EU SPACE
Strengthening Performance, Accountability and Civic Engagement

Documentation

Joint EU SPACE
Strategy and Operational Planning Workshop
of NCDD-S & GIZ

Intercontinental Hotel, Phnom Penh, January 27th and 28th, 2014
Ministry of Interior, Phnom Penh, February 19th, 2014

The EU Program for Strenghtening Performance, Accountability and Civic Engagement (EU SPACE) is a joint technical cooperation mechanism of various European Development Partners. EU SPACE has been designed to support the National Committee for Sub-National Democratic Development (NCDD) in implementing its National Program for Sub-National Democratic Development (NP-SNDD). EU SPACE is aligned with RGC's SNDD reform program and committed to responding to the priorities of NCDD and its Secretariat as much as possible within the agreed EU SPACE mandate of contributing to the strengthening sub-national councils and to an enabling legal and policy environment for democratic accountability. The main instrument of the specific GIZ modality of "technical cooperation" and "direct contributions" consists of a team of international and Cambodian long-term advisors. The technical, policy and process advice provided by this team is supplemented by short-term consultants who are contracted when needed to carry out specific tasks that require highly specialised technical know-how.

In order to agree on the reform areas and specific outputs with regard to which the specific GIZ modality provides for the most added value and comparative advantages in the NCDD Annual Work Plan and Budget 2014, a joint EU SPACE Strategy and Operational Planning Workshop was conducted by the NCDD Secretariat and GIZ on January 27th and 28th with a follow-up meeting on February 19th. In addition to the operational planning 2014, NCDD-S and GIZ jointly developed a "vision 2016" with milestones for 2014 and 2015 based on which the indicators of EU SPACE were reviewed and expanded.

The results of these meetings are documented here.

Agenda of the EU SPACE Strategy and Operational Planning Workshop on January 27th&28th:

I. **Introduction by Ms. Pamela Jawad, EU SPACE Coordinator**

II. **Group Work I:**
(2 groups: (1) sub-program 1b and (2) sub-programs 1.1, 1.2 and 3)
   a. **Exercise I** : Desired situation at the end of 2015 ("Vision 2016") and current strengths and challenges in 2014
   b. **Exercise II**: Identification of Milestones 2014 and 2015 to achieve the desired situation and EU SPACE indicators until the end of 2015

Presentation of Results of Group Work I

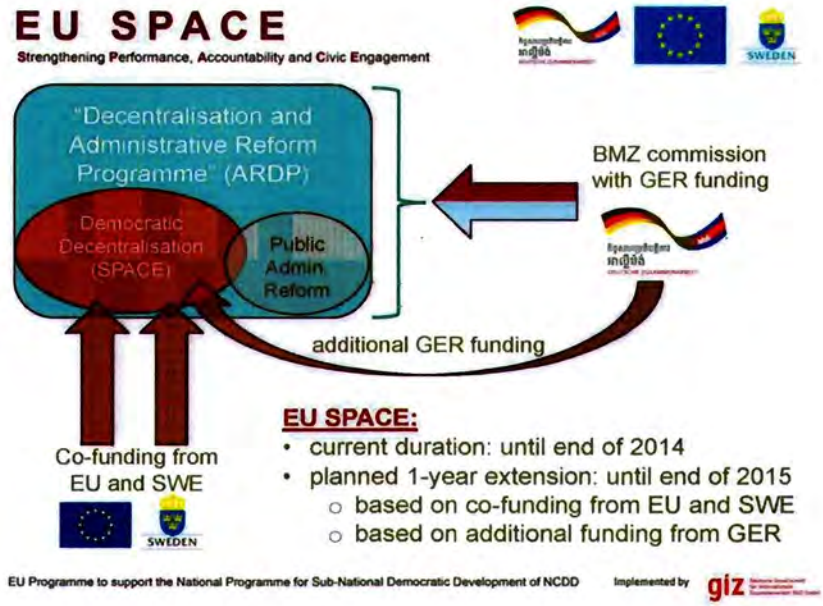
III. **Group Work II :**
(2 groups, sub-program 1b and (2) sub-programs 1.1, 1.2 and 3)
   c. **Exercise III:** Operational Planning 2014 based on AWPB of NCDD

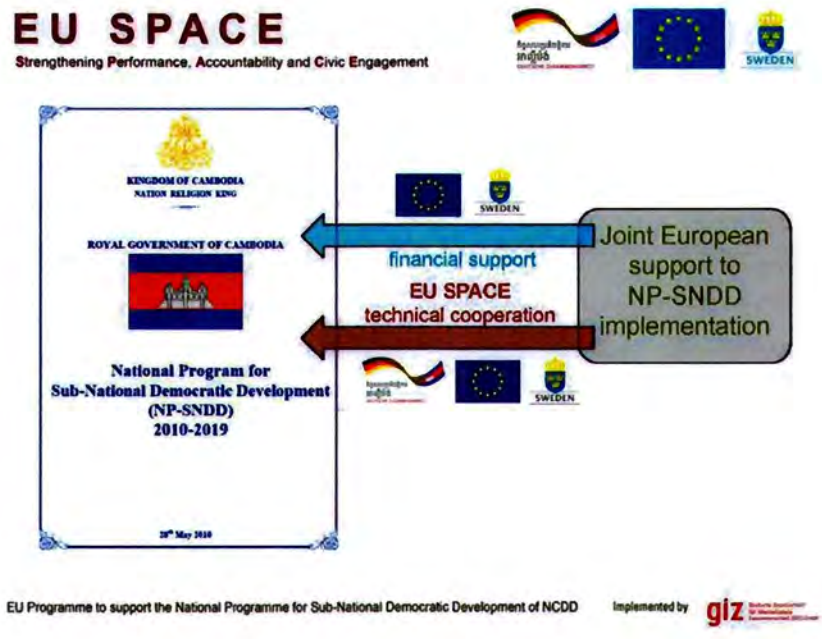
Presentation of Results of Group Work II

- **Timeline overview of joint activities**
- **Agreed EU SPACE contributions to SP1**
- **Proposed EU SPACE contributions to SP3 (tbd with MoCS)**

IV. **Agreement on expanded EU SPACE indicators**

I. Introduction by EU SPACE Coordinator





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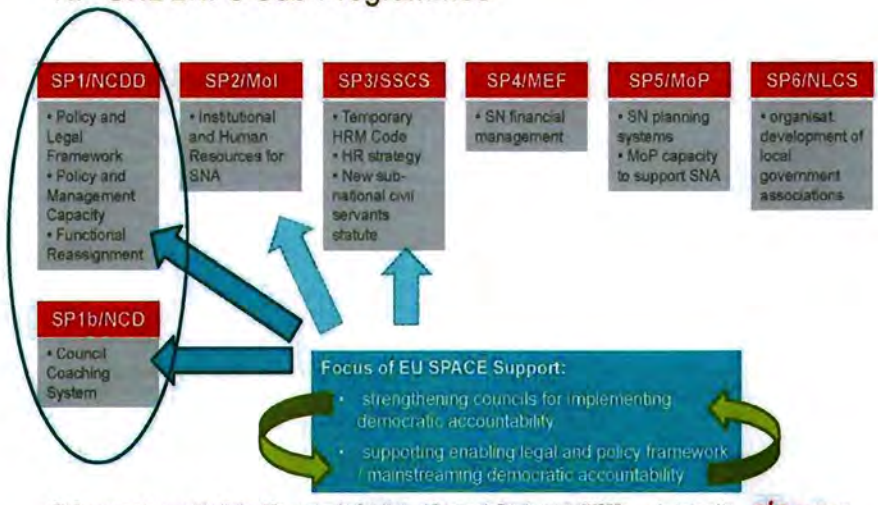
NP-SNDD/IP3 Sub-Programmes



EU Programme to support the National Programme for Sub-National Democratic Development of NCDD Implemented by giz

II. Results of Group Work I:

Desired situation at the end of 2015 (Vision 2016), current strengths and challenges 2014, and milestones 2014 and 2015

Group 1: Council Capacities in taking initiative for local development ("general mandate")

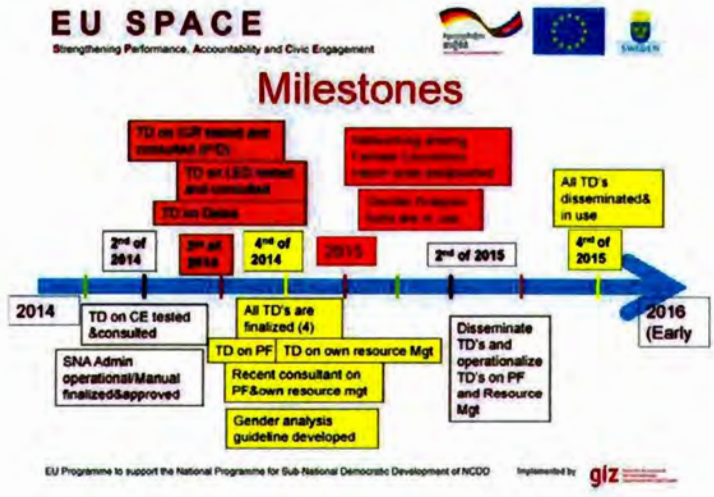
Where do we aim to be in early 2016? ("Vision 2016")

- The Council can fully use its legislative and executive power

Desired Situation

- Understanding of the Council with regard to its role and responsibilities in using the legislative and executive power
- The council can instruct and oversee the performance of administration
- More inclusive in local governance
- The council can manage its functions and resources

Current Strengths	Current challenges
• Political will is high • Legal framework • Regulations • System in place • Strong commitment of council • Strong stakeholder's commitment	• Political will • Lacking capacity of the council • Limited understanding of D&D • Some stakeholder see less incentives for the reform • Power play between BoG and Council • No mechanism for own resource mobilization



Group 2: Transfer of functions and resources (including finance and personnel)

Where do we aim to be in early 2016? ("Vision 2016")

- Sub-National Administrations have autonomy to perform functions and manage their human resources

Desired Situation

- At least 5 ministries transfer their functions (1 to 2 functions of each ministry) together with resources (Finance &Human resources) to SNAs.
- 2 functions of each ministry to be piloted (MRD/MoH/MoEYS)
- More additional (2 to 3) ministries start functional mapping and review (eg. MoLMAP, MoWRAM...)
- Personnel transferred will have their own statute
- Has to complete SNA Personnel Statute
- Finish permissive functions and legal tools and guidelines
- Transfer mechanisms of functions and resources are developed

Current Strengths	Current challenges
• 5 ministries are nearly finish their functional review • There are legal instruments and guidelines for doing functional mapping and review • There are willingness from NCDD and ministries (MRD/MoH/ MoEYS) and DPs technical supports for piloting functions necessary for local basic needs (eg. Health care, rural sanitation...) • MoEYS has a draft D& D policy on Education sector • Road map on functional transfer and permissive function guideline will be completed by 2014 • SNA HRM policy are already completed • SNA Personnel statute is reviewing and revising	• Some ministries (among 5 ministries) want to transfer functions with inadequate resources • Complexity of FA and all ministries are behind schedule • SNA HRM policy has not yet approved officially • High resistance at national level/low political commitment • Legal tools of FA are in place but need to be broader dissemination

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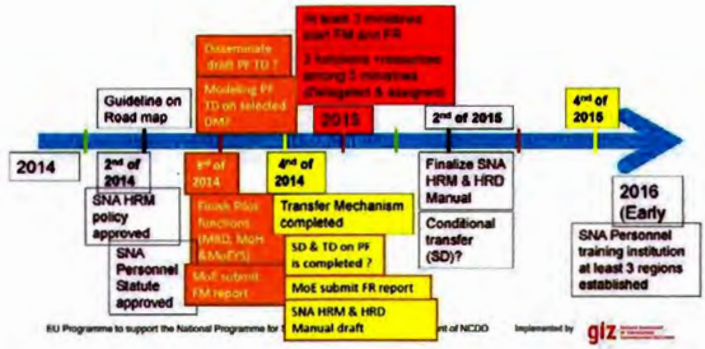
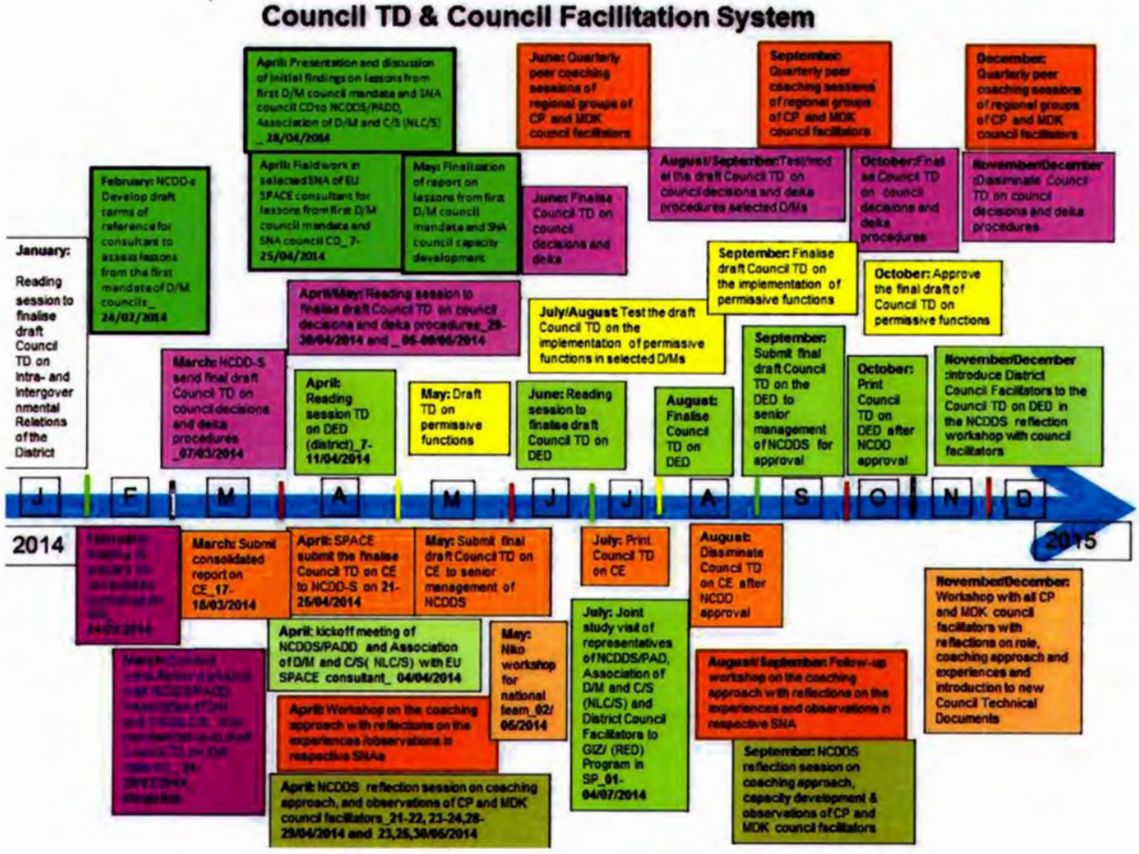
Milestones



III. Results of Group Work II

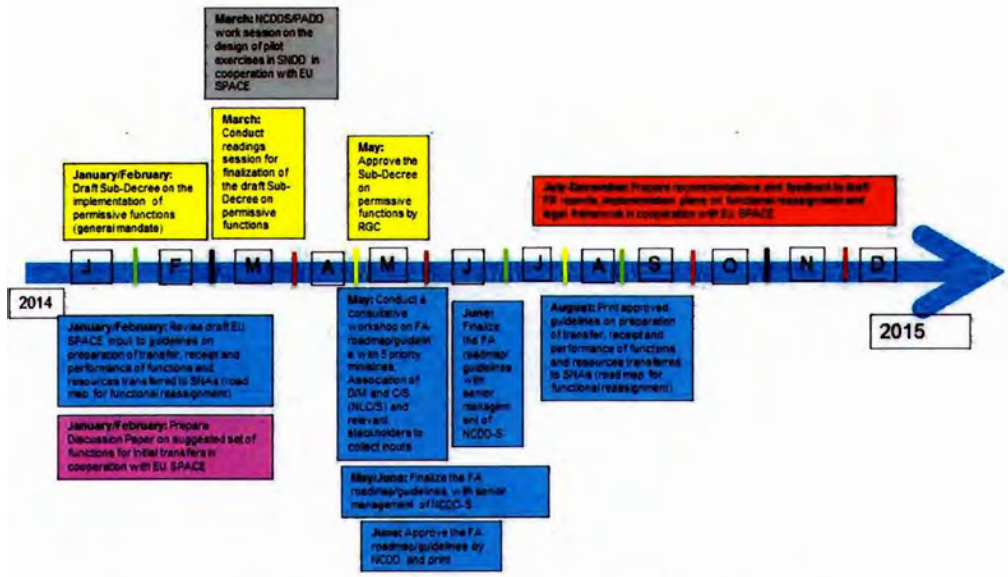
Exercise III
Operational Planning 2014

Group 1: Council Capacities in taking initiative for local development ("general mandate")

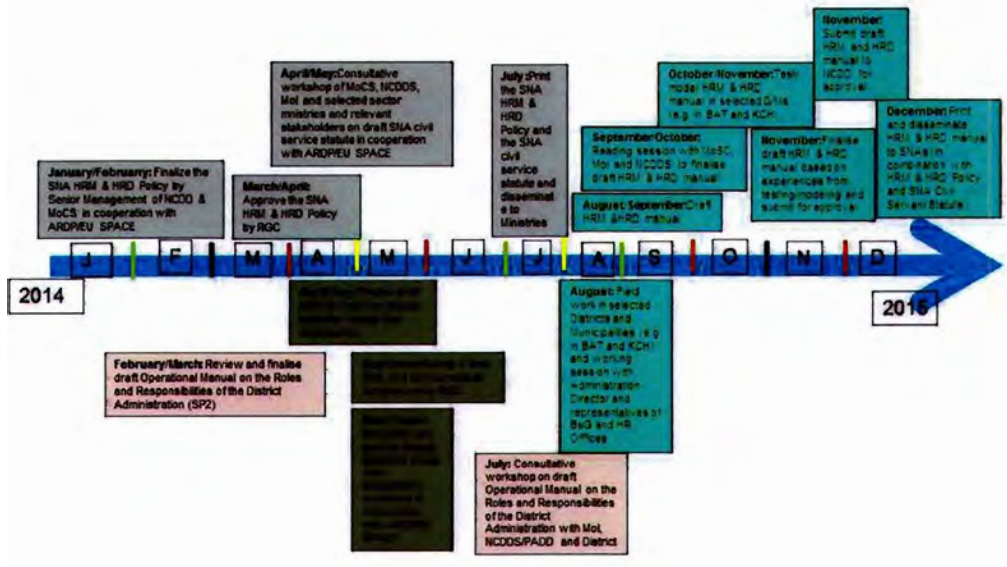


Group Result 2:
Transfer of functions and resources (including finance and personnel)

Functional Reassignment/Permissive Functions (general mandate)



SNA personnel/Operational Manual for District Administration



Agreed EU SPACE contributions to Sub-Program 1

IP3 Code	Draft Expected Outputs and Activities	Timeframe												LA	IAs	Budget	Source
		1	2	3	4	5	6	7	8	9	10	11	12				
1	**Policy development and program coordination**																
1.1	**Policy, Regulatory and Capacity Development Frameworks of the D&D Reforms**																
1.1.1	**All regulations required by the Organic Law are issued and aligned**																
1.1.1.1	**Coordinate, facilitate and support the development of gender-mainstreamed policies/regulatory instruments in other sub-programs**																
1.1.1.1.5	Support and cooperate to formulate policy on development and management of SNA human resources and develop first draft of SNA Civil Service Statute in cooperation with SP2 and SP3	x	x	x	x	x	x							NCDDS	PADD		Basket; EU SPACE in-kind
1.1.1.1.8	Support and cooperate to formulate sub-decree on procedure for preparation, amendment to and repeal of bylaw of the council	x	x	x										NCDDS	PADD	0	Basket; EU SPACE in-kind
1.1.1.1.11	Review and finalise draft Operational Manual on the Roles and Responsibilities of the District Administration (SP2) in cooperation with EU SPACE		x	x													Basket; EU SPACE in-kind
	Consultative workshop on draft Operational Manual on the Roles and Responsibilities of the District Administration with MoI, NCDDS/PADD and District Representatives in cooperation with EU SPACE							x									Basket; EU SPACE in-kind

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1.2	**Advancing Sector Decentralization Reforms and Functional Reassignment**															
1.2.1	**RGC-wide consensus reached on the process of reassigning functions**															
1.2.1.1	**Complete functional mapping and reviews, design and implement first pilots in functional reassignment**															
~~1.2.1.1.1~~	~~Formulate guidelines on the implementation of general mandate of sub-national councils (by using unconditional fund and local resources)~~	~~x~~	~~x~~	~~x~~	~~x~~	~~x~~	~~x~~	-	-	-	-	-	-	~~NCDDS~~	~~PADD~~	~~5,000~~	~~Basket; EU SPACE~~
1.2.1.1.1	Formulate Sub-Decree on the implementation of permissive functions (general mandate) of sub-national councils (by using unconditional fund and local resources)	x	x	x	x	x								NCDDS	PADD	5,000	Basket; EU SPACE in-kind
	Draft Sub-Decree on the implementation of permissive functions (general mandate) of sub-national councils (by using unconditional fund and local resources)	x	x														
	Conduct readings session for finalisation of the draft Sub-Decree in cooperation with EU SPACE			x													
	Approve the Sub-Decree by RGC					x											
1.2.1.1.2	Formulate guidelines on road map for functional reassignment	x	x	x	x	x	x							NCDDS	PADD	5,000	Basket; EU SPACE in-kind
	Revise draft EU SPACE input to guidelines on preparation of transfer, receipt and performance of functions and resources transferred to SNAs (road map for functional reassignment)	x	x														
	Reading session for review and finalising internal draft guidelines before conducting a consultative workshop in cooperation with EU SPACE				x												
	Conduct a consultative workshop with 5 priorty ministries, Association of D/M and C/S (NLC/S) and relevant stackholders to collect inputs in cooperation with EU SPACE					x											
	Finalize the guidelines with senior management of NCDD-S						x										
	Approve the guidelines by NCDD						x										

	Print approved guidelines on preparation of transfer, receipt and performance of functions and resources transferred to SNAs (road map for functional reassignment) within 5 priorty ministries, Association of D/M and C/S (NLC/S) and relevant stakeholders							x								
	Disseminate approved guidelines on preparation of transfer, receipt and performance of functions and resources transferred to SNAs (road map for functional reassignment) within 5 priorty ministries, Association of D/M and C/S (NLC/S) and relevant stakeholders							x								
1.2.2	**Implementation Plans for functional reassignments are developed**															
1.2.2.1	**Sector Studies carried out for priority sectors**		x	x												
1.2.2.1.2	Finalize report on functional mapping	x	x	x	x	x	x						NCDDS	Ministry	30,000	Basket
1.2.2.1.3	Finalize report on functional review	x	x	x	x	x	x						NCDDS	Ministry	20,000	Basket
	Preparing feedback and recommendations on draft FR reports of priority sector ministries in cooperation with EU SPACE						x	x								EU SPACE in-kind
1.2.2.2	**Sector-specific Functional Reassignment Implementation Plans (FRIP) adopted by NCDD**															
	Prepare Discussion Paper on suggested set of functions for initial transfers in cooperation with EU SPACE	x	x													
1.2.2.2.1	Prepare implementation plans on functional reassignment with resources for pilot and workplan for providing CD to SNAs							x	x	x	x	x	x	NCDDS	Ministry	6,000	Basket; EU SPACE in-kind
	Prepare recommendations and feedback to draft implementation plans on functional reassignment with resources in cooperation with EU SPACE							x	x	x	x	x	x				EU SPACE in-kind
1.2.2.2.2	Prepare legal framework on transferring of functions and resources to SNAs							x	x	x	x	x	x	NCDDS	Ministry	7,000	Basket; EU SPACE in-kind
	Prepare recommendations and feedback regarding legal framework development for functional reassignment with resources in cooperation with EU SPACE							x	x	x	x	x	x				EU SPACE in-kind
1.2.2.2.3	Develop mechanism for monitoring and evaluation on the implementation of transferred functions and resources in cooperation with EU SPACE							x	x	x	x	x	x	NCDDS	Ministry	7,000	Basket; EU SPACE in-kind

1.3.1	**NCDDS capacity to manage the NP-SNDD is strengthened**															
1.3.1.1.4	Organize workshops and forums			x			x			x			x				
see also 1.5.2.1.1	NCDDS/PADD reflection workshop on coaching approach and capacity development of CP and MDK council facilitators in cooperation with EU SPACE				x				x	x							Basket; EU SPACE in-kind
see also 1.2.1.1.2	NCDDS workshop on the roadmap of functional reassignment in cooperation with EU SPACE																Basket; EU SPACE in-kind
see also 1.2.2.2.1	NCDDS/PADD work session on the design of pilot exercises in SNDD in cooperation with EU SPACE																Basket; EU SPACE in-kind
1.3.1.1.5	Organize exchange visits and capacity development			x			x			x			x				
see also 1.5.1.2.3	joint study visit of representatives of NCDDS/PADD, Association of D/M and C/S (NLC/S) and District Council Facilitators to GIZ/Regional Economic Development (RED) Program in Siem Reap in cooperation with EU SPACE							x									Basket; EU SPACE in-kind

1.5	**Council Deliberation Systems, Coaching and Support**															
1.5.1	**Develop the system for Council decision-making, civic engagement and oversight of administration**															
1.5.1.1.1	Gathering of lessons learned for consultation of SNA's policy process;												NCDDS	PADD	10,000	Basket; EU SPACE in-kind
1.5.1.1.2	Assessment on results and approaches from the above inteventions						x	x	x	x			NCDDS	PADD	10,000	Basket; EU SPACE in-kind
	Develop terms of reference for consultant to assess lessons from the first mandate of D/M councils as well as lessons from SNA council capacity development in cooperation with EU SPACE		x													
	Kickoff meeting of NCDDS/PADD and Association of D/M and C/S (NLC/S) with EU SPACE consultant to collect lessons from first D/M council mandate and SNA council capacity development				x											
	Field work in selected SNA of EU SPACE consultant				x											
	Presentation and discussion of initial findings on lessons from first D/M council mandate and SNA council capacity development to NCDDS/PADD, Association of D/M and C/S (NLC/S) and other stakeholders in cooperation with EU SPACE				x											
	Finalisation of report on lessons from first D/M council mandate and SNA council capacity development in cooperation with EU SPACE					x										
1.5.1.2	**SNA Councils have enhanced capacity and technical guidance to effectively perform their roles and functions**															
1.5.1.2.1	Develop and disseminate technical document on Civic Engagement to the SNA councils in cooperation with EU SPACE		x	x	x	x	x	x	x	x	x			NCDDS	PADD	15,000	Basket; EU SPACE in-kind
	Prepare and discuss report on consolidated lessons from testing/modelling of Council TD on Civic Engagement			x												
	Finalise Council TD on Civic Engagement			x	x											
	Submit final draft Council TD on Civic Engagement to senior management of NCDDS for approval					x										
	Print Council TD on Civic Engagement after NCDD approval							x								
	Disseminate Council TD on Civic Engagement after NCDD approval								x							

1.5.1.2.2	Develop and disseminate technical document, in cooperation with EU SPACE, on Inter- and Intra-Governmental Relations to the SNA councils	x	x	x	x	x								NCDDS	PADD	15,000	Basket; EU SPACE in-kind
	Reading session to finalise draft Council TD on Intra- and Intergovernmental Relations of the District in cooperation with EU SPACE	x															
	Conduct consultation workshop with NCDDS/PADD, Association of D/M and C/S (NLC/S), SNA representatives and relevant stakeholders on draft Council TD on Intra- and Intragovernmental Relations of the District in cooperation with EU SPACE			x													
	Finalise Council TD on IGR of the District in cooperation with EU SPACE				x												
	finalise draft Council TD on Intra- and Intergovernmental Relations of the Province in cooperation with EU SPACE						x	x	x	x							
	finalise draft Council TD on Intra- and Intergovernmental Relations of the Municipality in cooperation with EU SPACE						x	x	x	x							
	finalise draft Council TD on Intra- and Intergovernmental Relations of the Capital in cooperation with EU SPACE						x	x	x	x							
	finalise draft Council TD on Intra- and Intergovernmental Relations of the Khan in cooperation with EU SPACE						x	x	x	x							
	Submit final draft Council TD on IGR of the District to senior management of NCDDS for approval				x												
	Print Council TD on IGR of the District after NCDD approval					x											
	Dissiminate Council TD on IGR of the District after NCDD approval							x									
1.5.1.2.3	Develop and disseminate technical document, in cooperation with EU SPACE, on the Promotion of the District's Economic Development													NCDDS	PADD	15,000	Basket; EU SPACE in-kind
	Reading session to finalise draft Council TD on the Promotion of the District's Economic Development				x												
	joint study visit of representatives of NCDDS/PADD, Association of D/M and C/S (NLC/S) and District Council Facilitators to GIZ/Regional Economic Development (RED) Program in Siem Reap in cooperation with EU SPACE							x									
	Finalise Council TD on the Promotion of the District's Economic Development in cooperation with EU SPACE								x								

	Submit final draft Council TD on the Promotion of the District's Economic Development to senior management of NCDDS for approval									x						
	Print Council TD on the Promotion of the District's Economic Development after NCDD approval										x					
	Introduce District Council Facilitators to the Council TD on the Promotion of the District's Econcomic Development in the NCDDS reflection workshop with council facilitators in cooperation with EU SPACE and GIZ/RED-Green Belt											x	x			
1.5.1.2.4	Develop and disseminate technical document on procedure for preparation, amendment to and repeal of bylaw of the council				x	x	x	x	x					NCDDS	PADD	15,000	Basket; EU SPACE in-kind
	Draft Council TD on council decisions and deika procedures based on the Sub-Decree on procedure for preparation, amendment to and repeal of bylaw of the council in cooperation with EU SPACE			x												
	Reading session to finalise draft Council TD on council decisions and deika procedures in cooperation with EU SPACE				x	x										
	Test/model the draft Council TD on council decisions and deika procedures selected D/Ms in cooperation with EU SPACE								x	x						
	Prepare and discuss report on consolidated lessons from testing/modelling of Council TD on council decisions and deika procedures									x						
	Finalise Council TD on council decisions and deika procedures										x					
	Submit final draft Council TD on on council decisions and deika procedures to senior management of NCDDS for approval										x					
	Print Council TD on council decisions and deika procedures after NCDD approval											x				
	Dissiminate Council TD on council decisions and deika procedures after NCDD approval											?	?			
1.5.1.2.6	Develop and disseminate technical document on permissive functions (general mandate) chosen by sub-national councils (by using unconditional fund and local resources) in cooperation with EU SPACE		x	x	x	x	x	x	x	x				NCDDS	PADD		Basket; EU SPACE in-kind
	Draft Council Technical Document-permissive functions (general mandate) chosen by-sub-national councils (by using unconditional fund and local resources) in cooperation with EU SPACE	x	x													

	Test the draft Council Technical Document on the implementation of permissive functions in selected D/Ms in cooperation with EU SPACE							x	x							
	Finalise draft Council Technical Document on the implementation of permissive functions (general mandate) of sub-national councils based on lessons from the testing/'modelling' in selected D/Ms in cooperation with EU SPACE									x						
	Approve the final draft of Council Technical Document on permissive functions chosen by sub-national councils by NCDD										x					
1.5.1.2.7	Female SNA Councillors have enhanced capacity to effectively perform their roles and functions as citizen representatives regarding local issues															
	Workshop with female councilors in Battambang and Kampong Chhnang, MoWA representatives and Council Facilitators on identification of local issues, solution finding, proposal writing and networking (including updating of booklet) in cooperation with EU SPACE								x							Basket; EU SPACE in-kind
	Preparation meeting of MoWA and NCDDS for consideration of female councillor networking mechanisms in cooperation with EU SPACE									x						Basket; EU SPACE in-kind
1.5.2	**Provide a coaching and mentoring service to newly formed SNAs**															
1.5.2.1	**Coaches/mentors supporting DM Councils through direct contact with Councillors, moving from a "push approach" at the start of IP3 to an "on–demand**															
1.5.2.1.1	Develop capacity of CP and MDK council facilitators are capacitated to provide effective support to councils												NCDDS	PADD	30,000	Basket; EU SPACE in-kind
	2 sets of follow-up workshops on the coaching approach with reflections on the experiences and observations in respective SNAs in cooperation with EU SPACE			x				x	x							
	NCDDS reflection session on coaching approach, capacity development and observations of CP and MDK council facilitators in cooperation with EU SPACE			x					x							
	Workshop with all CP and MDK council facilitators with reflections on role, coaching approach and experiences and introduction to new Council Technical Documents in cooperation with EU SPACE			x							x	x				
	Quarterly peer coaching sessions of regional groups of CP and MDK council facilitators with backstopping from NCDD-S and EU SPACE		x			x			x			x				

Proposed EU SPACE contributions to Sub-Program 3 – to be discussed with the Ministry of Civil Service

Code	Expected Outputs and activities	Timeframe												LA	IAs	Budget	Source
		1	2	3	4	5	6	7	8	9	10	11	12				
3.2.1.1	**HR Policy developed and approved**	x	x	x	x												
	Finalize the SNA HRM & HRD Policy by Senior Management of NCDD & MoCS in cooperation with ARDP/EU SPACE	x	x														Basket; EU SPACE in-kind
	Approve the SNA HRM & HRD Policy by RGC			x	x												Basket; EU SPACE in-kind
3.2.2.2	**Statute for SNA civil service in place**																
3.2.2.2.1	Finalize the statute for SNA civil service	x	x	x	x												
3.2.2.2.2	Conduct consultative workshop on the final draft of the statute for SNA civil service	x	x	x	x									MoPF	GDoPF	15,000	Basket; EU SPACE in-kind
	Consultative workshop of MoCS, NCDDS, MoI and selected sector ministries and relevant stakeholders on draft SNA personnel statute in cooperation with ARDP/EU SPACE				x	x											Basket; EU SPACE in-kind
3.2.2.2.3	Review and approve the statute for SNA civil service			x	x	x	x										
	Finalise draft SNA civil service statute based on inputs from consultative workshop in cooperation with ARDP/EU SPACE				x	x											Basket; EU SPACE in-kind
	Submit a final SNA civil service statute for approval by RGC					x	x										Basket; EU SPACE in-kind

	Print the SNA HRM & HRD Policy and the SNA civil service statute and disseminate to Ministries in cooperation with ARDP/EU SPACE						x									Basket; EU SPACE in-kind
3.3	**Rollout the HR Management (HRM) and HR Development (HRD) system**															
	Field work in selected Districts and Municipalities (e.g. in BAT and KCH) and working session with Administration Director and representatives of BoG and HR Offices in cooperation with ARDP/EU SPACE							x								Basket; EU SPACE in-kind
	Draft HRM &HRD manual in cooperation with ARDP/EU SPACE							x	x							Basket; EU SPACE in-kind
	Reading session with MoSC, MoI and NCDDS to finalise draft HRM & HRD manual in cooperation with ARDP/EU SPACE								x	x						Basket; EU SPACE in-kind
	Test/model HRM & HRD manual in selected D/Ms (e.g. in BAT and KCH) in cooperation with ARDP/EU SPACE									x	x					Basket; EU SPACE in-kind
	Finalise draft HRM & HRD manual based on experiences from testing/modeling in cooperation with ARDP/EU SPACE										x					Basket; EU SPACE in-kind
	submit draft HRM & HRD manual to NCDD for approval										x					Basket; EU SPACE in-kind
	Print and disseminate HRM & HRD manual to SNAs (in combination with HRM & HRD Policy and SNA Civil Servant Statute)											x				Basket; EU SPACE in-kind

IV. Agreement on expanded EU SPACE indicators in light of "vision 2016", milestones 2014/2015 and planning 2014

Expanded indicators for SPACE Phase 2 until 2015

1. **The Ministry of Civil Service and the Ministry of Interior, in cooperation with the NCDD Secretariat, clarify the legal status of SNA civil servants and design the respective human resource management system of SNA personnel** through
   a) the adoption of the SNA civil servant statute;
   b) the development of Human Resource Management and Human Resource Development manuals.

2. **In at least two sectors, at least one function with the accompanying resources is transferred to or piloted at sub-national level.**

3. **The legal instrument providing for the basis of councils making use of their 'right of initiative' is approved by RGC and accompanying guidance (e.g. Council Technical Document/Handbook for Councillors) tested in at least 4 Districts/Municipalities.**

4. **NCDD-S establishes a country-wide gender-sensitive facilitation system for District/Municipal councils** in which
   a) 6 chapters of the Handbook for Councillors ("Technical Documents") are available for country-wide application,
   b) Council Facilitators disseminate "Technical Documents" to District/Municipal Councils through an average of 12 coaching sessions per year.

5. **District/Municipal Councils adopt transparent decision-making processes** through:
   a) at least 70% of all 185 District/Municipal Councils holding a public forum annually;
   b) at least 30% of District/Municipal Councils holding annual public forums present recommendations from the public forum at council meetings;
   c) governors and administration in 30% of all Districts/Municipalities, in which the council decided on a local issue, implementing at least one council decision per year.

6. **In all 6 partner Districts/Municipalities, the council deliberates at least 2 proposals for council consideration per year presented by female councilors.**