Kingdom of Cambodia
Nation Religion King

Ministry of Education, Youth and Sport

**Master Plan for Capacity Development
in the Education Sector, 2011-2015**

December, 2012

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Preface

The Ministry of Education Youth and Sport (MoEYS) Master Plan for Capacity Development (MPCD) is a significant step towards strengthening the Ministry's ability to implement the Education Strategic Plan (ESP), a key part of the Royal Government of Cambodia's "Rectangular Strategy Phase II". The MPCD is designed to complement the ESP and serve as a coordinating instrument for all MoEYS capacity development actions.

The MPCD addresses capacity constraints identified in the MoEYS and its subordinate institutions, targeting those which will have the biggest impact on overall performance in the long term, but also key areas that will yield benefits in the short and medium terms. Building domestic research capacity in education and linking that with strategic decision-making will help ensure that quality and relevant learning for our children can be provided. Improving communication flows and professionalizing administration will enable MoEYS to become more efficient and effective overall, while improved human resource management will raise productivity even in the short term. Furthermore, the MPCD supports Deconcentration and Decentralization by working to ensure national and sub national levels have clear roles and the legislation to support them in these roles.

The MPCD also represents a continuation of the process of increasing Royal Government of Cambodia ownership of its own development processes, following up on the achievement of developing the ESP. As such, the MPCD creates a platform for increasing harmonization and alignment of development partner support. As a program of the government and not a project tied to specific funding, the MPCD promotes development partners to contribute in the ways that best take into consideration their own comparative advantages.

The MPCD is the result of analytical and consultative work at national and sub national levels by the Capacity Development Technical Sub-Working Group of MoEYS, under the strategic guidance of the Capacity Development Steering Committee.

MoEYS would like to extend its profound gratitude to these committees; the individual technical departments; Provincial Offices of Education, Youth and Sport; and development partners in contributing to the preparation of this plan.

MoEYS urges all development partners to commit to supporting implementation of the MPCD.

Phnom Penh, December 27, 2012

IM SETHY

Minister,
Ministry of Education, Youth and Sport

Acronyms and Abbreviations

ADB	Asian Development Bank
AOP	Annual Operational Plan
ASEAN	Association of South East Asian Nations
CAR	Council for Administrative Reform
CDPF	Capacity Development Partnership Fund
CDRI	Cambodia Development Resource Institute
CLC	Community Learning Centre
CRDB	Cambodian Rehabilitation and Development Board
CSO	Civil Society Organisation
D&D	Decentralisation and Deconcentration
DGAF	Directorate General of Administration and Finance
DOE	District Office of Education
DTMT	District Training and Monitoring Team
ECE	Early Childhood Education
ECED	Early Childhood Education Department
EEQP	Education Equity and Quality Programme
EFA	Education For All
EMIS	Education Management Information System
ESP	Education Strategic Plan
EU	European Union
FTI-EFA	Education Fast Track Initiative for Education for All (now GPE)
GIZ	German International Cooperation
GPE	Global Partnership for Education
GSED	General Secondary Education Department
HE	Higher Education
HRD	Human Resource Development
HRMIS	Human Resource Management Information System
IBEC	Improving Basic Education in Cambodia
ICT	Information and Communications Technology
IIEP	International Institute for Educational Planning
IP3	Implementation Plan (3 years)
JICA	Japan International Cooperation Agency
MDGs	Millennium Development Goals
MoEYS	Ministry of Education, Youth and Sport
M&E	Monitoring and Evaluation

MPCD	Master Plan for Capacity Development
MEF	Ministry of Economy and Finance
NEFAC	National EFA Committee
NGO	Non-Government Organisation
NFE	Non Formal Education
NIE	National Institute of Education
NSDP	National Strategic Development Plan
OECD-DAC	Organization for Economic Cooperation and Development-Development Assistance Committee
PAR	Public Administrative Reform
PFMR	Public Financial Management Reform
POE	Provincial Office of Education
RGC	Royal Government of Cambodia
RUPP	Royal University of Phnom Penh
Sida	Swedish International Development Agency
SNA	Sub National Administration
SNDD	Sub-National Democratic Development
SSC	School Support Committee
TTC	Teacher Training College
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund

1. Rationale, Goal and Strategic Outcomes

1.1 Introduction

The MoEYS is mandated to provide all children in Cambodia with a relevant and quality learning experience. Having in place the correct, well-established institutions to deliver this is prior condition.

The Master Plan for Capacity Development (MPCD) provides for a coherent, planned and comprehensive response to making sure that the relevant capacity development needs of the individuals, and institutions of the education sector (teams, offices, departments, management, and accountability) can be met.

The MPCD will empower the leadership of MoEYS to lead a focused, sequenced and prioritised approach to capacity development. It will strengthen the implementation of the ESP 2009-2013 and underpin the success the next ESP 2014–2018.

The MPCD will support the MoEYS to respond to, the wider reform programmes of the Royal Government of Cambodia (RGC) resulting in both poverty reduction and socio-economic development.

The MPCD will lead to strengthened partnerships across government agencies, between higher education institutions and the general education sub-sector and with development partners, Non-Governmental Organisations (NGOs) and other agencies, in support of capacity development for education. The MPCD will support the education sector to take a long term perspective on capacity and institutional development and to continually assess and respond to new demands, challenges and opportunities.

1.2 Rationale

Capacity development is only effective when the individual, organisational and institutional elements, such as values, competencies, skills, incentives, mechanisms, roles and the functionality of systems (planning, monitoring, budgeting) and their interrelationships are understood. Such an understanding of 'capacity' implies a comprehensive approach to 'capacity assessment' (embracing institutional analysis) and to 'capacity development planning' (embracing a range of linked, sequenced actions to address mechanisms, roles and systems as well as skills acquisition; as part of a long-term process and supporting the broader goals of the sector).

Historically capacity assessments were focused mainly on individual department functions with little attention given to the **organic interrelationships** between them, the institutional setting and of the necessary relationship of the ministry with other institutions. Government and development partners have supported capacity development through a range of programmes and projects (including at sub-national levels) but without an overview and strategic rationale as a response to the sector requirements.

The Capacity Development Plan 2011-2013 is based on needs assessments using questionnaires and self-assessment tools, for school directors, POEs and technical departments to define their own priorities and needs. This approach helped to achieve 'ownership' and improved understanding of the perceptions of different groups of their own priority needs. The emphasis on the discrete needs of individual departments or provinces (especially within the context of possible donor funding) has sometimes resulted in capacity building that does not reflect overall sector priorities, would be best

led by another department, or better taken forward at another level. **Capacity needs assessment and planning** has so far been through additional workshops, not through the standard processes of annual review through the Education Congress and AOP.

1.3 National Priorities and Reform Programmes

The Master Plan for Capacity Development will through a strategic approach to capacity development in education, accelerate progress in implementing the reforms, supporting strengthened efficiency and accountability in finance management and resource utilisation in the sector.

National Strategic Development Plan (NSDP): The NSDP integrates the RGC's *Rectangular Strategy* for Growth, Employment, Equity and Efficiency and its Poverty Reduction Plan, in support of reaching the Millennium Development Goals.

Through the sector coordination mechanisms of the NSDP, taking a strategic and comprehensive approach to capacity development in the education sector will help to ensure that the potential of education to contribute to poverty reduction and socio-economic development is maximised.

Public Administrative Reform (PAR): The national PAR programme is managed by the Council for Administrative Reform (CAR) and supports reform of human resources management and development in line with decentralisation and capacity development for 'core capacities' including ethics, financial management, ICT/databases, law and general administration. There is a particular focus on the human resource departments of the line ministries.

Attention to the Human Resource Development (HRD)-related aspects of capacity development in the education sector will support achievement of clarity on roles and responsibilities, backed by material and non-material performance incentives. These will help to ensure that efforts to build skills and competencies will result in sustainable improvements in work practices.

Sub-National Democratic Development (SNDD) Reform: The SNDD Reform process, led by the National Committee for Sub-national Democratic Development (NCDD) and guided by IP3 (the 3-year implementation plan) of the ten-year National Programme for Sub-national Democratic Development, rests on the basic principles of (i) *democratic representation,* (ii) *popular participation,* (iii) *public sector accountability,* (iv) *effectiveness,* (v) *efficiency* and (vi) *poverty focus to achieve the MDGs.* The *Law on Administrative Management of the Capitals, Provinces, Municipalities, Districts and Khans*, also known as the *Organic Law*, alongside a range of legal frameworks, provide for the establishment of Councils and Ministry-level working groups to support implementation of the reform. Education is a priority sector for SNDD, which involves processes of functional and resource mapping at the sub-national and national levels, to be followed by review of functions, capacity assessment and identification of functions for early transfer.

The D&D mapping and review processes will support organisational analysis and capacity assessment in the education sector, which will in turn identify effective capacity building for change management, sector coordination and for implementing new responsibilities at the sub-national levels.

Public Financial Management Reform (PFMR) Programme: The PFMR Programme is led by the Ministry of Economy and Finance and has been underway since 2004. It has the overarching goal of more effective use of public resources to achieve policy

results. The reforms are taking place through four sequenced 'platforms' to progress towards the integration of budgeting, accountability and financial/ performance review. It is envisaged that the reforms will also support aid effectiveness by making possible the greater use of government systems. Education is a priority sector for PFMR.

1.4 Education Sector Priorities

The MPCD is designed to support the achievement of Cambodia's Vision and Goals for the education sector as established in the Education Strategic Plan 2009-2013 (ESP).

The **Vision** of MoEYS is '*to establish and develop human resources of the very highest quality and ethic in order to develop a knowledge-based society within Cambodia'*. The Ministry envisages '*a time when graduates from all its institutions will meet regional and international standards and will be competitive in the job markets worldwide and act as engines for social and economic development in Cambodia*'.

The **Immediate Objective** of MoEYS is '*to ensure that all Cambodian children and youth have equal opportunity to access quality education, consistent with the Constitution and the Royal Government's commitment to the UN Convention on the Rights of the Child, regardless of social status, geography, ethnicity, religion, language, gender and physical form*'.

To achieve the Immediate Objective, MoEYS is implementing three policy priorities, which are:
1. Ensuring Equitable Access to Education Services;
2. Improving the Quality and Efficiency of Education Services; and
3. Institutional and Capacity Development for Educational Staff for Decentralisation

The Master Plan will support capacity development in the education sector mainly related to Policy Three and the objectives of the ESP for 2009-2013 and subsequent ESPs.

In **Policy Three**, the MoEYS identifies institutional and capacity development as priorities needed to achieve the equity, access and quality objectives and the long term vision and goals for the education sector in Cambodia. It is clearly stated that effective capacity development focused on schools, districts and provinces, especially those that are disadvantaged or under achieving, underpins the implementation of access and quality strategies under Policies One and Two, the three policy priorities are recognised as inter-dependent.

The ESP describes the implementation of the three priority policies across different levels, departments, sub-sectors and programmes of the education sector. In the current ESP (2009-2013), Policy Three Program 5 'Program support, Education Management and Good Governance plays a significant role in all ESP programmes and sub-programmes

1.5 Capacity Development Principles

The MPCD is grounded in a shared understanding of 'Capacity Development' the principles of which are:

✓ **Capacity is the individuals, groups, teams, offices and departments, institutions of the whole education sector and how these are organised.**

The capacity of organisations and institutions is a function of:
- the competencies, skills and motivation of individuals
- the functionality of the various systems and processes, mechanisms, communications
- linkages between different systems, units and administrative levels
- the overarching strategy, leadership and good governance.
- the national culture as well as the institutional culture of the Ministry and the norms regulating behaviour within it.

✓ **'Capacity' is *relative* to the specific context, needs and goals which change and are adjusted over time. Capacity both drives and responds to change**.
Capacity development should always build on existing strengths and capabilities.

✓ **Capacity Development is about building knowledge, acquiring skills, having resources, building, changing and adjusting institutions ensuring sustainability and monitoring the environments in which they operate**.
"Capacity is the ability of individuals, groups and organisations to perform functions effectively, efficiently and sustainably. Having capacity is having leadership skills, being able to plan, to implement, to monitor and mobilise. It is the ability to do the job and to deliver services effectively. Having capacity is not just having competencies (knowledge, skills). It is also about the effective use of human resources: people *wanting* to use them and *being able* to use them. In this sense, capacity development should seek *not only* to build capacity *but also* to retain capacity, improving the utilisation of capacity and to retrieve capacity for sustainable institutional legacy". *Concept Paper on Capacity Development in the Cambodian Civil Service 2007* (Council for Development and Rehabilitation of Cambodia)

✓ **Capacity Development is an active process that is owned by the persons, teams or organisations resulting in their progressive empowerment.**
This includes individuals' increasing ability to assess and plan their own capacity development needs and priorities. To be effective, strategies and approaches must be set within the **socio-cultural context** of Cambodia and take account of the existing **institutional cultural and societal norms**.

✓ **Capacity development requires participatory analysis of what capacities are present in relation to what is required (or will be required in the future); followed by a planned process to build on strengths and address weaknesses.**
Resources and efforts should be focused on prioritised, planned strategies, rather than routine or ad hoc activities.

✓ **Capacity Development is a complex and long term process.**
Careful monitoring, flexibility and awareness that the process is not always linear and may be affected by external events.

✓ **Capacity Development results in improved aid effectiveness**.
Effective capacity development should lead to reduced overall aid dependence in the long term, lessened need for external technical assistance and increased possibility of using government systems.

1.6 Goal, Purpose and Strategic Outcomes for Capacity Development

The overall **goal** of the Master Plan is:

> *A fully capable and coherent education sector supported by effective mechanisms for collaboration, functional systems for planning and management and competent human resources, thereby enabling the implementation of the ESP.*

The **purpose** of the Master Plan is:

> *Human resources, systems, mechanisms and institutional culture within MoEYS provide effective policy development, efficient planning and management and effective service delivery.*

To achieve the goal the Master Plan is built around 7 Strategic Outcomes. The Strategic Outcomes are closely aligned to the Sub-Programmes of the ESP.
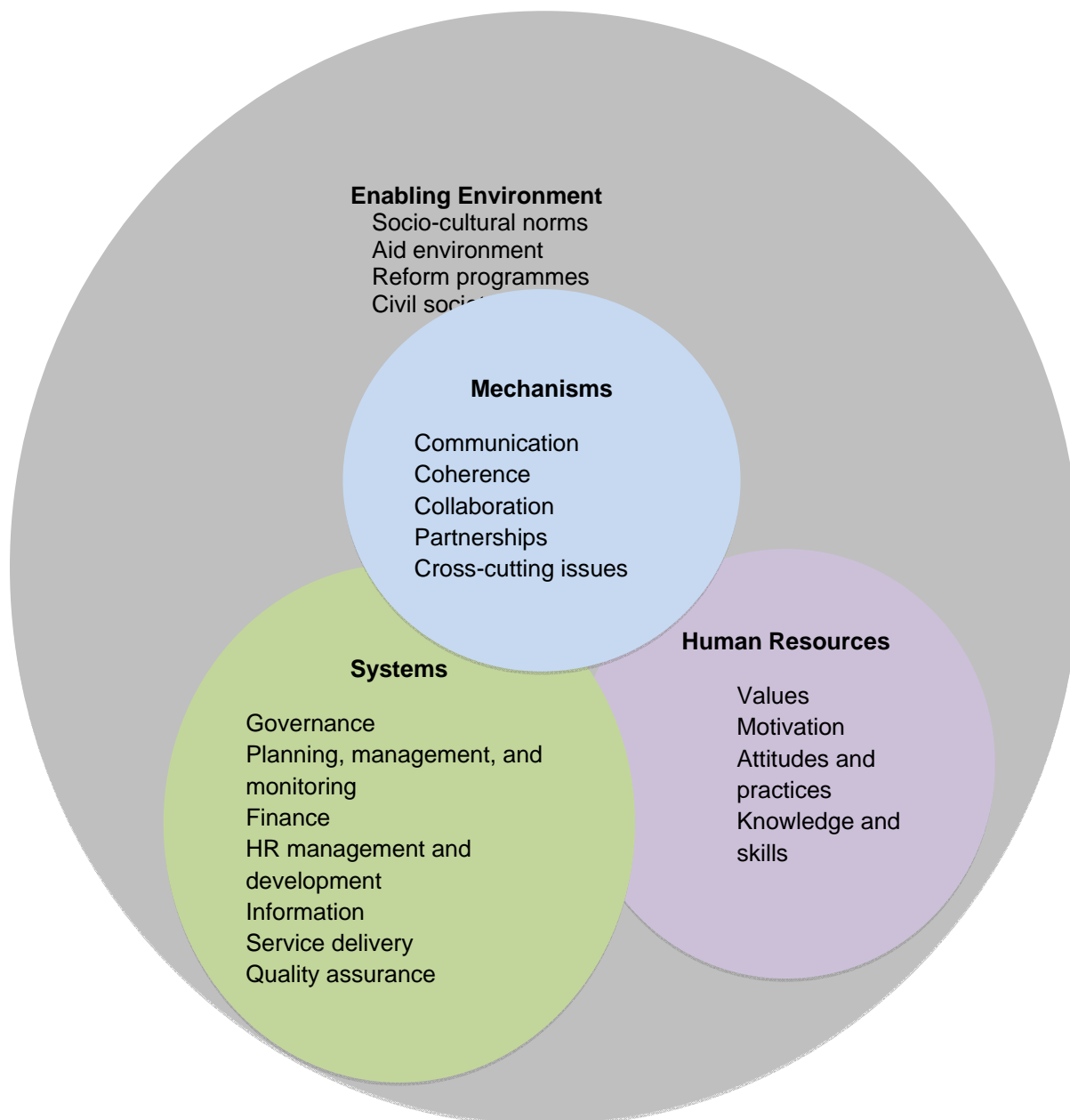
- **Strategic Outcome 1**
  Senior managers and directors at the national and sub-national levels deliver the agreed sector goals and outcomes with strong coherent and coordinated work of POEs, DOEs and Sub National Administrations (SNAs)

- **Strategic Outcome 2**
  Strong systems and human capacity for analysis, planning, monitoring, review and evaluation at all levels

- **Strategic Outcome 3**
  Legislation and SNDD reform supported and implemented in the education sector

- **Strategic Outcome 4**
  Systems to manage, develop and incentivise human resources operating effectively, efficiently and equitably; and for effective administration, ICT and information management

- **Strategic Outcome 5**
  Financial management and audit systems functioning efficiently

- **Strategic Outcome 6**
  Good governance of all education programs and effective education quality assurance

- **Strategic Outcome 7**
  National Institute of Education (NIE) and relevant higher education institutions conducting education management training and providing relevant, high quality research and learning across the education sector

2. A Framework for Capacity Development

The Master Plan will use a simple framework (*Figure 1*) which has been adapted for the Cambodian context based on a number of international and regional models.[1] The

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[1] The model is based loosely on the '7S' Model of Organisational Development which identifies seven key, independent organisational variables: *Structure, Strategy, Systems, Shared Values, Skills, Staff* and *Style*. It also draws ideas from an adaptation of 7S for the education sector context, presented in UNICEF '*Developing Rights-Based Education SWAps in South Asia: From Evidence to Action*' (2008).

framework can be used for conceptualising, analysing and addressing capacity and institutional development. It identifies four basic, inter-related elements of capacity development. **Figure 1: A Capacity Development Framework**

Enabling Environment
Socio-cultural norms
Aid environment
Reform programmes
Civil soci...

Mechanisms

Communication
Coherence
Collaboration
Partnerships
Cross-cutting issues

Human Resources

Values
Motivation
Attitudes and
practices
Knowledge and
skills

Systems

Governance
Planning, management, and
monitoring
Finance
HR management and
development
Information
Service delivery
Quality assurance

The Enabling Environment: Education systems are not 'closed' systems (i.e. consisting solely of formalised government structures with a clear education remit operating in isolation). An education system operates within the **culture, power relationships and social norms** of the country which govern the interaction between people and organisations. Other parts of the Government influence and interact with the education system, as do systems of governance, law and regulation; in particular, the degree to which these support consultation, participation and responsiveness to local contexts in the delivery of education. The relationship between civil society and the Government also has an important impact on the education system and the sector as a whole.

The sector environment includes the 'users' of education services, namely learners, parents and community members. Their capacity to support schools and education programmes locally, as well as monitoring quality and accountability, is vital to achieving education sector goals. The capacity of development partners and private sector agencies that support education either directly or indirectly at different levels, are also part of the sector. Attention to strengthening the effectiveness of the contributions and interactions of these wider players will help to maximise progress on capacity development within the sector.

Human Resources: The departments and institutions of the education sector are ultimately formed by the people who are a part of them. However, capacity development is not just a matter of ensuring that individuals have the necessary skills, knowledge and understanding to carry out their technical tasks and roles. A range of wider, more general competencies is required. Effective **leadership**, at the senior level but also of teams, departments and units, is essential; and in the context of change or reform such skills include '**change management**', implying flexibility and tolerance of uncertainty. The creation of effective, **learning** organisations requires that people are able to communicate effectively, work in teams, share information and manage their time and tasks. Motivation is often linked to the extent to which people in an organisation have **shared values** and a **common** sense of **mission** and purpose. Hence the development of human resource implies a broad range of strategies and approaches (not just training workshops) to support the development of a complex mix of competencies, values and behaviours.

Systems: The education sector is underpinned by a range of interlocking systems. Each of these needs to function smoothly for the education system as a whole to be effective. Without well-functioning systems, even where individuals and teams have strong skills, these will not be put to best use. For example, a school principal with excellent inter-personal and mentoring skills, will still be constrained in supporting effective school development if there are no clear, well-understood systems for creating school development plans, allocating and channelling adequate funding to schools or monitoring. In addition, for people to be able to exercise their skills and 'add value' to the work of their team or department, they also need to have appropriate authority, good management and performance incentives, which imply attention to creating HRD systems. Annex 2 provides more information on the management systems in the sector.

Mechanisms: The effective mobilization of human resources and the functionality of the systems depend on the effectiveness of mechanisms that are in place to support **coherence, coordination and collaboration** at different administrative levels. An obvious set of mechanisms are the vertical lines of formal management and reporting. For an effective education system, there should be mechanisms in place to support:

- senior leadership to have a strategic overview of the sector and to ensure overall coherence and direction;
- consultation and participation with the main stakeholders of education;
- mainstreaming of gender, equity and other cross-cutting issues;
- linkage to cross-government reform programmes;
- coordination of development partner support and assessment and application of learning from development partner-supported programmes
- horizontal communication and joint working, for example across technical departments and where relevant across sectors;

Section 2 provides details regarding the type of capacity development activities under each strategic outcome as well as the relevant ESP sub-programmes.

3. Implementation Framework of the Master Plan

The Implementation Framework sets out the Strategic Outcomes, the relevant ESP Sub-Programmes and the responsible departments or implementing partners. There is a description of the scope of the strategic outcome and the objective targets to be achieved by 2015. It also establishes the types of main activities which correspond to the strategic outcome and ESP sub-programme. This is the framework that Technical Departments, POEs and DOEs should use to plan their strategic capacity development priorities in the AOPs.

Responsible departments and POEs should identify appropriate annual targets in the AOP which will be monitored and reported upon at the end of the year. These should be developed while keeping the 2015 target in mind. As far as possible, activities to support capacity development will be set under the existing headings under *Main Activities.* Existing headings may be adjusted slightly, or a limited number of new headings added, to accommodate relevant capacity development activities. In the AOP, more detailed sub-activities should also be included under the Main Activities.

AOPs will be the mechanism for the annual planning and implementation of the sequence of specific activities and sub-activities that will enable the achievement of the Strategic Outcomes. Capacity development strategies and activities will therefore be fully integrated with other strategies and activities of the departments, provinces and districts. It is intended that the implementation of capacity development strategies will be reported upon during the Education Congress.

3.1 Strategic Outcomes, Scope, Targets, Activity and Baseline

Strategic Outcome 1
Senior managers and directors at the national and sub-national levels deliver the agreed sector goals and outcomes with strong coherent and coordinated work of POEs, DOEs and Sub National Administrations (SNAs)

Relevant ESP Sub-Programmes	Responsible institution
2.1 Strengthening the Quality and Efficiency of Higher Education 5.1 Policy Development and Strengthening of Educational Planning System	▪ MoEYS senior leaders, middle managers and Vice Chiefs ▪ NIE ▪ Royal University of Phnom Penh (RUPP) ▪ POEs ▪ DOEs

Scope

Leadership, change management and management capacity at all levels of education administration. The outcome will directly support effective SNDD and will include actions that focus on the overall institutional development of POEs and DOEs.

2015 Targets	2011 Baseline
▪ 100%of senior and middle managers have received leadership and management training ▪ 100% of Chief/Vice Chiefs and POE and DOE Directors have received leadership/management	Only ad hoc training

Main Activities

Training and continuing professional development for managers and leaders
- Training/continuing professional development programmes conducted by NIE
- Trainings/continuing professional development programmes conducted from within MoEYS
- Opportunities to attend RUPP Education Master's, IIEP Advanced Training Programme, IIEP Specialised Courses or others
- Training programs in cooperation with national and international organisations

Support to organisational development of POEs and DOEs
- NGO support to POEs
- Support linkages between POEs and DOEs and schools

Strategic Outcome 2	
Strong systems and human capacity for analysis, planning, monitoring, review and evaluation at all levels	
Relevant ESP Sub-Programmes 5.1 Policy Development and Strengthening of Educational Planning System	**Responsible institution** ▪ DGAF ▪ DGE ▪ Department of Planning and relevant Technical Departments ▪ POEs and DOEs

Scope
Continued strengthening of cycles of analysis, planning, monitoring, review and evaluation. There will be a particular focus on capacity at the sub-national levels for planning, supporting by analysis and use of data. This outcome includes the planning and strategic level monitoring of capacity development itself though the establishment of an implementation process for the Master Plan for Capacity Development.

2015 Targets	**2011 Baseline**
▪ Forthcoming ESP 2014 – 2018 is built on in-depth sub-sector planning	▪ ESP 2009 – 2013 is structured according to 5 Programmes
▪ 15 provinces have provincial ESPs 2014 – 2016	
▪ 60 districts have district AOPs	▪ 0 provinces have ESPs
▪ EMIS data is analysed accurately to diagnose sector performance in education congress reports in 15 provinces	▪ 5 districts have district AOPs ▪ Less than 10 provinces analyse EMIS data accurately in their education congress reports
▪ Tools are developed and piloted to assess the impact of capacity development activities	▪ There is a DGE and TTD evaluation tool to analyse short and long-term training but it is not used
▪ Disaster preparedness plan is developed	▪ No disaster preparedness plans in the education sector

Main Activities

Building capacity and mechanisms for ESP and AOP
▪ Training programmes and other capacity-building activities for sub-national levels
▪ Development and trialling of guidance and processes for sub-national AOP
▪ Development of process and mechanisms for preparation of new ESP
▪ Development of integrated plans for disaster-preparedness

Training and continuing professional development for Department of Planning
▪ Technical adviser to support mentoring of DOP staff and teams in specified areas (planning and EMIS)
▪ Support from IIEP (distance and face to face) through the Advanced Training Programme, Specialised Courses and in-country workshops
▪ Other capacity-development activities, including study tours

Training and other capacity development opportunities to build sub-national planning and M&E skills
- Training programmes for data analysis and use, EMIS and statistics
- Training programmes in planning skills
- Training programmes and monitoring and evaluation

Training and other capacity development opportunities related to sector reviews and Education Congresses at national and sub-national levels
- Strengthening analysis of sector performance and engagement of stakeholders
- Strengthening mechanisms for review of ESP

Implementation and monitoring of the Master Plan for Capacity Development
- Trial implementation of Master Plan through AOP 2013
- Support for completion of baseline and establishing monitoring system

Strengthening development partner coordination mechanisms
- Strengthen education JTWGs at provincial level
- Establish education JTWGs at district level

Strategic Outcome 3
Legislation and SNDD reform supported and implemented in the education sector

Relevant ESP Sub-Programmes 5.10 Strengthening Legislation in the Education Sector	**Responsible institution** - Department of Legislation and relevant Technical Departments - Government

Scope
Ensuring sufficient capacity to take forward an effective SNDD reform process in the education sector. New roles, responsibilities and structures should be grounded in education effectiveness. There should be a strong legal basis for the entities to take on the new roles that are identified for transfer of functions.

2015 Targets - Plans developed regarding the transfer of functions, human and financial resources to sub-national levels in the education sector - Structure, administrative roles and duties at sub-national levels and amongst SNAs adapted according to SNDD reform	**2011 Baseline** - There is a draft Functional Mapping report - MoEYS Guideline No. 3767 and No. 505 in 1999 on POE and DOE structure and roles, not for SNAs

Main Activities

Training and continuing professional development related to legislation
- Technical adviser to support mentoring of staff and teams
- Other capacity development activities, including study tours on decentralisation approaches
- Train and develop capacity related to legislation and implementation of legislation

Preparing SNAs, POEs and DOEs for new roles and structures
- Develop capacity mapping and resources
- Prepare to analyse duties for Functional Review reports and D&D Policy in the Education Sector
- Prepare and develop new roles and duties and structures for sub-national levels
- Try to transfer some functions to SNAs

Development of SNDD legislation and documentation
- Develop Prakas on roles and duties of administration at sub-national levels (PoE, DoE and schools)
- Develop and disseminate the implementation of regulations
- Monitor and evaluate the capacity building

Strategic Outcome 4
Systems to manage, develop and incentivise human resources operating effectively, efficiently and equitably; and for effective administration, ICT and information management

Relevant ESP Sub-Programmes	**Responsible institution**
5.4 Management and Strengthening the Efficiency of the Human Resource 5.13 Developing and Strengthening the Efficiency of Education Administration 5.9 Development of ICT Usage 6.2. Gender Mainstreaming Programme	- Department of Personnel - Department of Administration - Department of Information and ASEAN Affairs - National EFA Committee Secretariat - POEs

Scope
This outcome responds to the need to build up the human resources that are at the heart of effective service delivery. It also addresses the need for effective systems for general administration, ICT and information management that support the smooth and efficient day-to-day working of all officers and departments. The outcome is in part concerned with effective and equitable deployment, that the 'right person is in the right place at the right time'. However, given constantly changing needs and priorities, it is equally about ensuring all personnel have opportunities, on an equitable basis, for continuing professional development and the updating of skills and knowledge. Additionally, it concerns the development of systems to ensure that there are both material and non-material incentives and rewards for improved performance, as well as development of generic skills of English language and ICT.

2015 Targets	2011 Baseline
▪ 15% of middle managers are women ▪ 10% of top leaders are women ▪ 24 POEs use HRMIS to identify strategic training needs amongst their staff ▪ A basic Staff Performance Appraisal system is in use, supported by clear guidelines ▪ The teacher class ratio at primary, lower secondary and upper secondary levels is: 1.0, 1.7 and 2.0 respectively ▪ The pupil class ratio at primary, lower secondary and upper secondary levels is: 35 (grades 1 to 3), 40 (grades 4 to 6), 35 and 35 respectively ▪ HR Policy is disseminated and implemented in 24 POEs	▪ 0 POEs use HRMIS to identify strategic training needs amongst their staff ▪ There is a DGAF manual related to performance management principles however it is very general and not in use ▪ The teacher class ratio at primary, lower secondary and upper secondary levels is: 0.8, 2.0, and 3.4 respectively ▪ The pupil class ratio at primary, lower secondary and upper secondary levels is: 37 (grades 1 to 3), 36 (grades 4 to 6), 45 and 48 respectively ▪ The HR Policy is under development

Main Activities

Training and continuing professional development for Department of Personnel
- Technical adviser to support mentoring of staff and teams
- Other capacity-development activities

English language training
- Coordination of English Language training programmes
- Other foreign languages

Improving the clarity and functionality of job descriptions/job specifications
- Review functions and structures of instructions

Developing HRMIS and capacity to use it
- Developing HRMIS system of 70% at DoE
- Training in analysing HRMIS use

Strengthening the implementation of staffing norms
- Review the implementation of regulations
- Disseminate the implementation of human resource policy
- Strengthen the implementation of norm use of educational staff

Developing staff retention and staff performance appraisal systems
- Developing frameworks and mechanisms

Strengthening administration and documentation systems
- Upgrading filing and documentation systems
- Preparation and dissemination of guidance

ICT training
- Coordination of externally-provided ICT training programmes
- IT training (update)

Gender mainstreaming
- Establishing mechanisms for mainstreaming gender across all departments, levels and programmes
- Disseminate implementation guidelines

Improving the physical/ material resourcing of Technical Departments, DOEs and POEs
- POE resourcing
- DOE resourcing
- Technical Department resourcing

Strategic Outcome 5
Financial management and audit systems functioning efficiently

Relevant ESP Sub-Programmes	**Responsible institution**
5.5 Strengthening Financial Planning and Management	• Department of Finance
5.6 Strengthening of Internal Audit	• Department of Internal Audit
5.8 Administrative and Financial Inspection	• Department of Planning
5.12 Strengthening the Management of State Assets	• Inspectorate of Administration and Finance
	• Department of Materials and State Assets

Scope
This outcome responds to the need to further strengthen all aspects of financial management to achieve efficiency, transparency, accountability and value for money in education service delivery.

2015 Targets	**Baseline 2011**
• Programme-based budget expenditure rate is 95%	• Programme-based budget expenditure rate is 92%
• 50% of central offices are audited	
• 80% of DOEs are audited	• 21% of central departments were audited
• 20% of schools and public education institutions are audited	• 82% of DOEs were audited
• All institutions and POEs have proper state asset inventory lists	• 10% of schools were audited
• The Budget Strategic Plan reflects the priorities identified in the Education	• 20% of institutions and PoE have the lists of state assets

Congress Report ▪ 18 PoEs have been inspected per year ▪ 55 DoEs have been inspected per year ▪ 240 state institutions have been inspected per year	▪ The Budget Strategic Plan is not clearly linked to the priorities identified in the Education Congress Report

Main Activities

Strengthening financial management systems
- Analysis and revision of school operating budgets ensuring flexibility
- Timely disbursement and liquidation of school operating budgets
- New accounting implementation plan of Ministry of Economic and Finance
- Monitor and audit finance and inspection

Training and continuing professional development for financial management, audit and inspection
- Technical assistance to support public financial management
- Other training and capacity development activities

Strengthening Audit systems
- Development and dissemination of Audit manual
- Implement procurement system in accordance with Ministry of Economy and Finance

Training and continuing professional development for audit and inspection
- Technical assistance to support Internal Audit Department
- Other training and capacity development activities

Strategic Outcome 6
Good governance of all education programs and effective education quality assurance

Relevant ESP Sub-Programmes	**Responsible institution**
1.1 Expansion of ECE	▪ Department of ECE
1.2 Strengthening the Quality and Efficiency of Primary Education	▪ Department of Primary Education
1.3 Strengthening the Quality and Efficiency of Secondary Education	▪ Department of General Secondary Education
1.5 Expansion of Non Formal Education	▪ Department of Non Formal Education
5.2 Development of Pre-Service and In-service Teacher Training	▪ Department of Teacher Training
5.3 Development of Curriculum, Instructional Materials and Textbooks	▪ TTCs
5.7 Monitoring and Evaluation of Education Sector Performance	▪ Department of Education Quality Assurance

5.11 Strengthening the Management of Educational Infrastructure	- Department of Curriculum Development - Department of Construction - Department of Vocational Orientation Training - SNA

Scope
Building strong management capacity and effective systems at the school/ community and District levels; alongside improving the capacity of the general education departments that are central to ensuring that education inputs result in improvements in completion rates and learning outcomes.

2015 Targets	**2011 Baseline**
40% of primary and lower secondary principals have received training on management and leadership 70% of primary schools receive one support visit per month from Training and Monitoring Team (DTMT) - The different units involved in ECE implement their roles correctly (Commune Councils, DOEs and POEs) - NFE target – to add 80% of primary and secondary schools have a SSC which meets once a term - An education quality assurance framework is in place	

Main Activities
School principal training and professional development (Teacher Training Department, Primary Education Department, Secondary Education Department, NGOs)
- Develop school principal training framework
- Train school director about gender mainstreaming

Strengthening Capacity of SSCs and Communities to participate in school management and development (Teacher Training Department, Early Childhood Education Department, Primary Education Department, General Secondary Education Department, Development Partners)
- Revise SSC guidelines and train SSC

Develop capacity and structures of DTMTs and school clusters and Primary and Secondary Education (Teacher Training Department, Early Childhood Department, Primary Education Department, General Secondary Education Department, Development Partners)

Strengthen mechanisms for quality assurance (Department of Education Quality Assurance)

Develop management capacity and frameworks for ECE (ECE Department)

▪ Strengthened capacity of communities and commune councils to manage ECE **Develop management capacity and structures for NFE** (NFE Department and Development Partners) ▪ Development of NFE networks ▪ Support to CLC management	

Strategic Outcome 7

National Institute of Education (NIE) and relevant higher education institutions conducting education management training and providing relevant, high quality research and learning across the education sector

Relevant ESP Sub-Programmes	**Responsible institution**
2.1 Strengthening the Quality and Efficiency of Higher Education 2.2 Strengthening the Quality and Efficiency of Masters and PhD Programmes	▪ Dept. Higher Education ▪ NIE ▪ RUPP ▪ Dept. Scientific Research ▪ NGOs (members of NEP)

Scope

Responding to two identified priorities, both of which relate not only to building capacity, but also to sustaining it over time. One is the need for a more comprehensive and sustainable approach to continuing professional development of education leaders, managers and administrators. The capacity of NIE will be developed to perform this role and to progress towards becoming a national 'centre of excellence'. The second is the need for high quality research, analysis and learning, in line with ASEAN standards. This will inform 'evidence-based' policy making and effective practice in the education sector. Building up relevant educational research institutions (or departments) will increase the availability- and ongoing generation- of high quality domestic research and learning, whilst reducing dependence on external support to research. This will support improved contextualisation and use of evidence in policy-making, in turn strengthening education outcomes.

2015 Targets	**2011 Baseline**
▪ NIE conducts training on education administration for MoEYS officials ▪ RUPP produces relevant research on the education sector related to MoEYS policies and programmes ▪ Framework for research policy and ethics have been prepared	▪ NIE does not conduct any training on education administration ▪ RUPP has conducted research on education but not commissioned by MoEYS ▪ There is no framework for research policy or ethics in place

Main Activities

Strengthening of NIE
- Institutional twinning with IIEP
- Capacity development and training activities for staff and lecturers/ trainers

Strengthening of RUPP and other identified HE institutions to support education research

- Institutional twinning with IIEP
- Capacity development and training activities for staff, lecturers and researchers.
- Research activities
- Development of research policy and frameworks
- Action research pilots
- Preparing policy for research framework and ethics
- Identify objectives of priority research programmes for research activities in educational fields
- Journal for Cambodian science research
- Strengthening data management system of existing research teams in higher education institutions
- Creating and strengthening structures to coordinate meetings between researchers and providing opportunities in showing research results in national and international conferences
- alliances between higher education institutions with connected research and service and production fields
- Strengthening relationships between national and international research institutions, common joint research and international cooperation

Strengthening of NGOs to support relevant research in the education sector

- Support to NGOs

3.2 Monitoring and Evaluation Framework – Targets and Baselines

Strategic Outcome 1	
Senior managers and directors at the national and sub-national levels deliver the agreed sector goals and outcomes with strong coherent and coordinated work of POEs, DOEs and Sub National Administrations (SNAs)	
2015 Targets	**2011 Baseline**
Education sector policy and goals being met, reviewed and adjusted with effective horizontal and vertical information flows. Agreed quality assurance goals being met.	Ad hoc training and no underlying needs assessment nor capacity plan
Vice Chiefs and DOE Directors implement, monitor, adjust and support service delivery reflected in ESP monitoring, AOP, education outcomes	Ad hoc training and no underlying needs assessment nor capacity plan
Strategic Outcome 2	
Strong systems and human capacity for analysis, planning, monitoring, review and evaluation at all levels	
ESP 2014 – 2018 is built on (designed, monitored, adjusted) through in-depth sub-sector planning	ESP 2009 – 2013 is structured according to 5 Programmes
15 provinces have provincial ESPs 2014 – 2016	0 provinces have ESPs
60 districts have district AOPs	5 districts have district AOPs
EMIS data is analysed accurately to diagnose sector performance in education congress reports in 15 provinces	Less than 10 provinces analyse EMIS data accurately in their education congress reports
Tools effectively assess the impact of capacity development activities	There is a DGAF evaluation tool to analyse short and long-term training but it is not used
Disaster preparedness plan is developed and implemented	No disaster preparedness plans in the education sector
Strategic Outcome 3	
Legislation and SNDD reform supported and implemented in the education sector	
Plans developed regarding the transfer of functions, human and financial resources to sub-national levels in the education sector	There is a draft Functional Mapping report

Structure, roles and duties at sub-national levels and amongst SNAs adapted according to SNDD reform	MoEYS Guideline No. 3767 in 1999 on POE and DOE structure and roles. None for SNAs

Strategic Outcome 4
Systems to manage, develop and incentivise human resources operating effectively, efficiently and equitably; and for effective administration, ICT and information management

15% of middle managers are women	
10% of top leaders are women	
15 POEs use HRMIS to identify strategic training needs amongst their staff	
A basic Staff Performance Appraisal system is in use, supported by clear guidelines	System being designed and negotiated
The pupil class ratio at primary, lower secondary and upper secondary levels is: 35 (grades 1 to 3), 40 (grades 4 to 6), 35 and 35 respectively	The pupil class ratio at primary, lower secondary and upper secondary levels is:37 (grades 1 to 3), 36 (grades 4 to 6), 45 and 48 respectively

Strategic Outcome 5
Financial management and audit systems functioning efficiently

Programme-based budget expenditure rate is 95%	Programme-based budget expenditure rate is 93%
A clear procurement system is developed	
50% of central offices are audited	21% of central departments were audited
80% of DOEs are audited	82% of DOEs were audited
20% of schools and public education institutions are audited	10% of schools were audited
All institutions and POEs have proper state and development partner asset inventory lists	
The Budget Strategic Plan reflects the priorities identified in the Education Congress Report	The Budget Strategic Plan is not clearly linked to the priorities identified in the Education Congress Report

Strategic Outcome 6		
Good governance of all education programs and effective education quality assurance		
	Quality Assurance system standards achieved by 40% of primary and lower secondary principals who have received training on management and leadership	No general Quality Assurance system nor standards in place
	70% of primary schools receive one visit per month from District Training and Monitoring Team (DTMT) members	
	The different units involved in ECE implement their roles appropriately (Commune Councils, DOEs and POEs)	
	80% of primary and secondary schools have a SSC which meets once a term	
	An education quality assurance framework is in place	
Strategic Outcome 7		
National Institute of Education (NIE) and relevant higher education institutions conducting education management training and providing relevant, high quality research and learning across the education sector		
	NIE Prospectus has a range of course options responding to MoEYS needs and linked to a professional development framework	NIE does not conduct any training on education administration
	RUPP research on the education sector related to MoEYS policies and programmes reported in journals, the Congress and used to inform policy	RUPP has conducted research on education but not commissioned by MoEYS

Annex 1 Capacity Development Approaches

Each Strategic Outcome will be implemented through a variety of capacity development approaches. These approaches cover the three central elements of the Capacity Development Framework, namely human resources, systems and mechanisms. As far as possible, approaches will be implemented that support the fourth element, the enabling environment.

Approaches for Developing Human Resources

This set of strategies will support the development of shared values, motivation, competencies, skills and effective working practices of individuals or teams. The approaches will include, but are not limited to:

✓ **Participatory needs analysis** Effective capacity development should be based on understanding of what are the needs, in particular from the perspective of the target groups. Participatory needs analysis will therefore be an integral part of the range of strategies set out below.

✓ **Continuing professional development programmes in management.** An important approach will be the development and implementation of comprehensive and sustainable continuing professional development programmes in education leadership and management. These will target every level, in particular focusing on the sub national levels and school principals, as well as senior managers at the central level. The approaches taken will support the personnel and senior managers to actively reflect on their own practice and become agents of change. The training will be linked to on-the-job support and follow-up in order for the trainees to practise using new approaches. The continuing professional development programmes will cover a wide range of areas relevant to the specific target groups, including change management, leadership, team-building, general management and planning skills and addressing cross-cutting issues.

✓ **Focused training programmes.** There will still be an important place for short-term training programmes which focus on developing more specific skills and competencies. These will include trainings run by MoEYS Technical Departments or POEs as well as support for specific staff members to benefit from external programmes. The effectiveness of these training programmes relies on the fact that workshops should be:
  - linked to overall plans, for example a planned series of inputs to achieve a specific departmental, provincial or district objective;
  - learner-centred (i.e. focused on what the trainees actually experience and learn);
  - accurately tailored to the needs of the target group through joint assessment of trainees' self-identified priorities and the needs of the wider system and links to job descriptions;
  - of high quality (competent trainers, style is appropriate to content and learning objectives, approach mitigates inherent weaknesses of cascade models);
  - linked to systems for follow-up, in which learners have recourse to support if necessary. (e.g. this could include support from 'experts', peers, distance learning or self-learning materials);
  - focused on teams as well as individuals, to support sustainability and institutional memory and encourage the development of shared values and peer support.

✓ **Self-learning and distance learning.** Given that it will take time to reach all eligible personnel with adequate face-to-face training, and in light of the importance of follow up and opportunities for self-initiated learning, attention will be given to the following:
- development and use of high quality self-learning packages and manuals that support active engagement in individual and peer group learning;
- use of distance learning approaches, supported by increased access to ICT and the internet;
- making high quality reference materials more widely available, in particular references on school management and development at the DOE and school cluster levels.

✓ **Action research** Action research has been shown in many countries and contexts to be an effective way of 'learning by doing'. It supports those involved to become 'reflective practitioners', able to analyse the critical problems that they face, to develop and test strategies to address them and then to monitor the results. Implementing a range of small scale action research programmes with education managers will directly develop their capacity. Additionally, it will develop the capacity of relevant education departments of higher education institutions to develop, implement and sustain action research programmes in the future, whilst helping to build a wider culture of learning within organisations.

✓ **National and international technical assistance.** Technical Assistance is a significant form of capacity development support to education in Cambodia. To ensure that technical assistance is optimally utilised and leads to genuine and sustainable capacity development, the following principles will be emphasised:
- Needs identification, selection, procurement, management and monitoring of technical assistance should be as far as possible within MoEYS and the recipient technical department, even where there is external engagement in funding and procurement
- Technical advisers should take steps from the beginning to ensure ownership on the part of the lead technical department
- Technical advisers should give on-the job support and mentoring (rather than substituting capacity) so that 'recipients' of the assistance can progressively take the lead
- Cambodian experts should be used where available, as a first and not a last resort
- They should be given as to the timing and sequencing of technical assistance inputs to achieve the best result. (For example, in some cases a sustained long term input is required to support a complex process. However, in other cases intermittent inputs may be more effective.)

✓ **Study visits, exchanges and work placements** Exposing staff and senior managers to effective examples and new ideas about how to approach their specific roles can be a very effective way to build both capacity and motivation. In order to reap the full benefits of these approaches, efforts will be made to ensure:
- careful selection of participants, ensuring that those who benefit are those who are in the right role and at the right level to be able to implement real changes;
- careful selection of placements, locations and content to match the participants' priorities and needs;
- the relevance of the learning from countries and contexts in order to facilitate their application in Cambodia; and
- linkage to wider continuing professional development programmes.

Approaches for Developing Systems and Mechanisms

These approaches will mainly focus on strengthening the various management systems within MoEYS, as well as the mechanisms for coherence, coordination, communication and collaboration. The approaches will include, but are not limited to:

✓ **Developing and effectively disseminating legislative and regulatory instruments.** These instruments will guide SNDD reform in the education sector. They will include, for example, *Prakas* that ensure clarity on roles and responsibilities and levels of autonomy and authority.

✓ **Developing and effectively disseminating mechanisms, frameworks and guidelines.** There are a range of systems that require further definition and guidance to become fully effective. There is also a need to clarify the roles and responsibilities of individuals, committees, units or teams and to support them in fulfilling these roles. Some examples include:
  ▪ The development of a Quality Assurance Framework
  ▪ The development of a staff performance appraisal system
  ▪ Revision and improvement of guidelines for SSCs
  ▪ Guidance for Commune Councils in the management and supervision of community pre-schools and home-based programmes
  ▪ Guidance for DTMTs and cross-departmental teams

✓ **Institutional analysis e.g. of mechanisms, functions and roles.** There have already been a range of recent exercises in institutional analysis of the education sector. These include the brief analysis undertaken for developing this Master Plan, and the functional mapping carried out as a part of SNDD Reform. More work is planned under SNDD regarding mapping resources in relation to functions, to be followed by capacity assessments at each level. Additionally, there are a number of gaps in existing analyses. In particular, whilst formal 'organizations' of the MoEYS are clear, there has been limited mapping or analysis of mechanisms, linkages and interfaces.

✓ **Institutional twinning.** The 'twinning' of institutions can be an effective strategy to support a long-term process of complex institutional change. IIEP will twin with both NIE (to support education management training) and RUPP to support capacity development in educational research.

✓ **Establishment or rationalisation of teams, networks or committees for specified purposes.** In some instances, there will be need to create new mechanisms to support effective communication, or carrying out joint tasks by a number of sectors. One example is the development of effective networks to support greater communication and collaboration across the many providers and supporters of Non Formal Education.

✓ **Targeted resources and supplies** Capacity will be supported with the targeted provision of material resources. These will be identified and prioritised according to their potential to help create a significant and sustainable improvement in the way that a system operates, or in the effectiveness with which people can fulfil their roles and address priority issues.

Annex 2: Application of the OECD-DAC Evaluation Criteria in the Development of the Master Plan for Capacity Development

Criterion	Processes of Capacity Development Under the Master Plan	Achieving the Purpose and Strategic Outcomes of the Master Plan
Effectiveness	Effectiveness of CD strategies will be assured through applying learning from the context and international learning, with regards to effective strategies (for example training approaches, utilisation of Technical assistance).	Achieving the strategic outcomes and purpose will directly improve the effectiveness of all of the work of the MoEYS at different levels.
Efficiency	The Master Plan supports a coherent approach, based on 'good practice'. This will increase efficiency, by reducing overlap and duplication of CD efforts and ensuring that funds are channelled to support interventions and strategies that are likely to be most effective- and cost- effective in achieving capacity development.	Achieving the strategic outcomes and purpose will directly improve the efficiency of the work of the MoEYS at different levels. Improved mechanisms and capacity for planning and financial management will ensure efficient and accountable resource use. Improved HRD systems will support retention and reduce staff turnover and wastage.
Relevance	The Strategic Outcomes and key strategies of the Master Plan were identified through an up-to–date situational analysis. This will help to ensure their relevance to policy priorities, the self-identified needs of key education stakeholders and to the Cambodian context.	Achieving the strategic outcomes and purpose of the Master Plan will be directly relevant to meeting systemic needs and priorities, including ESP and wider reform programmes. It is recognised that 'Policy Three' is indispensible to achieving Policies One and Two and thus to achieving Cambodia's Immediate Objective and Cambodian MDGs for education.
Sustainability	Under the Master Plan, strengthened approaches to training and other competency development activities, an increased emphasis on the mentoring role of TA, will support sustainable development of capacity. Mechanisms will be put in place to support peer learning and support and thus reduce dependence on courses, external technical assistance etc. Planning for capacity development will be fully integrated into the AOP process, ensuring that the process is manageable and not viewed as an 'additional' task.	The Master Plan aims to build institutional capacity in the education sector which, by definition, will support long term sustainability of effective practices. MoEYS will be better-placed to assess and manage its own capacity development. This in turn will enable Development Partners to increasingly align their support behind government plans and through government systems.
Impact	⬇ **A combination of these will lead to processes and strategies that achieve a real impact on capacity development.**	⬇ **A combination of these will ensure that comprehensive institutional and capacity development will lead to a real impact on educational access, equity and learning outcomes.**

Management Systems
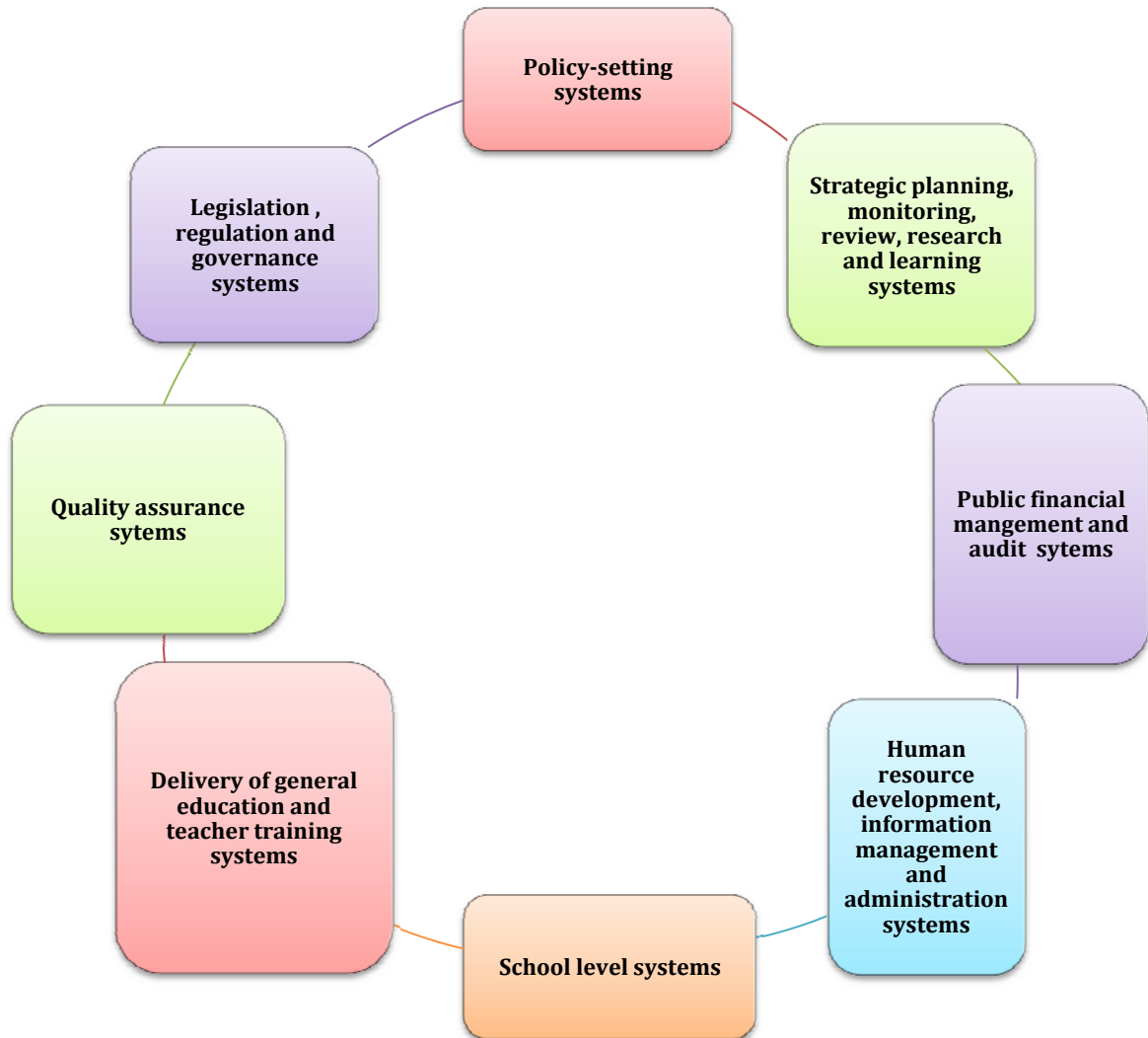
It is noted that many of these systems straddle more than one technical department and most also operate across a range of administrative levels.

Annex 4 Analysing Capacity through the Capacity Development Model

Significant progress has been achieved in relation to the four 'elements' of the capacity development framework in Figure 1. At the same time, there are still challenges to be addressed. These are summarised in the sections below.

▪ **Human Resources**

There have been a range of efforts to build capacity at different levels, in particular through training programmes and workshops targeting the central departments of MoEYS, POEs, DOEs, DTMTs, school principals, School Support Committees (SSCs). MoEYS has expressed its commitment to building up NIE to play a stronger role in supporting training and continuing professional development of education leaders and managers. Central and provincial level management capacity has become increasingly robust, as evidenced by successful development and implementation of a range of new policies and progress on critical sector indicators. Many DOEs and schools have also significantly improved.

Whilst there has been important progress, much remains to be done to achieve minimum levels of capacity evenly across all levels of the education system. There is considerable variation between the capacity and performance of DOEs, with those in remote and disadvantaged areas tending to lag behind. This pattern is repeated at the school/ community level. Many schools have not achieved minimum standards of effectiveness and communities struggle to perform their roles in relation to management of schools, ECE programmes and Community Learning Centres (CLCs). Having said this, some remote schools including floating schools benefit from very motivated SSCs. Given the anticipated increased demands on these sub-national levels under SNDD, continued and intensified capacity development at these levels is a critical priority. Recent progress in disaggregated data analysis has resulted in greatly increased information and indicators for identifying lagging districts, which will support greater targeting of capacity development in the future.

There is also a need for strengthening approaches taken to capacity development, moving beyond one-off training workshops that focus on technical knowledge and skills, towards coherent programmes of '*continuing professional development'.* A more comprehensive and long-term approach will support managers and officers in developing the complex set of skills, competencies and practices that will be required to support continued progress in achieving education sector goals in the context of rapid organizational change. This will in turn require greater attention to identifying and building the capacity of institutions than are best placed to become long term providers of sustainable, high quality leadership and management training.

▪ **Systems**

There has been considerable development of the systems of the education sector over the past decade. *Planning* has become more robust with the introduction of Annual Operational Planning. Notably progress in the development of systems for data collection and EMIS has resulted in increased availability of data for performance monitoring. In support of human resource management and development HRD, MoEYS has taken forward elements of PAR, revised job descriptions, supported gender mainstreaming and implemented general management training, including in English and ICT. Significant achievements regarding financial management have included the development of school operating budgets and programme-based budgeting, which have successfully supported the channelling of financing to service-delivery level. Capacity for legislation and D&D reform is developing and the education sector has been a lead

sector in mapping its functions in preparation for the transfer of functions. At the *school and community level*, there has been development of school clusters, SSCs, the successful introduction of school operating budgets and the introduction of school development planning, with a focus on developing 'child friendly' schools.

Again, there are challenges ahead. Critical reforms are still in process and frameworks and guidance in a number of areas are not yet fully in place. Overall implementation of the PFMR Programme has been slow. Systems for effective planning need to be further developed, in particular for the provincial and district levels and for linkages between the levels. There is also a need to move towards results-based planning and reporting. For SNDD to be implemented effectively, further capacity needs to be built for effective analysis, resource mapping and undertaking SNA capacity assessment. At the school/ community level, many school clusters function only at a basic level, whilst many SSCs have limited membership and roles, with little meaningful participation of the wider community. Systems for ECE and CLC management also need further development. Progress towards gender equity and equality in staffing at all levels needs to be accelerated.

It will therefore be a priority to continue and intensify support to strengthening, in a holistic way, all of the major systems of the education sector.

- **Mechanisms for Coherence, Collaboration and Coordination**

There has been significant progress in recent years regarding overall sector coordination as well as in development partnerships that support aid effectiveness. This includes progress specifically regarding approaches to capacity development. The *Capacity Development Plan 2011-2013* represented a key milestone in a comprehensive, sector-wide approach to capacity development in the MoEYS. Technical departments have been given opportunities to identity their own needs and priorities. The formation of the *Capacity Development Partnership Fund* in 2011 has provided an opportunity for DPs to support a more strategic approach, through provision of un-earmarked funding to support MoEYS capacity development priorities.

Vertical management lines are well-defined, however it is recognised that some of these may change under D&D reform. Mechanisms for gender mainstreaming, through a system of 'focal points' in key departments and at different levels, have been developed and supported by training.

Despite this progress, a number of mechanisms require further definition and support. At the sector level, mechanisms are needed to ensure a 'strategic steer' to ongoing capacity development, including linking ongoing capacity analysis and needs identification to strategic sector analysis and planning as a whole. There is scope for further progress in development partner alignment, as well as development of mechanisms for stronger learning from development partner-supported interventions and mainstreaming of lessons and strategies fully into government systems. Horizontal mechanisms, e.g. for cross-departmental working remain under-developed and a 'silo approach' to planning and implementation still predominates. There are even greater challenges at each level in achieving 'joined up working' across sectors to address issues of common concern.

A key priority will therefore be to continue to support ongoing institutional analysis and the development of optimal mechanisms that facilitate effective ways of working, strong communication and overall sector coherence.

- **The Enabling Environment**

There are a number of supportive factors in the wider context; including political commitment to education, the wider reform programmes of the RGC and substantial support from a range of development partners both directly to education and to other areas that will indirectly support progress in the education sector. Additionally, a large number of NGOs support government efforts at different levels, in education and in related areas such as health, community development and empowerment.

At the same time, there are challenges presented by the wider socio-cultural and institutional environment. Dominant social norms tend to promote conformity over creativity or innovation. Development partners are not yet fully achieving harmonisation and alignment as aspired to in the Accra Agenda for Action. Whilst there are many NGOs and CSOs, civil society is still emerging and on the whole, communities continue to play a passive role in their children's education.

The potential of higher education institutions to support development of education management and general education is only just beginning to be realised. As reported in the Education Congress 2012, higher education departments that support education research do not yet have the capacity to meet the desired ASEAN standards. The potential of partnerships with the private sector is being explored. Whilst the responsibility to address these issues does not sit fully within the control of the education sector, taking a more coherent approach through the Master Plan will be an important step. It may provide an opportunity to engage in more sustained dialogue to encourage complementary actions that will influence the wider context in which the education system operates.

Annex 5The Inclusion of Objectives and Milestones of the Capacity Development Plan 2011-2013 in the Master Plan for Capacity Development 2011-2015

Objectives of Capacity Development Plan 2011-2013	Master Plan 2011-2015
1. Roles/ Functions Clear at Each Level (D&D) 1a Each unit has legislation	**Strategic Outcome 3:** Strengthened capacity to support and implement legislation and SNDD reform in the education sector.
1b ECD- home and community 1c ECD policy 1d NFE- clear mandate and functions	**Strategic Outcome 6:** Strengthened capacity and systems for general education, community learning centre management of NFE programmes; school supervision, professional development of principals, delivery of quality inputs and education quality assurance
2. Structure matches roles and functions 2a- Municipalities/ Districts- clear and streamlined structures	**Strategic Outcome 3:** Strengthened capacity to support and implement legislation and D&D reform in the education sector. **Strategic Outcome 1:** Strengthened capacity of leaders, senior managers and directors at the national and sub-national levels and strengthened coherence and coordination of the work of POEs, DOEs and SNAs.
2b- Clear and accurate Job Descriptions	**Strategic Outcome 4:** Strengthened capacity and systems to manage, develop and incentivise human resources effectively, efficiently and equitably; and for effective administration, ICT and information management.
2c. Working groups for NFE programmes at P, D and community levels (CLCs) 2d. School clusters functioning 2f. Improved participation of schools/ communities in school development	**Strategic Outcome 6:** Strengthened capacity and systems for general education, community learning centre management of NFE programmes; school supervision, professional development of principals, delivery of quality inputs and education quality assurance
3. Professional Management 3a Information available to managers 3b Archives and records accessible 3c Administration guidelines available and accessible	**Strategic Outcome 4:** Strengthened capacity and systems to manage, develop and incentivise human resources effectively, efficiently and equitably; and for effective administration, ICT and information management.
3d EMIS, HRMIS, PFMIS inform management decisions	**Strategic Outcomes 2** Strengthened capacity and systems for analysis, planning, monitoring, review and evaluation at all levels**; and 4** Strengthened capacity and systems to manage, develop and incentivise human resources effectively, efficiently and equitably; and for effective administration, ICT and information management; and **5.** Strengthened capacity and systems for financial management and audit.

3e Personnel decisions based on performance assessment	**Strategic Outcome 4** Strengthened capacity and systems to manage, develop and incentivise human resources effectively, efficiently and equitably; and for effective administration, ICT and information management.
3f Procurement according to Government regulations	**Strategic Outcome 5** Strengthened capacity and systems for financial management and audit.
3g Inputs delivered on time and equitably	**Strategic Outcome 6:** Strengthened capacity and systems for general education, community learning centre management of NFE programmes; school supervision, professional development of principals, delivery of quality inputs and education quality assurance
3h Realistic and timely budgets, linked to MTEF	**Strategic Outcome 5** Strengthened capacity and systems for financial management and audit.
3i Financial management at all levels	**Strategic Outcome 5:** Strengthened capacity and systems for financial management and audit.
3j Regular audits at all levels and for all units	
4. Coherent and Consistent Planning across the System 4a provincial and District AOPs produced annually using guidelines 4b. AOPs based on best data, oriented to ESP objectives. 4c. Provincial and District Strategic Development Plans in Place 4d. Plan in place for reviewing and preparing the next national ESP. **5. M&E Processes** a) Professional M+E	**Strategic Outcome 2:** Strengthened capacity and systems for analysis, planning, monitoring, review and evaluation at all levels.
b) Participatory school performance and reporting	
c) Regular and systematic analysis and evaluation	
d) DTMTs give systematic feedback/ advice to schools.	**Strategic Outcome 6:** Strengthened capacity and systems for general education, community learning centre management of NFE programmes; school supervision, professional development of principals, delivery of quality inputs and education quality assurance
e) ECE- M&E system	

6. Human Resource Development 6a Appropriate deployment 6b Appropriate qualifications	**Strategic Outcome 4:** Strengthened capacity and systems to manage, develop and incentivise human resources effectively, efficiently and equitably; and for effective administration, ICT and information management.
6c Applying knowledge and skills	**General**
6d School directors have adequate qualifications	**Strategic Outcome 6:** Strengthened capacity and systems for general education, community learning centre management of NFE programmes; school supervision, professional development of principals, delivery of quality inputs and education quality assurance
6e Teachers able to implement new curriculum	Not included under Master Plan
6f Improved English language, fundraising and planning skills	**Strategic Outcomes 2** Strengthened capacity and systems for analysis, planning, monitoring, review and evaluation at all levels; **and 4** Strengthened capacity and systems to manage, develop and incentivise human resources effectively, efficiently and equitably; and for effective administration, ICT and information management.
7. Research informs performance 7a Domestic research informs education sector development 7b Research papers are disseminated in JTWG and Education Congress 7c. Research papers discussed at Provincial Sector Performance Reviews	**Strategic Outcome 7:** Strengthened capacity of NIE and relevant Higher Education institutions in conducting education management training and in supporting relevant, high quality research and learning across the education sector.
8. ICT labs	Not included under Master Plan
8a- Computer labs in 70% USS	Not included under Master Plan
8b In service TT in 70% USS	Not included under Master Plan
8c Electricity and lab maintenance funding in all USS	Not included under Master Plan