister of Education, Youth and Sport set out three challenges facing the ministry:** policy coordination; functional breadth; and capacity needs. The minister said the ministry was doing well in policy coordination: the strategic plan, Annual Operational Plans, and the annual congress work well to coordinate policy development and implementation. Functional breadth, arising from the wide scope of the ministry, is difficult to coordinate because of the diversity arising from responsibility for school education, higher education, youth affairs, and sport. Many Cambodian ministries have a much narrower scope, as do regional ministries of education. The minister stated that many key decisions are forced up to higher levels of management because of a lack of managerial capacity at lower levels. The ministry needs to develop a human resources policy, informed by this review, to deal with this.

**The priorities of MoEYS link closely to a consideration of functional effectiveness in the central departments**: that is, the actual and legal functions of the ministry and departments ought to support and prioritise those agreed reforms. There are three separate and overlapping sets of priorities: the minister’s reform pillars; education management reforms; and a further set of reforms embedded in the current ESP. We assigned departments to these reform priorities based on their mandated and self-assessed functions.

## The minister’s reform pillars

**The minister’s five priorities for reform** **(see Table 1) involve at least 13 departments** (about one-third of all departments), whose functions directly support these reforms. These departments are located in five of the seven directorates. Thus, achievement of these priority reforms depends on a majority of the directorates and a substantial minority of departments actively performing those functions that bear directly on the priority reforms.

Table 1: Minister’s reform pillars

|  |  |  |
| --- | --- | --- |
| Pillar | Reform | Departments |
| Pillar 1 | Implementation of Teacher Policy Action Plan | Departments of Teacher Training, Policy, Personnel |
| Pillar 2 | Review curricula and textbooks and improve learning environments | Departments of Curriculum, Early Childhood Education, Primary Education, General Secondary Education |
| Pillar 3 | Enforcement of inspection | Department of Quality Assurance, Inspectorate of Administration and Finance |
| Pillar 4 | Improve learning evaluations to attain national, regional, and international levels | Departments of Monitoring and Evaluation, Examination Affairs, Quality Assurance |
| Pillar 5 | Higher education reform | Department of Higher Education |

**For some of the departments, the reform priorities are close to their central function**: ‘Enforcement of inspection’, for example, relates to the major reason for the existence of the Department of Education Quality Assurance and the Inspectorate of Administration and Finance; their mandated and self-assessed functions largely relate directly to inspection/monitoring. Similarly, regular and systematic review of curricula and textbooks is a primary function of the Department of Curriculum. This reform must ensure that the medium-term planning of the department prioritises the curriculum areas currently in need of attention, such as science, technology, engineering and mathematics (STEM) subjects.

**However, for other departments, the priority reform is much less central:** for example, the Department of Teacher Training is the primary unit for implementing the Teacher Policy Action Plan, but this is only one of a range of significant functions for which this department is responsible. These include managing all of the teacher training institutions, reviewing the curricula for teacher training, and taking an active role in both pre- and in-service training of teachers across the full range of schooling from early childhood to senior secondary.

## Education management reforms

**This set of priority reforms**, with the exception of the learning management and policy reforms, **focus mainly on the operational aspects of MoEYS as an organisation**, rather than functions related to its service delivery (see Table 2). They involve 15 departments, spread across four directorates. Administration, finance, and human resource management reforms primarily concern the functions of departments in the Directorate of Administration and Finance, although the consequences of these reforms may be expected to affect all central departments in terms of their regular operations. Improving the EMIS will directly affect the functions of the Department of EMIS, and will flow on to service delivery departments, mostly in the Directorate of Education. Learning management reforms, on the other hand, will affect service delivery directly, though intermediated by service delivery and support departments in the Directorate of Education.

Table 2: Education management reforms

|  |  |  |
| --- | --- | --- |
| # | Reform | Departments |
| 1 | Learning management reform | Departments of Teacher Training, Curriculum, Early Childhood Education, Primary Education, General Secondary Education and Quality Assurance, ICT |
| 2 | Administration management reform | Department of Administration and Administration Offices |
| 3 | Financial management reform | Departments of Finance, and Internal Audit, and Inspectorate of Administration and Finance |
| 4 | Human resource management reform | Department of Personnel |
| 5 | Policy and planning | Departments of Policy, Planning |
| 6 | Improve the EMIS | Department of EMIS (plus departments which maintain their own databases, such as PED, GSED, Personnel etc.)] |

**Most of these reforms sit squarely with the current functions of the departments directly related to the reform:** that is, they need no changes in the legal or self-assessed functions of the respective departments. Thus, for example, finance management reform directly relates to the functions of the Finance Department; and the Department of Internal Audit and the Inspectorate of Administration and Finance should be aware of and monitor compliance with any changes in accounting and financial procedures affected by those reforms. While the content of financial management within the ministry may change, the functions of these departments remain unchanged by the reforms. The learning management reform may be an exception, highlighted by the current COVID-19 situation and the consequent closure of schools and introduction of distance and e-learning. New methods of learning management based on these modes come within the remit of all the departments listed: that is training, supervising, and coordinating teachers all fall within the current functions of these departments. However, the Department of ICT does not have a function related to this in its Anukret-mandated functions, although it does have an Office of e-Education Development.

## Other ESP reforms

**The current ESP contains a further set of reform priorities**; these involve six departments in just three directorates (see Table 3): one, on teacher training, corresponds to priorities in both the minister’s reforms and management reforms; another, on promoting digital education, relates to the structure of the Department of ICT, but not to its functions as set out in the Anukret. Promoting digital education involves both developing digital teaching materials, enabling schools to access those materials either through the internet or through distribution of software to run on standalone hardware, and training teachers and school staff in the use of the materials. These functions may be viewed as school support functions and more appropriately located in the Directorate of Education rather than the Department of ICT. The existing Office of e-Learning might either be transferred to the existing Department of Curriculum, or form the nucleus of a new department.

**The remaining four reforms are already existing functions of the various departments** referred to in Table 3. The main question, as with the other reform priorities, is whether the departments are adequately addressing the priorities. When a reform priority matches a departmental function then one would expect that it will be reflected in the structure of the department, in the capacities of the staff assigned to that function, and in the resources allocated to the function.

Table 3: Other ESP reforms

|  |  |  |
| --- | --- | --- |
| # | Reform | Departments |
| 1 | Teacher training reform at teacher education institutions | Department of Teacher Training |
| 2 | Youth development reform in schools | Department of Youth |
| 3 | Physical education and sports development reform in schools | Department of Physical Education and Sport Students |
| 4 | Promotion of digital education | Department of ICT |
| 5 | Gender mainstreaming | Department of Personnel |
| 6 | Decentralisation and de-concentration reform | Department of Legislation |

## Coordinating functional priorities

**Bringing all of these reform priorities together provides a view of the major functions and areas where the ministry should be concentrating in the medium term**. Some departments have multiple priority responsibilities, while others have one, and a sizeable minority of departments do not appear to have any priority functions (see Table 4). Roughly a third of the central departments fall into each of these categories.

**The Departments of Teacher Training and of Personnel have functions that support priorities in all three lists:** this suggests that they are very important in achieving the ministry’s reform priorities. Interviews with senior staff from these departments suggest that they feel staff lack capacity for their stated functions – nearly half (48%) in the Department of Teacher Training, and about a quarter (23%) in the Department of Personnel. The senior staff were divided when asked about sufficient numbers of staff to carry out their functions, with more than half (56%) in the Department of Personnel of the view that they are understaffed and slightly less than half (44%) in the Department Teacher Training sharing this view.

Table 4: Consolidated functional priorities

|  |  |  |  |
| --- | --- | --- | --- |
| Department | Minister | Management | ESP |
| Department of Teacher Training | ✔ | ✔ | ✔ |
| Department of Personnel | ✔ | ✔ | ✔ |
| Department of Curriculum Development | ✔ | ✔ |  |
| Department of Early Childhood Education | ✔ | ✔ |  |
| Department of Educational Quality Assurance | ✔ | ✔ |  |
| Department of Policy | ✔ | ✔ |  |
| Department of Primary Education | ✔ | ✔ |  |
| Department of Secondary Education | ✔ | ✔ |  |
| Inspectorate of Administration and Finance | ✔ | ✔ |  |
| Department of Information and Computer Technology |  | ✔ | ✔ |
| Department of Examination Affairs | ✔ |  |  |
| Department of Higher Education | ✔ |  |  |
| Department of Monitoring and Evaluation | ✔ |  |  |
| Department of Administration |  | ✔ |  |
| Department of EMIS |  | ✔ |  |
| Department of Finance |  | ✔ |  |
| Department of Internal Audit |  | ✔ |  |
| Department of Planning |  | ✔ |  |
| Department of Legislation |  |  | ✔ |
| Department of Physical Education and Sport Students |  |  | ✔ |
| Department of Youth |  |  | ✔ |
| Department of Construction |  |  |  |
| Department of Cultural Relations and Scholarship |  |  |  |
| Department of Health Education |  |  |  |
| Department of Information and Asian Affairs |  |  |  |
| Department of Material and State Property |  |  |  |
| Department of Non-Formal Education |  |  |  |
| Department of Physical Education and Sport |  |  |  |
| Department of Vocational Orientation |  |  |  |
| Department of Science Research |  |  |  |
| Department of Scouting |  |  |  |
| Department of Special Education |  |  |  |
| Institution of Printing and Distribution |  |  |  |
| Procurement Unit |  |  |  |

A further eight departments (nearly a quarter of the total) are functionally associated with two priorities across the three lists (see Table 4). Four of these were in the Directorate of Education, two were in the Directorate of Administration and Finance, and one each were in the Directorate of Policy and Planning and the Inspectorate General. About one-third of the departments (11) linked their functions to a single reform priority, and 13 departments appeared to have no close linkage between their functions and high priority reforms.

It would be useful if the Department of Monitoring and Evaluation could evaluate whether physical and human resources are sufficiently available for these departments to prioritise these reforms, and monitor annual reporting on their efforts and achievements for the annual congress report.

# Main functions of MoEYS

**Anukret 156 prescribes the legally mandated functions of MoEYS and each central department**. However, it does not follow that each department performs all of its mandated functions and only its mandated functions. The team used several methods to review the actual functions performed. We asked directors and deputy directors, during group interviews, about the actual functions their departments carry out, and collected the answers using Form 1 (see Annex 2). We then assessed several pertinent documents to identify implicit functions from descriptions of strategies and activities for departments. These included the Annual Education Congress Report for 2019, the current ESP 2019–2023, and the Capacity Development Master Plan 2014–2018. The functions identified from all five sources are set out in parallel for each department in Annex 5. In this subsection we present the key findings that emerge from the functional mapping of MoEYS. This subsection is organised by thematic area and covers the following: the impact of the function in respondents’ own units; self-assessed functional performance; overlapping functions; less supported functions; and capacity to undertake functions.

## Ministry-mandated functions and their consequences

**Before delving into the key findings regarding the impact function in the respondents’ units, it is worth exploring the definitions being used for the ministry functions**. First, we start by setting out these definitions and the sources used to justify their use. We then present the main findings by each type of function area.

MoEYS has a large set of functions, defined in Anukret 156. If the whole ministry is to support these functions then it follows that the directorates and departments should collectively cover these functions. No single directorate or department should be responsible for all functions, though some ministry functions may be shared over a number of departments. **The relationship between MoEYS functions and the work of directorates and individual departments was investigated using a series of questions about the extent of the unit’s work on each of the ministry functions, using Form 2 (see Appendix 3), which was filled in by 315 individuals.**

Box 1: Cambodian classification of ministry functions

|  |
| --- |
| **Policy functions**, such as strategic planning, legal drafting, and development of performance contracts, minimum standards, norms, policy analysis and evaluation, and forecasting.  **Coordination functions**, such as coordinating relationships between different bodies of the central ministry, and coordinating policy setting and implementation.  **Performance monitoring functions**, such as monitoring the performance of central and subsidiary bodies, and facilitating and enabling central and subsidiary bodies to reach their performance targets.  **Regulation/standard-setting functions**, such as licensing, certification, permissions, accreditation, inspection, compliance, and financial audit.  **Support to government functions**, such as financial management, human resource management, information systems, infrastructure, staff training, efficiency review and management audit, and secretarial services.  **Public service delivery functions**, such as the provision of products or services to internal or external customers. Service delivery is normally performed by subordinate or supervised bodies. |

The functions of a government ministry can be classified in various ways. One accepted international classification defines functions as falling into five or six broad categories,[[7]](#footnote-8) and this is used in the Cambodian government Functional Review Methodology guide.[[8]](#footnote-9) **Our review used the latter and classified the MoEYS functions into six categories (see Box 1).**

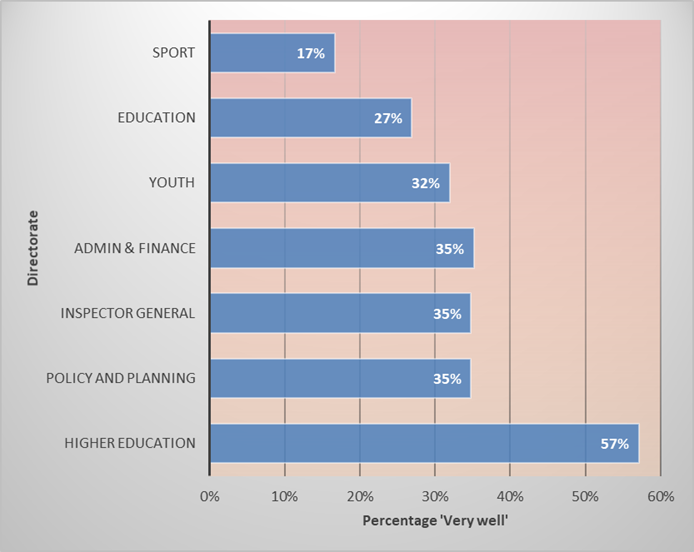
MoEYS functions span all of the classifications, with support to government and service delivery as the most common categories (see Table 5). The functions were presented to the interviewees as an undifferentiated list in the order they are found in the Anukret. During analysis, they were grouped according to the recognised classification of functions.

Table 5: Ministry functions as defined in Anukret 156

|  |
| --- |
| **Policy functions**   * To determine policies to ensure sustainable human resource development. * To establish legislation for development of the sector. * To review and provide comments on policies, laws, and regulations related to the education, youth, and sport sector.   **Coordination functions**   * To promote life-long learning for all by ensuring equity and inclusion. * Performance monitoring functions. * To develop [an] implementation plan, [and] to monitor and to evaluate policies in order to develop human resources, as well as to develop plans and continuous improvement measures for all skills.   **Regulation/standard-setting functions**   * To review requests on establishment, opening, closing, merging, new skills, separation, [and] transformation of private higher educational institutions. * To review approval, denial, and revocation of certificates or diplomas, and to assess levels of certificates or diplomas issued by both local and foreign academic institutions.   **Support to government functions**   * To develop human resources on entrepreneurship and regional technical education. * To promote research and information technology in order to develop the education, youth, and sport sector. * To manage, monitor, [and] evaluate [the] learning process, writing, publication, imports the study books and documents related to teaching and learning at all school levels, and disciplinary actions. * To produce and monitor [the] dissemination of education information, [and] all forms of education advertisement related to the education, youth, and sport sector; * To manage personnel, finance, and state assets under the jurisdiction of the Ministry of Education, Youth and Sport.   **Public service delivery functions**   * To enhance the quality of education, youth, and sport, responding [to] each stage of national and international socio-economic development in order to build capacity in knowledge, know-how, morale, and harmony. * To provide vocational and life skill orientation, and vocational training at all educational levels. * To develop work related to youths, physical education and sport, defining measures of management, education, training and technical training. * To promote knowledge on national and international cultures. |

There are 16 major MoEYS functions set out in Anukret 156, and a number of these refer explicitly to the three main sectors of the ministry’s work: education, youth, and sport. We asked respondents to evaluate their unit’s work emphasis for all three sectors where these were mentioned explicitly in the Anukret, and this made a total of 32 separate functions. Respondents from the Directorate General of Administration and Finance, which has a support role across all sectors, considered that the work of their directorate, departments, and offices includes a major focus on 27 of the 32 functions (84%). This was the greatest spread across the functions of any directorate, with the Directorate General of Education the next most broadly-focused directorate, with 71% of the functions reported as playing a major role in their work. The other directorates were more narrowly focused, as might be expected, and the respondents from these all rated less than a third of the overall MoEYS functions as playing a major part in the work of their units.

Figure 3: Directorate respondents assess performance of functions as going ‘very well’



* 1. **Self-assessed functional performance**

As part of the discussions, interview participants went through the functions of their own unit – directorate or department. They were **asked to assess, as a group, how well they thought they were carrying out their functions, and to agree on a single assessment of these functions.** Directorate interviewees were also asked to assess their respective departments. We used a five-point scale from ‘very poorly’ to ‘very well’ to collect the responses (See Form 4 in Annex 6.4).

**Overall, the directorates and departments see themselves in a very positive light.** Of the 337 assessments made, only three rated performance as going ‘poorly’ or ‘very poorly’: one was in the Directorate General of Education and two were in the Inspectorate General. Nine out of 10 assessments suggested that the unit was doing either ‘well’ or ‘very well’. Overall, about a third of all responses suggested that the function was being carried out very well (see Figure 3).

**Respondents from the Directorate General of Sport were the least confident that they were carrying out their functions very well, with less than one in five responses marked in that way** (see Figure 3). On the other hand, a solid majority of responses from the Directorate General of Higher Education (57%) were marked as performing very well (see Figure 3). Respondents were also asked to reflect on the specific competencies their staff lack; this is discussed further in Section 6, and in the market scoping report.

## Summary structure and functions of departments

In response to a request from HE the Minister for Education, Youth and Sport, we developed a set of two-page summaries for each of the departments we interviewed (see Annex 8). The purpose of these summaries was to present a coordinated set of information on each department for both senior and middle managers to use in assessing needs, required competencies, and possible changes to the structure to improve effectiveness and efficiency.

Each summary includes the following information:

* Current structure and staffing – setting out the complete staffing of the department by office and gender.
* Functions – setting out the Anukret-mandated functions, those which the department defined during the group interview, and implied functions from the ESP, Education Congress reports, and the CDMP.
* Complementary and overlapping functions – a short commentary on apparent related functions in other departments.
* Implied competencies – setting out main the competencies needed by the staff in the department, arising from the functions (legal, actual, and implied) of the department.
* Proposed structure – setting out the structure and staffing of the department if all the proposals set out in Section 8 were to be accepted and implemented

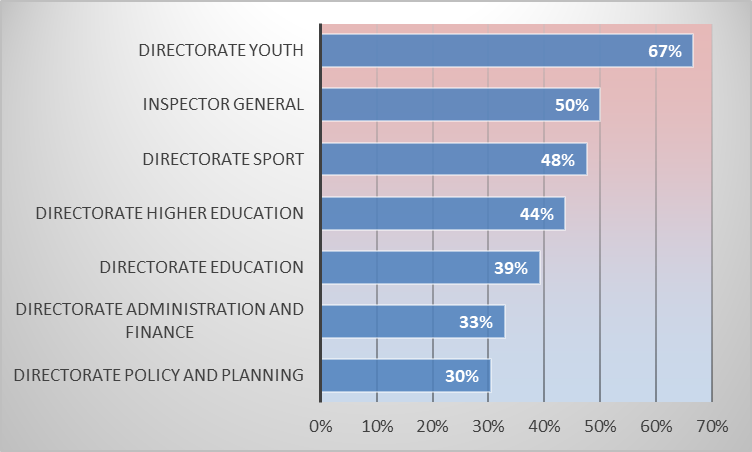
We envisage the major use of these summaries to be twofold:

* forming part of the information available to senior managers, such as directors general, to help them understand and manage the departments reporting to them, and to support them in planning for the capacity development of their staff; and
* to enable departmental directors and office heads to understand, plan for, and implement the competencies needed in the departmental staff in order for the departmental functions to be carried out.

# Analysis of functions

**One of the chief concerns behind a functional review is the knowledge or suspicion that there are overlapping or unnecessarily duplicated functions within a ministry**. These may lead to inefficiencies in processes and to the creation of unnecessary positions, or they may reflect functions common to many parts of the organisation, such as monitoring or planning. When respondents were asked to spell out functions that are the same or similar to those of other departments, it was clear that there were two categories of functions in the minds of the respondents. One set was parallel functions, consisting of such things as planning, budgeting, managing, and administering, that all departments do as part of the larger organisation. The other set of functions were those that respondents perceived to be the same as those of other departments.

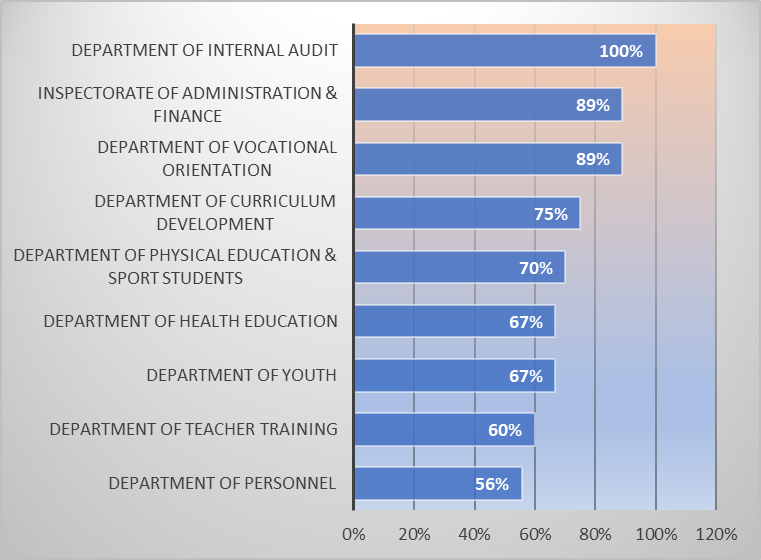
Figure 4: Percentage of respondents agreeing that other departments have the same or similar functions



Two in five of those who responded to the question whether other departments or parts of the ministry had the same or similar functions (see Q4 in Form 3, Annex 3) agreed that there are such overlaps, but this varied between directorates (see Figure 4). Officers in the Directorates General of Youth (67%), and of Sport (48%), and the Inspector General (50%) were more likely to agree that there are overlaps. Officers in the Directorates General of Policy and Planning (30%), Administration and Finance (33%), and Education (39%) were less likely to agree.

However, at the departmental level, a number of departments said that there are overlaps at a higher rate than the average for their directorate (see Figure 5). These included Internal Audit (100%), the Inspectorate of Administration and Finance (89%), and the departments of Vocational Orientation (89%), Curriculum Development (75%), Health Education and Youth (67%) and Teacher Training (60%).

Figure 5: Departments perceived to have the same or similar functions to others



## Parallel functions

Parallel functions are those that arise from common responsibilities across the central departments. They include functions such as planning, monitoring, and managing. While these functions are not often mentioned in documents as being legally mandated functions, they were often mentioned in interviews and they show up in the structural arrangements of offices in the central departments. In practice, one would expect that, for example, the Department of Planning would lead in the processes of planning, and would support and coordinate the individual departments in their processes of developing annual and other plans. Similarly, the Department of Finance could be expected to take major responsibilities for budgeting and spending, but also to have supportive and coordinating roles in the distributed spending allocated to departments.

These functions are not of much concern in terms of efficiency, if the departments that should lead the processes and support the parallel efforts of the other departments are able to coordinate effectively. However, it is not entirely clear that this is always the case. The respondents gave varied answers when asked a follow-up question on whether they ever meet with other departments having similar functions, and how often do they do this (see Figure 6). Overall, about two-thirds of those who perceived other departments as having the same or similar functions meet or coordinate with the other departments concerned. However, they may do this only in the context of other meetings, or infrequently.

There are a couple of areas where it appears that the parallel functions are built into the structure of the departments. Each of the 10 departments in the Directorate General of Education, and the nine departments in the Directorate General of Administration and Finance, has an Administration Office, where presumably there would be some overlap in activities. This is in addition to a full Department of Administration and a Directorate of Administration and Finance. About 20% of all staffing in the central departments is in Administration Offices. It might be more efficient to have one or two administrative staff to support the departmental director, and to re-group the remainder of the administrative staff into a separate dedicated unit as a directorate secretariat. Similarly, many departments across the directorates have separate Planning Offices, whose major function is the preparation of the Annual Operational Plan. Other departments without a Planning Office also prepare Annual Operational Plans, presumably using the expertise of their regular staff. It might be more efficient to group planning staff in the Planning Department, with offices for the directorates, so that all planning is well-integrated.

Figure 6: Percentage of respondents who meet with other departments that have similar functions

## Duplicated functions

As Figure 6 showed, in about a quarter of all departments more than half of the respondents felt that there are the same or similar functions in other departments. For some of these the duplications are obvious and necessary parts of the civil service system. This is the case with the Department of Internal Audit and the Inspectorate of Administration and Finance: both conduct audits of organisational units in the ministry at central and sub-national levels, for much the same purpose. Their first mandated function is to ‘*Inspect personnel management processes, administration, finance, and state assets at public and private education units and institutions’*. The Inspectorate is part of the regular structure of inspection in all ministries and financial inspection is part of its responsibility, while the Internal Audit Department is a separate independent unit that reports directly to the minister but that has similar functions:

* *‘[To] identify [the] appropriateness, sufficiency, and good results of an internal control system for accounting, administration, and operation of units;*
* *[To] Review the credibility, timeliness [and] accuracy of financial information and transactions as well as methodologies applied in accordance with guidelines, plans, and legal procedures;*
* *[To]Review management, maintenance, [and] preservation of assets, and verify assets properly’*

However, the overlap is intentional, and the two departments have different outcomes for their functions as the Inspectorate primarily works within MoEYS, while the Internal Audit Department has a responsibility to the minister and to the National Audit Authority.

Some of the other apparently duplicated functions are not so clear-cut. For example, the Departments of Vocational Orientation and Non-Formal Education both have functions and/or activities related to skills development for out-of-school youth. This is not a case of one department having an obvious coordinating and supporting role:

* The Department of Non-Formal Education’s role is to ‘*Manage literacy, post-literacy, and equivalence programmes by providing general knowledge, vocational skills, [and] occupational skills*’.
* The Department of Vocational Orientation’s role is to ‘*Develop plans, training activities, and skill requirements to ensure effective education service provision for community-based learners*’.

Respondents from the Department of Curriculum Development had a strong perception that others have similar functions, and this is borne out by the mandated functions. The Curriculum Department has a clear responsibility to develop and monitor curricula:

* ***‘Develop*** *and disseminate* ***national curricula*** *and life skill programmes...’.*
* ***‘Monitor the implementation [of] core curricula****, library management, and life skill programmes’.*

However, a number of other departments have clear responsibilities for developing curricula, as follows:

* The Non-Formal Education Department: ‘**Develop curricula**, learning and teaching materials **for literacy, post-literacy**’.
* The School Health Department: ‘Manage and **develop health and hygiene curricula** at educational institutions’.
* The Teacher Training Department: ‘***Develop teacher training curricula***’.
* The Special Education Department: ‘**Develop special education curricula** and documents for all levels of education’.
* The Physical Education and Sport Students Department: ‘***Develop physical education and sport curricula***’.

In addition, two departments have mandated responsibilities to monitor curriculum implementation:

* The Education Quality Assurance Department: ‘***Monitor curriculum implementation*** *and use of school materials at all state and private educational institutions*’.
* The Early Childhood Education Department: ‘***Monitor*** *and improve* ***implementation of curricula*** *and teaching techniques*’.

One might argue that the Curriculum Department only has, or should only have, responsibility for the core school curriculum, and indeed this is how it is structured. Thus, teacher training, health and hygiene, or physical education curricula, are outside its remit. If this is indeed the case, the ministry should re-word the function for the Curriculum Department, to make this clear. However, this ignores the problem of where these other departments then acquire skills and personnel in curriculum development.

Both the Curriculum Department and the Education Quality Assurance Department have almost identically worded functions on monitoring implementation of the curriculum, and this is very clearly a case of a duplication of responsibility. Given all the other responsibilities of the Curriculum Department, this function might be better left to the Education Quality Assurance Department, for which it is clearly a central function.

## Departments and functions that could be relocated

The span of control for the Directorates of Education and of Administration and Finance is very large and this is critical because of the importance of the functions in both these directorates. The Directorate of Education directly coordinates service delivery to all schools and teachers in Cambodia, as well as providing key support to those schools through functions such as curriculum development, teacher training, school health, and provision of textbooks and teaching aids. Similarly, the Directorate of Administration and Finance has ministry-wide functions, such as the provision of budgeting and spending, personnel and legal services, as well as the coordination of all administrative services. Yet both of these directorates have more than the limit of five subordinate units which we recommend: Education has 10 departments and Administration and Finance has nine.

It is not good organisational practice to overstretch staff in key posts, even if the organisation provides a great deal of delegated autonomy. One might argue that the presence of deputy directors general enables the spread of organisational supervision, but this is not clear-cut in the case of MoEYS. There is no organisational mandate in Anukret 156 for the division of functions and supervision in either of these large directorates. If there is a clear division then it would be better to make this a definite part of the organisational structure, either by dividing the directorates, to reduce the span of control, or by setting up a clear sub-directorate structure and responsibilities that groups departments with similar functions together. In both directorates, departments could be grouped into direct service delivery, and related support functions, and this will be further discussed in Section 8.

There are a number of departments whose functions are not fully aligned with their directorate locations. The Departments of Teacher Training and of Vocational Orientation, currently located in the Directorate of Education, have largely post-school responsibilities, unlike the other departments in that directorate. Their actual responsibilities and functions are more aligned with Higher Education. Similarly, the Department of Construction’s primary function is the design and construction of school buildings, and thus it would be better placed in the Directorate of Education. Shifting these departments would make for a more effective organisational structure.

At the sub-department level there are some functions which are not effectively aligned. The provision of scholarships for primary, secondary, and tertiary students is currently located in three departments in two directorates. Senior management should consider bringing all three together in one department to make this function more effective. There is a Directorate of Policy and Planning, which has primary responsibility for these functions, including statistical support (through EMIS) and monitoring (through the Department of Monitoring and Evaluation). In addition to this, many departments maintain their own Planning Offices, which have been in existence since before the creation of the Directorate of Policy and Planning. This raises the question of how the Department of Planning ensures sufficient capacity and provision of planning functions in so many other departments in other directorates. Similar questions could be raised in terms of the Administrative Offices in departments across all directorates, and their relationship to the Department of Administration.

## Emerging functions

Some basic functions of a school system in MoEYS remain constant: there is always a need to teach numeracy and literacy and the elements of Khmer culture, as well as the need to provide functions that enable a large organisation to survive and deliver services effectively and efficiently. However, as the Cambodian economy grows and matures, new needs emerge, and the ministry needs to develop new functions to support schools to meet those needs. The current COVID-19 crisis has provided a good example in this regard. With schools closed and the ministry developing new approaches to learning using the internet and other remote means, the service delivery departments in education need to both continue to provide materials and support to schools, teachers, and students, as part of their existing functions; and also to develop remote and e-learning materials, as a new function. Currently, the Department of Information Technology has an office for developing e-learning, but it may be time to consider enlarging and developing this responsibility.

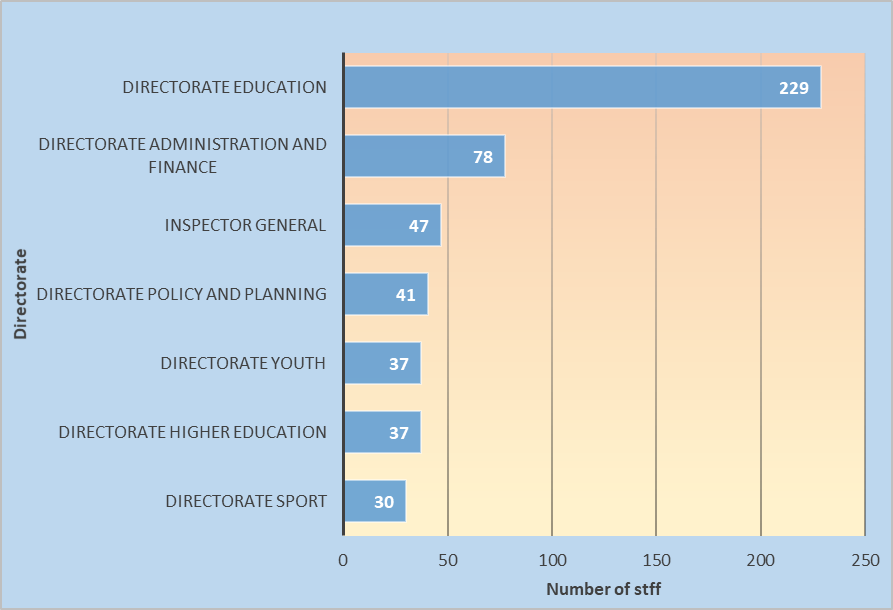
# Capacity to undertake functions

## Supervisor views on staff capacity

We asked respondents what percentage of the staff in their respective units have sufficient capacity to carry out their functions. **Overall, the respondents judged that about two-thirds of the female staff (67%) and three-quarters of the male staff (73%) have enough capacity for their functions**, and this varied only slightly across all the directorates (see Figure 7). The highest perceived lack of capacity for their work was attributed to the Directorates General of Education, Sport, and Higher Education , although in each case there is a clear majority of those who can function. The departmental directors and deputy directors estimated that over 500 of their 1,500 staff in place have insufficient capacity to carry out their duties.

Figure 7: Percentage of staff with sufficient capacity for their functions

As some of these directorates have a broad range of departments, encompassing a number of technical specialities, we looked at the departmental directors’ and deputy directors’ perceptions of what proportion of their staff lack capacity (see Figure 7). **According to the senior staff in the departments, about one-third of all departments have more than 35% of their staff overall lacking in capacity, while another third have less than a quarter of their staff lacking in capacity to carry out their functions.** The Departments of Youth, Planning, and Internal Audit all have very high reported proportions of their staff with perceived lack of capacity, while senior staff in the departments of Finance, EMIS, and Examination Affairs all had very positive views of their staff’s capacity. It is concerning that there are departments where the great majority of the staff are viewed as lacking capacity to carry out the functions of the department. This perception may be a result of poor judgement or knowledge of the senior staff, or it may be that the staff actually lack capacity. In either case, there is a problem that needs to be addressed.

Figure 8: Number of staff with insufficient capacity

In the departments with the highest proportions of their staff with sufficient capacity, there is probably a narrow range of technical skills required to support the functions of the department, and possession of these is normally shown by some technical certification, particularly for Finance and EMIS. Most of the departments where there is lower perceived lack of capacity are non-educational in the sense that their functions are not necessarily closely related to education.

While the directorates have fairly similar proportions of lower-capacity staff in percentage terms, **the actual number of staff in need of capacity varies considerably** (see Figure 8). In terms of numbers whose capacity needs should be addressed, the Directorate of Education has the most staff overall in this category, with the other large directorate, the Directorate of Administration and Finance, having the next largest number of staff in need. The smaller directorates have correspondingly smaller numbers of staff in need. It should be noted that the Department of Internal Audit has 41 staff, out of its reported 45 staff, in need of capacity building, and this is more than most of the smaller directorates.

A third of all departments have more than 45% of their staff judged by their directors and deputy directors to be lacking in capacity. We can conclude that **the need for capacity development is widespread across directorates and departments, even though most staff have sufficient capacity to address the functions of their departments**.

## Specific capacity needs[[9]](#footnote-10)

**When asked about the main support needed by those staff who lack capacity, the most common response (19%) was to state that the staff in question need training,** without specifying the subject of the training. Nonetheless, staff also identified a long list of capacity needs. The most common responses were needs for language training (in English, French, and the languages of neighbouring ASEAN countries), computing and IT skills, and administrative skills. Other areas of need that were identified included planning, skills training, and continuous development.

The two directorates with the highest absolute number of staff in need of capacity development (the Directorate of Education, and the Directorate of Administration and Finance) are considered in more detail below.

* The Directorate of Education has the largest number of departments and the broadest range of functions. It has the largest number of staff judged to be in need of capacity development (229). The most common responses to the question ‘What are the main things [the staff with insufficient capacity] need?’ were both specific (foreign language and planning training) and general or vague (such as ‘skills training’). They also related to the work environment (stimulating willingness to work). The latter common response implies that the staff who appear to lack capacity actually have the skills and knowledge necessary to support the departmental functions, but the senior staff either lack the capacity to motivate their staff and/or the organisational system constrains their ability to stimulate the staff sufficiently.
* The Directorate of Administration and Finance has the second highest number of staff perceived to be in need (78). Like the Directorate of Education, it has a wide spread of departments and functions. Principally, it acts as a support service to the rest of the ministry, providing back-office functions. The most common responses from this directorate overlapped with those of the Directorate of Education, including the need for foreign language training, skills training, and training matched to individual needs. The senior staff in the directorate also pinpointed the need for continuous training and coaching for their staff, which links directly to individually-matched training and skills training. This would suggest that an overarching need for the senior staff would be to develop coaching and mentoring skills, alongside skills in assessing capacity needs. A further capacity need in this directorate that was identified is a need for information analysis and IT skills.

**Many of the responses in these two directorates were echoed in the other directorates, with smaller numbers of staff in need of capacity building**. In particular, foreign language training, skills training, and individually tailored training were recurring responses. However, additional, specific capacity needs were identified, such as legal knowledge and administrative skills (Inspector General, Youth, Sport), research skills (Policy and Planning), analytical skills and report writing (Higher Education and Youth), and duties, functions, and roles of civil servants (Sport).

In the market scoping report supply-side assessment, OPM has identified potential means of addressing these capacity needs, based on an assessment of the capacity development modalities reported by MoEYS has being most effective and the available market. The key observations and recommendations of this report are attached in Annex 11, and the database of shortlisted suppliers is attached as a separate annex.

# Gender

## Gender and staffing

At the request of UNICEF, **we did further analysis on gender aspects of staffing in the central ministry**. The Department of Personnel provided a summary staffing file for the central ministry, drawn from the Human Resources Management Information System (HRMIS), which gives numbers and the gender of all staff, including active staff and those on unpaid and study leave, by directorate, department, and office (see Table 6).

Table 6: Staffing by directorate 2019

Source: HRMIS report and authors’ own calculations

**There are seven directorates in MoEYS and 35 departments, two of which report directly to HE the Minister.**[[10]](#footnote-11) The 1,621 staff in the central ministry are located largely in 185 offices, which are sub-units of departments. There are on average 46 staff per department, and nine per office, with numbers ranging from 24 in the Department of Monitoring and Evaluation to 111 in the Department of Curriculum Development. Departments on average have five offices, which cover the main functions of the department, though all department have an Administrative Office, which provides administrative and financial support to the department. Many of the larger departments have their own Planning Office.

**Gender parity indices (GPIs) are very low across all directorates, with a GPI overall of 0.40.** They range from 0.27 in the Directorates General of Youth, and of Policy and Planning, to 0.56 in the Directorate General of Education (see Table 7). In the Directorate of Policy and Planning, the Department of Monitoring and Evaluation has only three female staff, out of 23, and the four Administrative Offices in that directorate also have only three female staff, out of a total of 23. In the Directorate of Youth there are low numbers in both departments, but the Department of Youth has three offices with no females and two offices with one each.

Table 7: Staffing by gender 2019

|  |  |  |  |
| --- | --- | --- | --- |
| Directorates General | Females | Males | GPI |
| Reporting to HE the Minister | 11 | 40 | 0.28 |
| Directorate General of Higher Education | 26 | 74 | 0.35 |
| Directorate General of Policy and Planning | 24 | 89 | 0.27 |
| Directorate General of Sport | 66 | 136 | 0.49 |
| Directorate General of Youth | 18 | 67 | 0.27 |
| Directorate General of Education | 201 | 360 | 0.56 |
| Directorate General of Administration and Finance | 89 | 279 | 0.32 |
| General Inspectorate | 26 | 115 | 0.23 |
| Total | **461** | **1,160** | **0.40** |

Source: HRMIS report and authors’ own calculations

**The Directorate General of Education has the highest proportion of female staff, with a GPI of 0.56, and it has the only two departments in the central ministry with a majority of female staff** – the Departments of Health (GPI 1.1), and of Early Childhood Education (GPI 1.9). The Department of Personnel, which is the only department to have a directly related gender function as one of its mandated functions (‘*Develop a gender mainstreaming strategy for management work’*), has a low level of female staffing, with only nine females out of 52 staff – a GPI of 0.21.

Table 8: Promotion positions by gender

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| Directorate |  | Director generals and deputy director generals | Directors and deputy directors | Office heads and deputy office heads | Total |
| Reporting to HE the Minister | Male |  | 3 | 9 | 12 |
| Female |  | 1 | 2 | 3 |
| Directorate General of Higher Education | Male | 4 | 7 | 19 | 30 |
| Female | 0 | 2 | 7 | 9 |
| Directorate General of Policy and Planning | Male | 5 | 15 | 34 | 54 |
| Female | 0 | 2 | 8 | 10 |
| Directorate General of Sport | Male | 4 | 5 | 32 | 41 |
| Female | 0 | 0 | 11 | 11 |
| Directorate General of Youth | Male | 4 | 5 | 17 | 26 |
| Female | 1 | 2 | 2 | 5 |
| Directorate General of Education | Male | 5 | 34 | 123 | 162 |
| Female | 1 | 5 | 52 | 58 |
| Directorate General of Administration and Finance | Male | 4 | 30 | 119 | 153 |
| Female | 0 | 10 | 24 | 34 |
| General Inspectorate | Male | 5 | 8 | 49 | 62 |
| Female | 0 | 3 | 8 | 11 |
| Grand total | Male | 31 | 107 | 402 | 540 |
| Female | 2 | 25 | 114 | 141 |
| Total | 33 | 132 | 516 | 681 |
| Summaries | Male | 94% | 81% | 78% | 79% |
| Female | 6% | 19% | 22% | 21% |
| GPE | 0.1 | 0.2 | 0.3 | 0.3 |

Source: HRMIS report and authors’ own calculations

It is instructive to consider the promotional levels of positions within the various directorates; there are three levels: directors general and equivalent; departmental directors; and office heads, Each has two steps: substantive and deputy or vice. An effective gender mainstreaming strategy should address the various promotional levels so that it is clear that the overall imbalance within the ministry, which has a GPI of 0.4, is being addressed.

**Overall, females make up 28% of all staff. However, at the first level of promotion, office heads and deputy office heads, this proportion falls to 22%, and then to 19% for directors and deputy directors, and it falls even more for director general level, with only 6% of director generals being female** (see Table 8). The GPI falls at every step, from 0.4 for all staff to 0.3, then to 0.2 and to 0.1. Given the hierarchical nature of the civil service culture, it is likely that this imbalance can only be addressed from the bottom: that is, by promoting general officers who are female to positions as deputy office heads, and then as office heads. This means hiring general female staff who are promotable, or providing accelerated opportunities for them to acquire skills and capacity for promotion. The MoEYS strategy on gender mainstreaming needs to address this issue, as a part of increasing management capacity.

## Gender equity

**Gender parity is achieved in the education sector as a whole, but women tend to be concentrated in lower levels and administrative roles**. In most teaching roles, men are in the majority, but the differences are much smaller than in management positions. Women make up 95% of pre-school teachers, 56.4% of primary school teachers, 45% of lower secondary school teachers, 32% of upper secondary school teachers, 18.6% of higher education teachers, and 24.7% of technical teachers.

**The UNICEF gender audit identified aspects of the recruitment and promotion processes that may drive the observed inequalities**. They identified prevalent male bias and discrimination against women, in the form of gender stereotypes and disqualification of female staff who are more qualified than male competitors. Recruitment practices that only allow teachers to apply exclude a good number of female candidates who may be well-suited to the role. In order for MoEYS staff to be promoted to manager level, they must have some years of formal, specific education in either Phnom Penh or Battambang. This is harder for women than for men because of the greater family responsibilities they bear.

**Facilities currently do not help women in the workplace, but there have been improvements in this regard**. There are currently no flexible working arrangements for staff who need to care for family members, even though this duty falls predominantly on women, and there are no childcare facilities. However, there are plans to build a new building with childcare facilities and a breastfeeding room.

**MoEYS is ahead of many other ministries in the frameworks and systems it has established to promote gender equality**, with a number of policies, systems, and positions in place to promote gender equity:

* The GMSP 2016–2020 is the MoEYS standalone framework for promoting gender equality in the education sector. The GMSP is a wide-ranging framework, including financial commitments and training commitments.
* The ESP 2019–2023 is the high-level strategic plan for the education sector. It directly addresses gender mainstreaming as one of 10 reforms. It refers to the GMSP and therefore gives it legitimacy.
* The Master Plan for Capacity Development in the Education Sector (2014–2018) is the human resources strategy for the sector. It focuses on five strategic outcomes. Two of these are: (i) women make up 25% of all MoEYS officials and managers who participate in government-funded and development partner-funded trainings; and (ii) to ‘support gender reviews and development of a gender mainstreaming plan’.
* The Gender Committee comprises 36 high-ranking officials at national level. Their role is to coordinate and support gender equality work within the ministry.
* The Gender Technical Working Group is a small group of proactive staff who participate in gender-related meetings and prepare reports for the Ministry of Women’s Affairs and the Cambodian National Council for Women.
* The core group of Gender Master Trainers, who deliver gender training to MoEYS staff and the central and provincial levels.

For these frameworks, initiatives, and positions to have greater impact, they need to be better resourced, both in terms of staffing and financing. The staff involved face competing priorities and limited resources with which to work. Some staff have limited capacity to perform their role. The frameworks and initiatives would also benefit from greater oversight, monitoring, and evaluation to ensure that they are implemented as intended, and that the outcomes targeted are achieved.

## Gender and assessments of capacity

There are differences in the assessment of capacity for female and male staff. **The directors and deputy directors generally viewed their female staff as having greater capacity than their male staff**. 417 male staff were judged to have insufficient capacity, compared to 122 female staff. Only the Departments of Primary Education and Curriculum Development have more than 10 female staff viewed as having insufficient capacity, while 18 departments have more than 10 male staff in need, with five of these having 25 or more. Overall, 30% of female staff were judged to have insufficient capacity, compared to 38% of male staff. Only four departments (Administration and Finance, Monitoring and Evaluation, Physical Education and Sport for Students, and Personnel) said that a higher proportion of their female staff have insufficient capacity compared to their male staff (see Table 9). The Department of Early Childhood Education has the widest difference between male and female incapacity, with 12 of its 16 male staff (76%) judged to lack capacity. There were large gaps in favour of female staff between the perceptions of male and female competency in the third of the departments that have the highest levels of perceived incapacity.

Table 9: Staff perceived as having insufficient capacity by their directors

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Department | All staff | | | Insufficient capacity | | | | | |
| Total | Female | Male | Total | Female | Male | Total | Female | Male |
| Department of Youth | 40 | 5 | 35 | 37 | 4 | 33 | 94% | 80% | 95% |
| Department of Internal Audit | 45 | 11 | 34 | 41 | 9 | 32 | 90% | 80% | 94% |
| Department of Planning | 29 | 6 | 23 | 25 | 4 | 20 | 84% | 70% | 88% |
| Department of Information and Asian Affairs | 39 | 12 | 27 | 26 | 6 | 20 | 65% | 50% | 72% |
| Department of Science Research | 27 | 8 | 19 | 15 | 3 | 12 | 58% | 39% | 65% |
| Department of Special Education | 27 | 7 | 20 | 15 | 3 | 12 | 57% | 46% | 61% |
| Department of Vocational Skills | 52 | 19 | 33 | 29 | 9 | 20 | 57% | 47% | 62% |
| Department of Quality Assurance | 60 | 10 | 50 | 34 | 5 | 29 | 57% | 50% | 58% |
| Department of Secondary School | 56 | 14 | 42 | 27 | 5 | 22 | 49% | 37% | 52% |
| Department of Primary School | 79 | 29 | 50 | 38 | 13 | 26 | 48% | 43% | 51% |
| Department of Early Childhood Education | 43 | 27 | 16 | 20 | 8 | 12 | 47% | 30% | 76% |
| Department of Curriculum Development | 111 | 36 | 75 | 50 | 14 | 36 | 45% | 39% | 48% |
| Department of Construction | 37 | 4 | 33 | 14 | 2 | 13 | 38% | 38% | 38% |
| Department of ICT | 16 | 6 | 10 | 6 | 2 | 4 | 38% | 30% | 43% |
| Inspectorate of Administration and Finance | 27 | 2 | 25 | 10 | 1 | 9 | 37% | 65% | 35% |
| Department of Higher Education | 64 | 18 | 46 | 22 | 4 | 18 | 34% | 24% | 39% |
| Department of Health Education | 34 | 16 | 17 | 10 | 3 | 7 | 31% | 21% | 40% |
| Department of Non-Formal Education | 57 | 18 | 39 | 17 | 5 | 13 | 31% | 27% | 32% |
| Department of Monitoring and Evaluation | 24 | 3 | 21 | 7 | 1 | 6 | 29% | 33% | 28% |
| Institution of Printing and Distribution | 75 | 22 | 53 | 21 | 5 | 16 | 28% | 21% | 31% |
| Department of Physical Education and Sport | 75 | 25 | 50 | 19 | 5 | 15 | 26% | 19% | 29% |
| Department of Material and State Property | 41 | 11 | 30 | 11 | 1 | 10 | 26% | 10% | 32% |
| Department of Policy | 29 | 6 | 23 | 7 | 2 | 6 | 25% | 25% | 25% |
| Department of Physical Education and Sport Students | 56 | 17 | 39 | 11 | 3 | 7 | 19% | 20% | 18% |
| Department of Personnel | 51 | 9 | 42 | 9 | 2 | 6 | 17% | 25% | 15% |
| Department of Administration | 40 | 11 | 29 | 5 | 1 | 4 | 12% | 10% | 13% |
| Department of Legislation | 38 | 5 | 33 | 4 | 1 | 4 | 11% | 10% | 11% |
| Department of EMIS | 26 | 6 | 20 | 2 | 0 | 2 | 7% | 6% | 8% |
| Department of Finance | 54 | 11 | 43 | 3 | 1 | 3 | 6% | 5% | 6% |
| Department of Examination Affairs | 52 | 11 | 41 | 3 | 1 | 2 | 6% | 5% | 6% |

**A further perspective on capacity needs can be gained by examining the responses of the office heads to the same question** on what proportion of their staff have insufficient capacity for their functions (see Table 10). Offices are sub-units of departments and are more specialised and smaller than their parent units. Thus, one may expect that they know their staff better, and also are more aware of the work needs, because these are more concentrated on a smaller set of functions to support. We averaged the responses of the office heads in each department to produce an overall estimate of the capacity of the whole department, covering all staff.

Table 10: Staff perceived as having insufficient capacity by their office heads

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| Department | All staff | | | Insufficient capacity | | | | | |
| **Total** | **Female** | **Male** | **Total** | **Female** | **Male** | **Total** | **Female** | **Male** |
| Department of Information and Asian Affairs | 9 | 3 | 6 | 6 | 2 | 4 | 63% | 48% | 72% |
| Department of Science Research | 8 | 2 | 6 | 4 | 1 | 4 | 56% | 47% | 59% |
| Department of Teacher Training | 13 | 4 | 9 | 6 | 2 | 4 | 48% | 40% | 51% |
| Department of EMIS | 9 | 3 | 7 | 4 | 1 | 4 | 47% | 28% | 54% |
| Department of Early Childhood Education | 7 | 5 | 2 | 3 | 1 | 2 | 45% | 27% | 83% |
| Department of Primary School | 12 | 5 | 7 | 5 | 1 | 4 | 43% | 30% | 52% |
| Department of Physical Education and Sport | 9 | 3 | 6 | 4 | 1 | 3 | 43% | 32% | 49% |
| Department of Secondary School | 8 | 3 | 5 | 3 | 1 | 2 | 42% | 33% | 47% |
| Department of Physical Education and Sport Students | 10 | 3 | 7 | 4 | 1 | 3 | 42% | 33% | 46% |
| Department of Higher Education | 10 | 3 | 7 | 4 | 1 | 3 | 42% | 33% | 46% |
| Department of Non-Formal Education | 9 | 3 | 6 | 4 | 1 | 3 | 41% | 33% | 45% |
| Department of Health Education | 6 | 3 | 4 | 2 | 1 | 2 | 36% | 20% | 47% |
| Department of ICT | 5 | 1 | 4 | 2 | 0 | 1 | 32% | 14% | 38% |
| Department of Planning | 6 | 1 | 5 | 2 | 0 | 2 | 31% | 29% | 32% |
| Department of Policy | 7 | 1 | 6 | 2 | 0 | 2 | 31% | 30% | 32% |
| Department of Administration | 18 | 13 | 5 | 5 | 3 | 3 | 31% | 21% | 56% |
| Department of Construction | 6 | 2 | 4 | 2 | 0 | 1 | 27% | 27% | 28% |
| Department of Professional Orientation | 9 | 4 | 6 | 2 | 1 | 2 | 26% | 18% | 31% |
| Department of Culture Relations and Scholarship | 9 | 3 | 5 | 2 | 1 | 2 | 25% | 19% | 29% |
| Department of Internal Audit | 9 | 2 | 7 | 2 | 0 | 2 | 24% | 23% | 24% |
| Department of Personnel | 8 | 1 | 7 | 2 | 0 | 2 | 23% | 19% | 23% |
| Department of Educational Quality Assurance | 10 | 2 | 8 | 2 | 0 | 2 | 22% | 19% | 23% |
| Inspectorate of Administration and Finance | 5 | 1 | 5 | 1 | 0 | 1 | 21% | 27% | 20% |
| Institution of Printing and Distribution | 10 | 3 | 7 | 2 | 0 | 1 | 20% | 19% | 20% |
| Department of Examination Affairs | 6 | 2 | 4 | 1 | 0 | 1 | 18% | 10% | 21% |
| Department of Curriculum Development | 10 | 3 | 7 | 1 | 0 | 1 | 14% | 13% | 15% |
| Department of Finance | 8 | 2 | 6 | 1 | 0 | 1 | 9% | 2% | 11% |
| Department of Legislation | 9 | 2 | 7 | 1 | 0 | 1 | 8% | 10% | 8% |
| Department of Material and State Property | 5 | 2 | 4 | 0 | 0 | 0 | 8% | 9% | 7% |
| Department of Monitoring and Evaluation | 7 | 1 | 6 | 1 | 0 | 1 | 7% | 0% | 8% |
| Department of Youth | 5 | 1 | 5 | 0 | 0 | 0 | 0% | 0% | 0% |
| Average | **8** | **3** | **6** | **3** | **1** | **2** | **34%** | **27%** | **37%** |

Note: Some departments lacked forms for office heads

**Overall, the views of the office heads on the proportion of staff with insufficient capacity were similar to those of senior departmental staff**. They thought that about a third of the staff in their office lack sufficient capacity to support the office functions. However, there were some major differences: office heads in the Department of Quality Assurance thought that 22% of their staff lack capacity, while the senior departmental staff felt that 57% of the staff have insufficient capacity. However, most of the assessments were similar between senior staff and office heads in the same department (compare Tables 9 and 10).

# Revised organisation

## Proposed structural changes

**Function and structure are closely connected in any large organisation:** the structure of the organisation should embody the functions and allow for the most effective means of carrying out those functions. Thus, changes and reforms of functions imply corresponding changes in structure, and reforms in structure directly affect the way functions are carried out. Organisational change in the context of the Cambodian civil service is difficult in the sense that ministries are not autonomous in this regard. Ministers have the power to create, remove, or change offices within departments in their ministry by Prakas, but do not have this power in regard to organisational change above this level, for departments and directorates.

**We acknowledge that the recommendations we make on structural change for MoEYS would need to go to the Council of Ministers and the Prime Minister for approval**, and that the issuing of a new Anukret to authorise structural changes is a lengthy and difficult process. Preliminary discussions and presentations of the proposed structure with senior ministry management have indicated a reluctance to proceed on such changes in the short term. Nonetheless, any serious functional review should include recommendations for structural change to enable more effective delivery of functions. We trust that, even if no changes are made immediately, the recommended structural changes will provide a roadmap for change in the medium term.

**These proposals for structural reform are based on organisational principles.** They do not take into account the personal capacities of the current office holders, as this was outside both the terms of reference and the resources available.

### Main assumptions for the organisational structure[[11]](#footnote-12)

1. **Based on objectives:** The organisational structure should accomplish a set of agreed common objectives that are clearly set out.
2. **Use scalar principle:** There should be a clear chain of command, with authority and responsibility flowing from the highest to the lowest management positions. In MoEYS, this should be from the minister to office heads.
3. **Departmentalisation:** The internal structure of the ministry should demonstrate a logical grouping of related jobs and functions, with directorates grouping high-level functions, departments dividing those functions, and finally offices providing separation of activities to support the departmental functions.
4. **Unity of command:** The organisational chart should provide clear demarcation, such that every officer has only one immediate superior.
5. **Span of control:** There is a limit to the number of subordinates that a manager can control; the limit is affected by the nature of the work and the level in the organisation. Given the multiple responsibilities within the ministry, and the emphasis on policy, standards, and monitoring appropriate to the central part of a large organisation, five subordinates is a good target.
6. **Need for balance:** Sub-division into too many smaller sub-units can cause problems of coordination and integration.
7. **Decentralisation:** This principle applies not just to physical separation but also to real delegation of authority to subordinate levels.

### Well observed and maintained principles

1. **Scalar principles are quite clear:** The Anukret sets out clearly the directorate/departmental structure, with departments also clearly divided into offices through Prakas. The chain of command is evident to all staff.
2. **Command is unified:** Again, the Anukret and internal practice are consistent, and all staff can clearly identify a single immediate superior/supervisor.
3. **Authority delegated to subordinate levels:** During the review, staff were able to identify their functions, activities which supported the functions, and the expected outputs of the functions. Identified functions aligned well with legally mandated functions.

### Main issues in the functional review of central MoEYS departments

1. **Wide spans of controls in some directorates:** In particular, the Education Directorate, and Administration and Finance Directorate, have very wide spans of control, with 10 and nine departments, respectively. Given the important nature of these directorates, and the large number of functions each has, this is of some concern. There are deputy directors, and these could have delegated departmental supervisory responsibilities, but this is not evident in the Anukret, nor did it emerge in the directorate interviews.
2. **Failure of departmentalisation:** The ministry, as part of its social responsibilities, provides scholarships for students from poor households, and also for international higher education studies that benefit the Cambodian economy. These scholarship functions are located in three different departments in two directorates.
3. **Failure to consider common objectives:** The Directorate of Education is designed to focus on service delivery in the schooling sub-sector, and direct support of that service delivery. However, two of the departments, Teacher Training and Vocational Orientation, have post-schooling functions: they neither provide school-level service delivery or direct support to that level. Their objectives are more aligned with post-school delivery.
4. **Problems with balance:** The principle of balance suggests that dividing a function across many small units may be inefficient as it constrains coordination and the integration of the relevant function. Currently, every department in the Directorates of Education, and Administration and Finance, has an Administration Office, with parallel responsibilities. Similarly, many of the departments in the Directorate of Education have a Planning Office. This is likely to lead to coordination difficulties for both the Department of Administration and the Department of Planning, respectively.

## International comparisons

In considering the structure of the ministry, we examined the structure of regional ministries of education in the ASEAN region (see Annex 9 for organograms from these institutions) – from Indonesia, Malaysia, Singapore, South Korea, and Thailand.[[12]](#footnote-13) It is not always clear from the organograms what the status of the units is relative to units in MoEYS. None of them appear to go down to the level of offices, and none appear to list the equivalent of departments. Thus, the comparison is most valid at higher levels of organisation.

Three of these ministries (Thailand, Singapore, and South Korea) focus more narrowly on education alone, while Indonesia includes culture, and Malaysia adds youth and sport as a single directorate. All four have responsibility for higher education, and three out of the four also have responsibility for vocational education. Thus, Cambodia fits well within the regional pattern for the scope of ministerial responsibility.

Malaysia, Singapore, and Thailand appear to have the kind of span of control that is internationally recommended: both have five ‘directorates’ reporting to their minister. In Thailand these are called offices; in Malaysia they are labelled variously departments (3x), divisions (1x), and directorates (1x). South Korea also has five directorates reporting to the minister through the vice minister, variously labelled inspectorate general, office (3x), and division (1x). However, each of these appears to have a number of sub-directorates (labelled bureaus), with 10 in all, each of which has three to five divisions. Singapore has four directorates or wings, with one of these (the Education Professional Wing) having three sub-directorates. There are 17 lower-level units, variously called groups [3x], divisions [11x], and one each of office, branch, and academy. The website does not link these lower-level divisions to the wings. Indonesia has a much larger and more complex organisational structure, with 14 units reporting to the minister. These include the inspectorate general and the secretariat general, five directorates, two agencies, and five centres.

Overall, the, the structure of MoEYS falls well within the pattern of large regional ministries of education. The span of control reporting directly to the minister in MoEYS is slightly larger than for most of the regional ministries. The breadth of responsibilities is similar to, but a little broader than, that of other regional ministries.

## Recommended changes to structure

### Restructuring directorates

The aim is to reduce the over-wide span of control in the two largest directorates (Education, and Administration and Finance) by introducing sub-directorates to split Operations and Support Departments in both.[[13]](#footnote-14) This is an internal change and would be done by Prakas. The director general can assign Deputy Director Generals to be responsible for a group of departments, and this can then be recognised in the structure by the minister through a Prakas.[[14]](#footnote-15) Alternatively, one could consider splitting both the Education and Administration and Finance Directors into service delivery and support directorates. This would result in nine directorates and a large span of control for the minister, unless there could be a division under two secretaries of state. For this exercise we have preferred the former approach. Thus, we propose the following directorate-level changes:

1. Directorate of Education renamed Directorate of School Operations and Support, with two sub-directorates. This directorate currently has a very large span of control, with 10 departments. There are clearly two main organisational functions served by the departments: to manage service delivery in schools, and to provide support to that service delivery. It might be better to divide this into two separate directorates, but this would again increase the span of control at the top. Thus, we propose the introduction of a formal set of sub-directorates to provide for named and formal responsibility. The name changes reflect the rationale for the structure.
2. Directorate of Administration and Finance renamed Directorate of Ministry Operations and Support, with two sub-directorates. Again, this is a proposal to formally divide a large span of control (nine departments) into two formal sub-directorates. On the same principle, the separation is based on service delivery within the ministry and support to the ministry. The name changes reflect this.
3. Renaming the Directorate of Higher Education the Directorate of Higher Education and Skills. This reflects the proposal to shift two departments that focus on post-school education (Teacher Training and Vocational Orientation) into this directorate, and to further balance the responsibilities across the directorates.

### Reallocation of departments

To further balance supervisory loads and spans of control at very senior levels we recommend the transfer of some departments between directorates, and realigning others in accordance with restructured directorates:

1. Departments of Teacher Training and Vocational Orientation transferred to the Directorate of Higher Education and Skills. This will group together all post-schooling activities and supervision of post-schooling institutions in education.
2. Early Childhood, Primary, Secondary, Non-Formal, and Special Education Departments allocated to the School Operations Sub-Directorate. These departments are directly responsible for the delivery of schooling services.
3. School Health, School Construction, Curriculum, Examination Affairs Departments, and Publishing and Distribution House allocated to the School Operations Sub-Directorate. These departments are responsible for support operations across all levels of schooling.
4. Administration, Personnel, Finance, and Legislation Departments allocated to the Ministry Operations Sub-Directorate. These are the departments responsible for the main support for the direct operations of the ministry.
5. Information, Culture, and ASEAN Affairs Department, Scholarship Department, Procurement Department, Materials and State Assets Department, and IT Department allocated to the Sub-Directorate General of Ministry Support. These departments are responsible for support for main ministry operations.

### Consider a new department

In view of current and possible future developments in e-learning and distance learning, MoEYS should consider establishing a Department of E- and Distance Learning. The nucleus of the new department would be the Office of E-Education Content Development in the ICT Department. The current ICT Department is focused more on servicing IT equipment in the ministry, and on training MoEYS staff in the use of equipment and software, so it is essentially a ministry support department. A Department of E- and Distance Learning would focus more on supporting service delivery in schools, through the provision of e-learning materials, distance learning materials, and support to users at sub-national and school levels. Building on recent experience during COVID-19 shutdowns, the ministry could provide enhanced learning for rural and remote schools at all levels by using IT-based materials. This could also help to overcome the chronic shortages of well-qualified and experienced teachers in these areas in STEM subjects.

### Restructuring of departments

We propose restructuring some departments by transferring offices, to enable more coherent supervision and more integrated activities. Some would be transferred between directorates and some within directorates. This would also reduce departmental spans of responsibilities, to enable greater focus and concentration.

Departments of Information and ASEAN Affairs, and Culture and Scholarship

This brings all levels of scholarship supervision – primary, secondary, and tertiary – together in one department.[[15]](#footnote-16) It transfers cultural aspects to the renamed Department of Information, Culture and ASEAN Affairs.

1. Department of Cultural Relations and Scholarship renamed Department of Scholarships. Scholarship Offices from PED and GSED are transferred to this department. The Cooperation Office and Francophonie Offices are transferred to the Department of Information, Culture and ASEAN Affairs.
2. Department of Information and ASEAN Affairs renamed Department of Information, Culture and ASEAN Affairs.

Department of Planning

This brings ministry-wide and specific levels of planning together in one department and enables unified responsibility.

1. Early Childhood Education Planning Office and Primary Planning Office combined to form Early Childhood and Primary Planning Office in the Department of Planning.
2. Secondary Planning Office, and Non-Formal and Special Education Planning Offices combined to form Secondary, Non-Formal, and Special Education Planning Office in the Department of Planning.
3. School Health Planning Office, School Construction Planning Office, and Curriculum Development Planning Office combined to form School Support Planning Office in the Department of Planning.
4. Planning Offices from PE&S, PE&SS, Centre Management, and Youth Departments, together with the Planning Office from the National Centre for Sport Training, combined to form the Youth and Sport Planning Office in the Department of Planning.
5. The staff numbers in the new Planning Offices in the Department of Planning will need to be reviewed as it is not obvious that the staffing in these new offices is appropriate for the tasks.

Directorate secretariats

This creates single administrative units that span similar departments within a single deputy directorate, rather than replicated offices across all departments. One or two Administration Office staff would be retained in each department, in order to support departmental directors:

1. Administration Offices in all departments in the Sub-Directorate of School Operations combined with the Directorate Secretariat.
2. Administration Offices in Departments of School Health, School Construction, and Curriculum Development in the Sub-Directorate of School Support combined with the Sub-Directorate Secretariat.
3. Administration Offices in all departments in the Directorate of Higher Education and Skills combined with the Sub-Directorate Secretariat.
4. Administration Offices in all departments in the Directorate of Ministry Operations and Support combined with Secretariats for Operations and Support.
5. The staff numbers in the new secretariats will need to be reviewed as it is not obvious that the staffing in these secretariats is appropriate for the tasks.

## Organograms

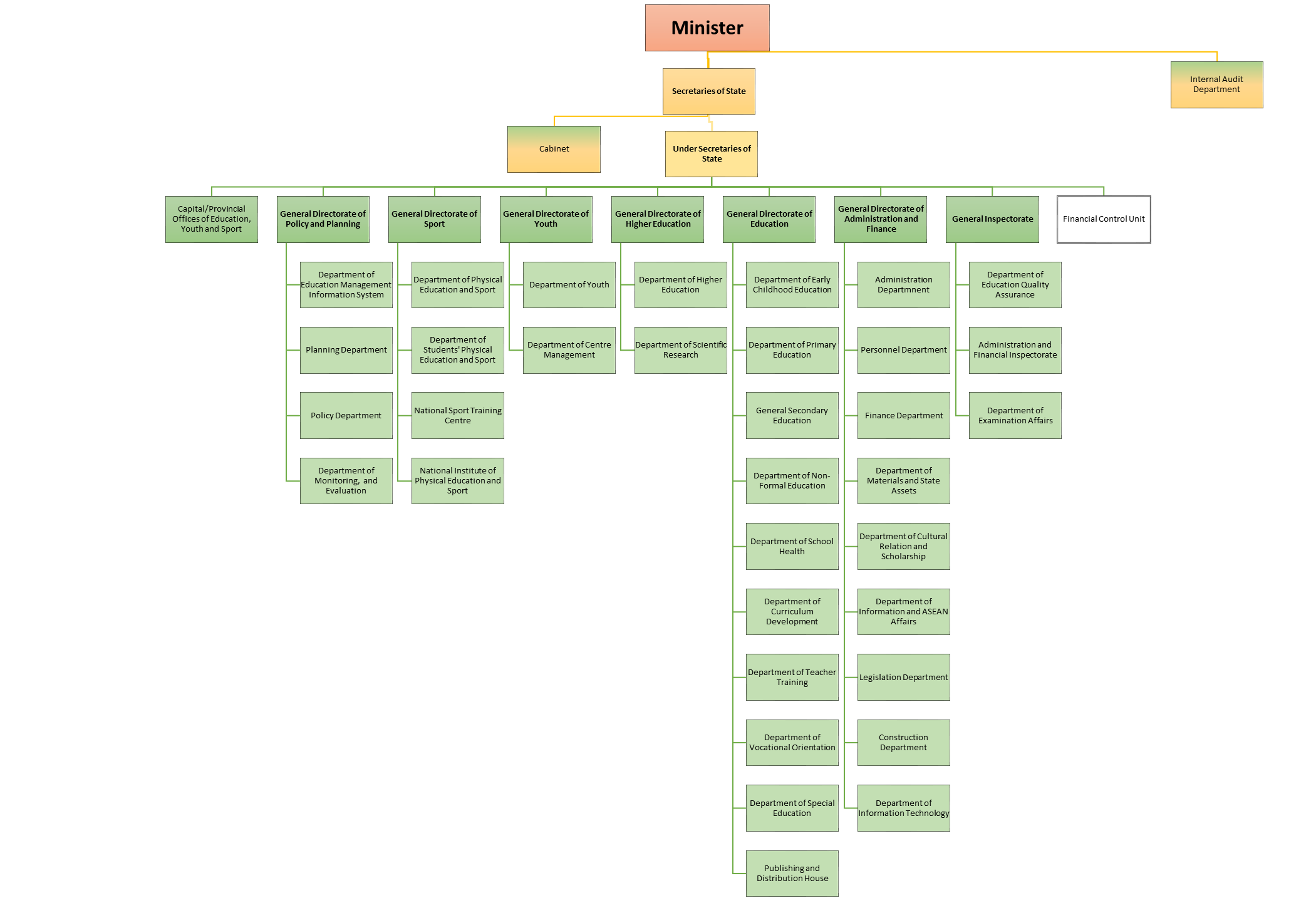
We have incorporated the proposed changes into a suggested organogram for the ministry (see Figure 10). The current legally mandated structure from Anukret 156 is provided for comparison (see Figure 9). Finally, we incorporated the senior management response to the proposals in Figure 11. They were not supportive of any of the proposed changes in the short term, but did concede that some form of ‘streaming’ of similar departments under the supervision of deputy directors general could reduce the problem of an over-wide span of control. Their main expressed concerns related to the personal characteristics of some managers (which we expressly did not consider in this review) and to perceived political/legal difficulties in changing the structure of the ministry. These difficulties arise principally from the process and time required to obtain a new decree.

The colour codes in the two large directorates indicate a possible ‘streaming’ arrangement. There may well be local arrangements that give supervisory responsibilities to deputy directors general and deputy directors, and thus reduce effective spans of control, but these do not form part of the current legally defined structure. They may or may not be part of the job descriptions of these posts, but our terms of reference did not require looking at these.

Our proposed organogram (Figure 10) incorporates all of the recommendations made in Section 8.3. It retains the same number of directorates, though making changes in their composition and naming. It shows recommended changes in the naming and location of departments. Senior management noted the challenges of implementing wide structural changes, although they agreed there was some merit in grouping departments in the Directorates of Education and of Administration and Finance in some form of streaming, and of incorporating this into the job specifications of deputy directors general.

## Functional matrix

The inception report proposed a functional matrix which would be a mapping of key processes in these seven directorates as an extended table. The table would be built from interview responses from each department. This proposal did not fully envisage the size of such a matrix, given the number of departments and functions to be incorporated. Subsequent to conducting the interviews, the minister expressed a view that it would be useful to have short, one- to two-page summaries of the key data for each department, covering much the same material as the proposed matrix. Rather than do both we have chosen to provide the information in two-page summaries for every department, and these form Annex 7 of this report.

Figure 9: Current mandated ministry structure

Annex to Sub-Decree No. 156 ANKR.BK

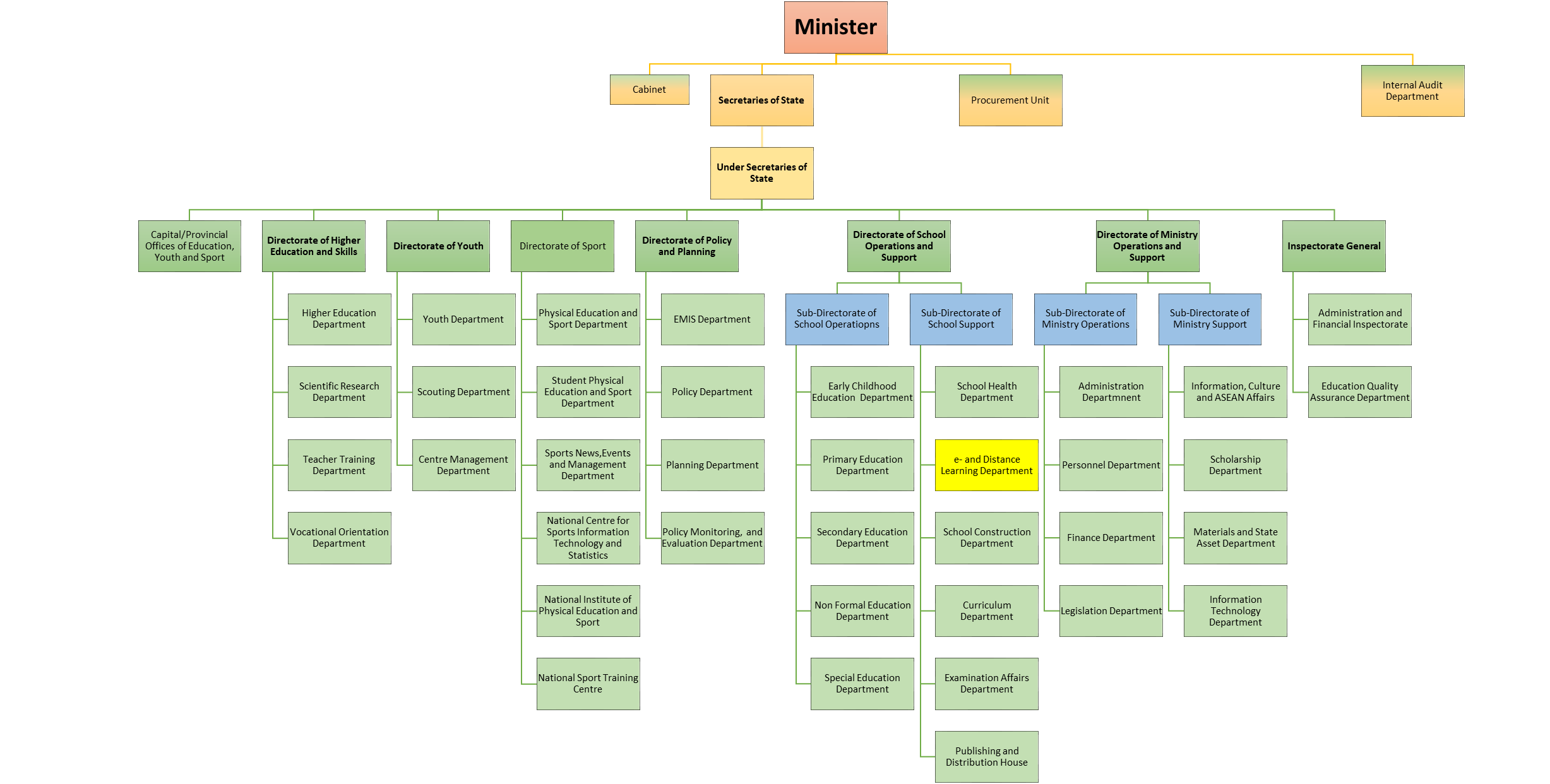
Dated 18 July 2016 on

Organisation and Functioning of the

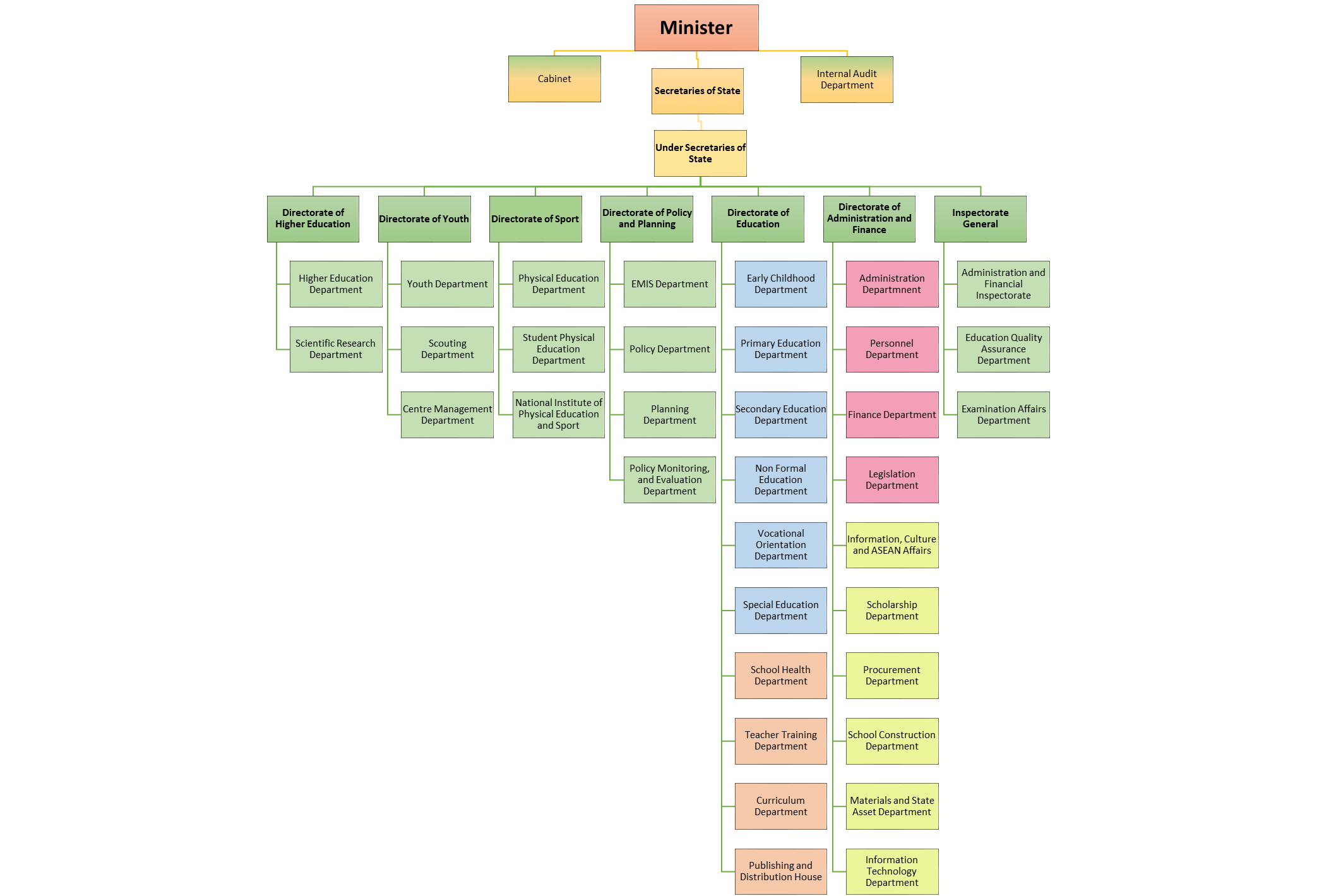
Ministry of Education, Youth and Sport

(unofficial translation)

Figure 10: Proposed ministry structure



Proposed structure of MoEYS following recommendations

Figure 11: Senior management response to proposed changes

Senior management response to initial recommendations on structural changes

# Management job descriptions

## Terms of reference

Our terms of references stated the following purpose for the consultancy:

*… provide indicative ideas/recommendations for revision of standard job descriptions for MoEYS’ implementing, supporting and monitoring and evaluation agencies/institutions, as well as for senior/middle managers in MoEYS* (Section A.2)

The inception report proposed that the FRTWG would take the lead in this process. The FRTWG had a specific responsibility to:

*… collaborate with contracted institution* [OPM] *to revise standard job descriptions for MoEYS’ implementing, supporting and monitoring and evaluation agencies/institutions, as well as for senior/middle managers in MoEYS* (Section F.1.3.4)

Due to COVID-19 constraints on holding meetings and travel it was difficult to organise the FRTWG to collaborate on this latter issue. In lieu of this, as part of the capacity development process of the functional review, the OPM team provided training to the core team in the Department of Personnel in the preparation of generic job descriptions, to enable them to further revise the standards.[[16]](#footnote-17) The generic job descriptions, and their intended use by the Department of Personnel, is described below.

## Developing generic job description profiles

There are six generic positions at the top of the Cambodian civil service, equivalent to director general, deputy director general, director, deputy director, office head, and deputy office head. Together, these make up the three levels shown in the list below with each principal rank having a deputy position. Some of these have several actual titles, such as director general, secretary general, and inspector general, which are equivalent Level 1 ranks. We identified six management levels for management competency profiling and production of generic job descriptions:

* **Level 1 [senior managers]**
  + Director general [includes secretary general and inspector general]
  + Deputy director general and equivalents
* **Level 2 [middle managers]**
  + Director
  + Deputy director
* **Level 3 [junior managers]**
  + Office head
  + Deputy office head

These management responsibilities and competency profiles have been set out as corresponding to three levels (senior, middle, and junior management levels) and Annex 6 describes managerial responsibilities at each level and the key activities expected, to discharge those responsibilities.

The competency profile (see Annex 6) covers five managerial areas appropriate to central ministry responsibilities for each level of management:

1. policy and planning;
2. implementation;
3. monitoring and evaluation;
4. performance management; and
5. relationship management.

The competency profile shows (on the left side of the table), for each level the expected performance indicators that will enable reviewers to gauge whether the manager is performing appropriately for the level of the position. For example, a Level 1 manager would be expected to ‘develop and prioritise policy’, and could be judged on how well this is done. On the right side of the table is a set of knowledge and skill requirements that can be used to set out the managerial – as opposed to the technical – requirements of the job description by level. These can also be used to assess capacity development needs for staff already in position, or for staff aspiring to these positions. The knowledge and skills are arranged in an ascending hierarchy: for example, all managerial staff should have ‘knowledge of medium and annual planning processes’ used in their ministry, but only managerial staff at or aspiring to Level 1 need ‘knowledge of policy development protocols’.

## Linking management functions to job descriptions

It is intended that the Department of Personnel use these generic responsibilities and activities selectively when developing or adjusting job descriptions for the relevant positions, adapting them as necessary for specific requirements and adding such technical responsibilities and activities as are needed to flesh out particular job descriptions in the relevant directorate, department, or office. Similarly, with the competency profile, the ministry or agency can use selected aspects, combined with technical inputs, to fill in job descriptions for managerial positions.

A further use of the job description tool is in capacity development. If existing managers are considered to lack capacity then it can be used as a diagnostic tool to set out areas of knowledge and skills needed to strengthen their capacity to manage, and then generic training can be sourced to provide these knowledge or skills, or specifically tailored courses might be provided. As part of succession planning or preparing earmarked staff to prepare for promotion, courses addressing managerial knowledge and skills at various levels can be identified, and staff can be sponsored to attend.

## Management competencies and training

When we asked managers in the group interviews about the capacity needs of their staff most of the responses pointed to individual technical needs, such as IT and computer training, research skills, and writing skills. These responses covered the first three of the managerial areas listed above: policy and planning, implementation, and monitoring and evaluation.

However, there were a number of responses that, in the initial analysis, seemed not to respond to the question asked. Further analysis suggests that they relate to managerial capacities in performance and relationship management – i.e. the remaining two of the five areas. These areas cover responses such as enhancing capacity, coaching, on-the-job training, encouraging self-development and self-study, providing incentives, strengthening willingness to work, and providing opportunities. The managers in the group interviews were suggesting that they need more assistance in developing these essential managerial competencies in order to provide leadership and support to their staff.

HE the Minister alluded to such needs in his remarks at the November Steering Committee meeting, when he referred to managerial capacity as one of the major challenges facing the ministry. Subsequent discussion in that meeting pointed out that there was little or no training for managers at any level in the ministry. This lack parallels that for the teaching service where, in the past, there was little training or capacity building for those promoted to school directors. That need has now been recognised and the ministry is developing standards and training for such appointments. It may be time to consider the need for management training, and how it should be delivered. Several other ministries run their own training.

Three options for management training should be considered:

* **Task NIE to provide management training** in the five areas for all new appointees, particularly those appointed to deputy levels (and for any promoted to director general, director, or office head levels who have not received training). This would parallel the school leadership training that NIE already provides/supports. A major problem with this is that NIE is already extremely busy implementing quality improvements in teaching and school leadership, and may not have sufficient capacity to carry out this work
* **Request the National University of Management to develop and provide certificate courses** covering the five areas, and make attaining these certificates mandatory for future promotion, together with strong encouragement and subsidies for existing managers to obtain them. The university has a strong track record in providing management training up to the highest level. However, in this case the ministry would have much less control over the content and delivery of courses, though presumably it would give initial approval for the curriculum.
* **Create a new training facility altogether**: for example within the teacher training institution now being built in Phnom Penh. In this way, the ministry would have full control over content and presentation, as do other ministries with similar programmes, such as MoF and MoI. One concern would be whether the ministry could source sufficient teaching staff with the requisite background and knowledge in management to provide sufficient quality training.
* **Consider a long-term strategy for mainstreaming coaching and mentoring as a model for capacity development**. In the short and medium term, MoEYS may consider piloting a coaching model within effective teams and divisions. This may start with the use of external coaches and be progressively incorporated into the team in question, as well as steadily diffused and adopted within MoEYS as a whole. As part of this process, it would be important to incorporate coaching and mentorship processes into performance management. This is discussed in the market scoping report (supply-side assessment).

Table 11: Management competency profiles across Cambodian civil service management levels

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
|  | | | | | | | |
|  | **Management performance indicators** | | | **Management learning objectives** | | | |
|  | ***Level 3*** | ***Level 2*** | ***Level 1*** | ***3*** | ***2*** | ***1*** |  |
| **1** | **Policy and planning** |  |  |  |  |  |  |
|  | Participates in policy and planning activities | Facilitates policy, strategic papers, and legislation development process | Develops and prioritises policy |  |  |  | Knowledge of policy development protocols |
|  |  |  |  | Knowledge of policy research and analysis methods |
|  |  |  |  | Knowledge of the executive/legislative decision- making process |
|  |  |  |  |  |  |  | Knowledge of long-term planning processes |
|  | Prepares annual workplan | Prepares annual and medium-term workplans | Leads medium- and long-term strategic planning |  |  |  | Knowledge of medium-term and annual planning processes |
|  |  |  |  |  |  |  | Skill to identify policy options and to state the feasibility and expected outcomes of each policy option |
|  |  |  |  |  |  |  | Skill to prepare briefing papers on policy issues |
|  |  |  |  |  |  |  | Skill to write clear and concise policy statements |
|  |  |  |  |  |  |  | Skill in preparing clear and logical plans |
|  |  |  |  |  |  |  | Skill in writing plans incorporating priorities and time frames |
| **2** | **Implementation** |  |  |  |  |  |  |
|  | Manages operations | Manages department resources | Ensures policy is implemented |  |  |  | Knowledge of standards setting |
|  |  |  |  | Knowledge of financial management |
|  | Uses technical guidelines to direct operational staff | Ensures technical guidelines are practical | Maintains strategic directions |  |  |  | Knowledge of legal mandates |
|  |  |  |  | Knowledge of operational management |
|  |  | Ensures financial guidelines are practical | Ensures legal mandates are followed |  |  |  | Skill in writing clear standards for work |
|  |  |  |  |  | Skill in budgeting |
|  |  | Implements rules and standards | Sets rules and standards for ministry |  |  |  | Skill in interpreting legal mandates |
|  |  |  |  |  | Skill in prioritising work assignments to ensure completion by expected deadlines |
|  |  |  | Accounts for budget spending |  |  |  | Skill in planning, scheduling, implementing, and controlling projects and routine work |
|  |  |  |  |  |
|  | **Management performance indicators** | | | **Management learning objectives** | | | |
|  | ***Level 3*** | ***Level 2*** | ***Level 1*** | ***3*** | ***2*** | ***1*** |  |
| **3** | **Monitoring and evaluation** | |  |  |  |  |  |
|  | Monitors timely progress of annual workplan | Monitors department-related activities on a regular basis | Annual reporting of ministerial performance |  |  |  | Know how to prepare an annual report that summarises progress |
|  |  |  |  | Know how to develop a monitoring and evaluation plan to ensure timely and accurate reporting against these indicators |
|  | Monitors performance against clear standards or deadlines |  |  |  |  |  | Know how to identify suitable monitoring indicators for strategies and plans |
|  |  |  |  |  |  |  | Know how to interpret data and explain trends |
|  |  |  |  |  |  |  | Skill to apply data to assess results |
|  |  |  |  |  |  |  | Skill to edit and present arguments backed by data |
|  |  |  |  |  |  |  | Skill to develop quarterly routine monitoring forms |
|  |  |  |  |  |  |  | Skill to collect relevant data |
| **4** | **Performance management** | |  |  |  |  |  |
|  | Ensures staff competency profiles are met | Conducts periodic review of function and structure of the department | Ensures all internal systems operate efficiently |  |  |  | Knowledge of the employee development review philosophy, process, and procedures |
|  |  |  |  | Knowledge of employee counselling techniques |
|  | Manages staff motivation | Delegates authority to match responsibilities and capabilities, and holds staff accountable for agreed upon commitments | Conducts annual performance review of deputy director generals and selected personnel staff |  |  |  | Knowledge of applicable disciplinary action legislation, regulations, and procedures |
|  |  |  |  | Skill to conduct employee development review meetings |
|  | Gives clear instructions and lets people know what is expected of them, with clear deadlines | Conducts and signs off annual individual performance reports |  |  |  |  | Skill to take appropriate disciplinary and corrective action with employees for non-performance |
|  | Reports on the differences observed between the government payroll and the actual number of staff |  |  |  |  | Skill to counsel and guide employees regarding performance expectations, task completion, and overall performance issues |
|  |  |  |  |  |  |  |  |
|  | **Management performance indicators** | | | **Management learning objectives** | | | |
|  | ***Level 3*** | ***Level 2*** | ***Level 1*** | ***3*** | ***2*** | ***1*** |  |
| **5** | **Relationship management** |  |  |  |  |  |  |
|  | Ensures the integration of office work into department objectives | Provides recommendations to reform secretariats and concerned stakeholders on policy and guidelines improvement | Participates in inter-ministerial activities and committees |  |  |  | Knowledge of good development process, techniques, and strategies |
|  |  |  |  | Knowledge of international business practices and cultural dimensions |
|  |  |  |  | Knowledge of different interpersonal styles and how to effectively relate to each style |
|  |  |  |  | Knowledge of the fundamentals for building effective interpersonal relationships |
|  | Develops and maintains effective relationships with staff, colleagues, and other stakeholders | Maintains relation with involved agencies | Consults with senior stakeholders on problems encountered and provides suggestions for improvement |  |  |  | Skill in coalition building |
|  |  | Promotes a spirit of cooperation and manages disagreements with others in ways that preserve ongoing working relationships | Actively identifies and develops key partners and strategic partnership opportunities locally, nationally, and internationally |  |  |  | Skill to manage interpersonal conflicts and resolve problems with employees, colleagues, and other stakeholders |
|  |  |  |  |  | Skill to tailor their image, communication, and business manners to the positive image of themselves and the organisation |
|  |  |  |  |  | Skill to use interpersonal behaviours that contribute to cooperative relationships |

# Next steps

This review has been wide-ranging and has involved a large number of ministerial staff in supervisory or management positions. In effect, all civil service staff in managerial roles, from director generals to deputy office heads, have had an opportunity to express their views and participate in group interviews.[[17]](#footnote-18) A great deal of information was gathered and analysed from these interviews, and this will continue to be of use. The terms of reference for the Steering Committee and the Technical Working Group provide for a continued role over the next six months. Some of our recommendations can be effected immediately or in the short term, others we envisage as longer term, because of their complexity or because they depend on prior changes.

## Immediate or short-term recommendations

* **Review generic job descriptions**: This is an immediate next step and will be part of the final core team training. The training will include background and practice on revising actual job descriptions, in line with generic management-related job descriptions.
* **Review departmental summaries**: Each department, in conjunction with the relevant director general or deputy director general, should review their own two-page summaries in Annex 8 to identify clearly all functions and their associated competencies, and to incorporate any subsequent capacity needs in their Annual Operations Plan. They could use the market scoping report to identify likely training opportunities and, in conjunction with other departments, meet those needs. A database of shortlisted providers is attached separately to this report.
* **Evaluate resources against priorities**: The Department of Monitoring and Evaluation could usefully evaluate whether physical and human resources are sufficiently available for these departments to prioritise these reforms, and monitor annual reporting on their efforts and achievements for the annual congress report.
* **Management capacity needs**: One important issue raised by senior management concerning some of our restructuring proposals was the personal capacities of some of the managers involved. We recognise this as a potential difficulty which must be addressed, and we also recognise that the options for addressing this within the current civil service rules are very limited. Our suggestion would be to use the diagnostic tool in Annex 7 to examine competency needs, and to use the information in the right-hand columns to identify suitable mentoring and training to develop the desired level of competency in the individual. These measures can then be incorporated into Annual Operations Plans and funded from the CDPF. Potential suppliers of management training have been identified in the market scoping supply-side report.

## Medium-term or longer-term changes recommended

* **Considering other functional reviews**: This review has covered the 35 central departments only. As part of the functional review, OPM has trained a core team within the Department of Personnel in the functional review methodology.[[18]](#footnote-19) Using this team, management should consider conducting other reviews on a medium-term planned basis. Targets could include national institutes, sub-national offices, higher education institutions, and training institutions. As functional reviews rarely need to be undertaken within timespans of less than five to seven years, there is scope for an extended timetable of reviews.
* **Setting up a management training programme for MoEYS**: Various options for such a management training approach are canvassed in Section 8.3 above. It is recommended that a small working group be set up, under the Directorate General of Policy and Planning, to investigate and report on the best option for this. Then, once an option has been selected by senior management, it can be implemented and a programme of management training for all three levels of management can be initiated.
* **Small steps to implement change**: We have presented in the revised structure an ideal future state of the central ministry, to improve efficiency and to provide for the attainment of key reform priorities. We recognise that major restructuring is a big task and it may be too much to undertake as one step. However, we also recognise that most of the recommended changes to the structure require endorsement from the Ministry of Civil Service and the Council of Ministers, which would make moving in small steps very tedious in terms of the necessary paperwork and approvals. Senior management could consider seeking approval for a final structural format for the central ministry, but with permission to implement the changes a little at a time: for example, restructuring the directorates one at a time.

1. Anukrets are decrees, signed by the Prime Minister. Anukret 156 legally defines the functions of MoEYS, the structure down to Department level, and the functions of each part of that structure. The Minister of Education can define and create organisational units below departmental level by Prakas, but cannot alter the Anukret defined functions or structure. [↑](#footnote-ref-2)
2. These summaries are a different form of the functional matrix originally proposed and replace that matrix [↑](#footnote-ref-3)
3. Council for Administrative Reform (2012) ‘Organisational Reviews: Methodology’, Royal Government of Cambodia. [↑](#footnote-ref-4)
4. These summaries are a different form of the matrix originally proposed in the inception report (Table 1, in Section 2.1.1), and replace that matrix after inputs from HE the Minister expressing a desire for departmental summaries. [↑](#footnote-ref-5)
5. See inception report, Section 2.2. [↑](#footnote-ref-6)
6. Council for Administrative Reform (2012) ‘Organisational Reviews: Methodology’, Royal Government of Cambodia. [↑](#footnote-ref-7)
7. Manning, N. and Parison, N. (2004) ‘Determining the structure and functions of government: Program and functional reviews’, *World Bank Working Paper*, p. 45. [↑](#footnote-ref-8)
8. Council for Administrative Reform (2012) ‘Functional Reviews: Methodology’, Royal Government of Cambodia, p. 12. [↑](#footnote-ref-9)
9. For an extended discussion of capacity needs see our other reports: the functional mapping report (Section 3.5); the market scoping demand-side report (Sections 6.1 and 7.1); and the market scoping supply-side report (Section 3.2). [↑](#footnote-ref-10)
10. These are the Minister’s Cabinet, and the Internal Audit Department. [↑](#footnote-ref-11)
11. MBA Knowledge Base: [www.mbaknol.com/management-principles/principles-of-organizational-structure/](http://www.mbaknol.com/management-principles/principles-of-organizational-structure/) [↑](#footnote-ref-12)
12. We could not locate an organogram for Vietnam. [↑](#footnote-ref-13)
13. Such sub-directorates would come under the management of a specific deputy director general. Other deputy director general in the directorate would continue as currently, if they are present. [↑](#footnote-ref-14)
14. Our recommendation here follows advice from the Ministry of Civil Service. [↑](#footnote-ref-15)
15. The new Department of Scholarships is located in Ministry Support because its responsibilities cover more than one directorate. [↑](#footnote-ref-16)
16. This is described in the capacity development report. [↑](#footnote-ref-17)
17. There was limited interaction with secretaries and under-secretaries of state, who are political appointments. Several participated actively in the review, due to their roles in the FRTWG and the Steering Committee. [↑](#footnote-ref-18)
18. This is described in the capacity development report*.* [↑](#footnote-ref-19)