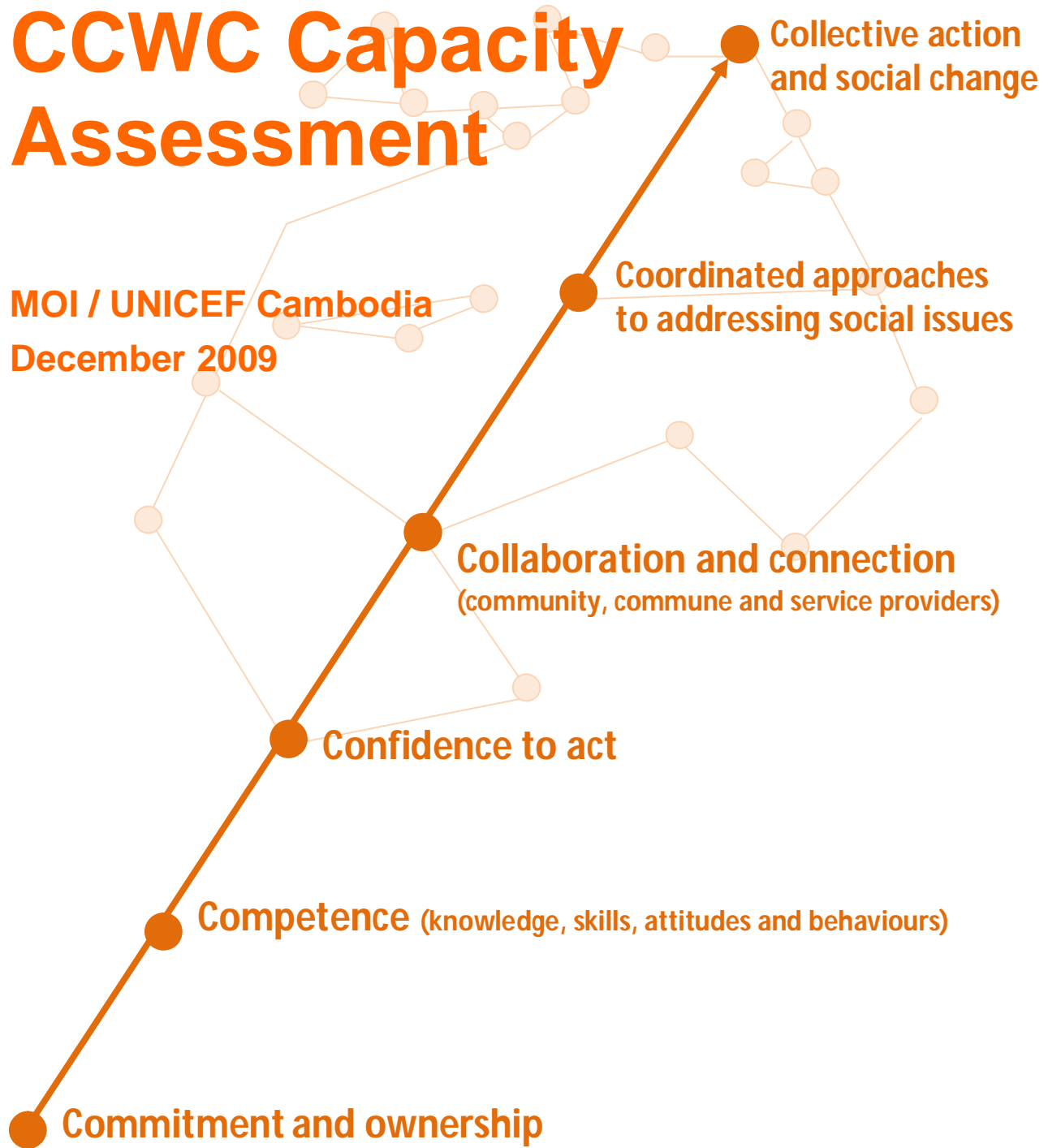


# CCWC Capacity Assessment

MOI / UNICEF Cambodia  
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## Acknowledgements

This research study has been a joint effort bringing together a team of staff from three organisations:

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## Executive Summary

The Commune Committee for Women and Children (CCWC) is an advisory sub-committee to the Commune Council<sup>1</sup> and helps the Council to implement Government policy and other tasks related women and children's issues. Its role is to recommend, advocate, coordinate, monitor and report, so as to ensure women and children receive appropriate, inclusive and quality services in the social and economic sectors. Each CCWC includes key members of the Commune Council (the Chief, Deputy Chief and the Commune Clerk) as well as the Women and Children Focal Point (FP). The FP is either an elected female Commune Councillor or selected by the Commune Council. There is also representation from, for example, the Health Centre, the commune Cluster School, the police and the Village Headman.

Various surveys show that the CCWC are having a positive impact. First, a higher priority is given to women and children's issues in communes where the CCWC are well-established than in communes where the CCWC is newly-established or not yet in place. Second, CCWC activities have become a key determinant in the integration of women's and children's issues into the agenda of the Commune Council meetings as well as the commune development plans. Third, the Committee is fulfilling a vital role in helping to expand the Commune Councils' mandate to improve access to local social services. Fourth, the Committee is taking on roles as advocates for women's and children's issues in their communities. Fifth, working collaboratively with a various service providers (such as schools, health centres, district social workers and the police), they are organising a range of activities that are:

- Stimulating demand for services and improving family care practices such as encouraging breastfeeding, full immunisation of children and birth registration; organising school enrolment campaigns; supporting establishment of free community schools and the employment of the teachers in the schools; and arranging domestic violence awareness-raising meetings.
- Facilitating access to services for vulnerable households, for example, through transport costs for pregnant women from poorer households to go for health check ups and birth delivery, food supplements for pregnant women from poorer households, or providing bicycles to children in remote villages to get to school.
- Supporting functioning of services, for example, supporting water and sanitation facilities in schools and health centres
- Supporting planning and monitoring of quality local services, for example, monitoring outreach work of Village Health Support Groups, monitoring attendance of community preschool teachers and encouraging gender equity in village- and commune-level planning processes.

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<sup>1</sup> The first CCWC were set up in 2005. Following on, Article 27 and Guideline No. 082, issued by the National Committee for the Management of Decentralisation and Deconcentration (August 2007) subsequently laid the foundation for establishing CCWC in all districts and communes across the country.

Nevertheless, the capacity of CCWC members is uneven from one commune/province to another. One reason for this is that some CCWC have been in place since 2005; others are in start-up phase. A second reason is that the development of the CCWC is dependent on such factors as the experience and confidence of the members as well as environmental factors (such as, their status within the Commune or how receptive other stakeholders are to engaging with the CCWC/FP). In addition, some CCWC have been receiving support from international agencies, Government line agencies or local NGOs. Other CCWC have received little or no support. This study provides an opportunity to take stock and to compare achievements and challenges in performance of different CCWC and to identify critical success factors that enable a CCWC to flourish and also the constraints that hold back a Committee's development. The objectives of the study are twofold:

- First, to assess the current capacity of the CCWC and their support structures to fulfil their mandates and to build on the assessment to develop a longitudinal competency profile that shows how competence and confidence increase over time from initial establishment to a fully-functioning Committee.
- Second, to develop a comprehensive multi-year capacity development strategy to support the institutional development of the CCWC to fulfil its mandate.

The report is arranged in the following manner:

1. The first section provides an overview of decentralisation, the mandate of the CCWC and the rationale for the assessment. It also defines how the term "capacity development" is used in the study and looks at how social and cultural expectations shape the way individuals think about and respond to capacity development initiatives. In so doing it establishes the importance of drawing out and explicitly addressing cultural and value contradictions in capacity building programmes.
2. The second section summarises key findings from three qualitative research studies. These include two assessments of the CCWC/FP carried out by UNICEF (in 2006 and 2008) as well as a 2009 UNFPA review of how issues related to population, reproductive health and gender are reflected in Commune and Provincial Development Plans. It also presents the findings from the current qualitative assessment (conducted in five provinces).

Section 2 highlights four key success factors: staging growth and allowing each CCWC to evolve organically; establishing collaborative working relationships; paying attention to CCWC team dynamics; and establishing credibility with communities and other stakeholders. It then compares and contrasts the findings across all four studies to identify recurring patterns and summarises what can be expected from a CCWC as it evolves from start-up to fully-functioning. It next discusses specific issues related to capacity development. This lays the foundation for a learner-centred approach to capacity development described in section 4.

Section 2 closes by positing that the 'real' value of the CCWC and FP is to work collaboratively with a wide range of service providers to perform various functions within sectors – such as monitoring school attendance, facilitating pregnant women

from poor households to attend health care centres or supporting water and sanitation facilities in health centres. In this way they are both stimulating demand for services and addressing disparities. They are also strengthening social networks, thus contributing to social cohesion and sustainable development goals.

3. The third section defines the competency profile for CCWC/FP. It begins by describing what competencies are and how they can be used. In all twelve competencies are identified that are grouped into three overlapping clusters: managing self, managing relationships and managing work results.

Section 3 provides examples of how the competencies can be applied to staged learning and development of the CCWC. For example, effective communication and respect are foundational skills for effective facilitation, which in turn supports negotiating and influencing. Analytical skills and negotiating and influencing are requirements for conducting advocacy. Section 3 closes by showing how a CCWC can use the competencies as a self-assessment tool to assess their progress and identify their capacity gaps.

4. The fourth section provides recommendations for a multi-year capacity development strategy. It begins by reiterating the importance of a learner-centred approach, before identifying emerging and current 'good' practice from within Cambodia. The examples provided are (learning) Forums, Community Conversations, Training for Female Commune Councillors, Social Protection and Social Service Mapping exercises, social work Training and a learning approach developed under the umbrella of the Seila programme.

Section 4 then defines a set of principles that inform the capacity development strategy, before making recommendations for the strategy itself. The distinguishing features of the strategy are:

- a. Deepening learning, through follow up support and reflection, so as to encourage application of skills, attitudes and behaviours into practice;
- b. Expanding the cascade training model (to allow for national coverage) and incorporating multi-sector facilitation teams (to promote collaboration and coordination); and
- c. Forming a core facilitation team to coordinate the development of a unified set of curricula and training approaches and who will provide training to Provincial and District Facilitation Teams.

Section four closes by emphasising the importance of building both competence and confidence. For the Focal Point relationship skills, facilitation skills and communication skills remain important foundational competencies. The FP also needs to be able to present persuasive arguments, to negotiate and influence others and to support advocacy efforts through evidence. For all CCWC members working with data, critical analysis, building the 'business case' for action and priority setting provide a focus for future interventions.

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## Abbreviations

CCWC	Commune Committee for Women and Children
CWPD	Cambodian Women for Peace and Development
CPWP	Committee to Promote Women in Politics
D&D	Decentralisation and Deconcentration
DCWC	District Committee for Women and Children
DOLA	Department of Local Administration (Ministry of Interior)
FP	Women and Children Focal Point in the commune (also WCFP)
GAD/C	Gender and Development in Cambodia
MDG	Millennium Development Goals (and CMDG, Cambodian MDG)
MEF	Ministry of Economics and Finance
MOI	Ministry of Interior
MOP	Ministry of Planning
MOSAVY	Ministry of Social Affairs, Veterans, and Youth Rehabilitation
MoWA	Ministry of Women's Affairs
MSC	Most significant stories of change
NAA	National Aids Authority
NCDD	National Committee for the Management of Decentralisation and Deconcentration
PCWC	Committee for Women and Children
PLAU	Provincial Local Administration Unit
PRA	Participatory Rapid Assessments
PSDD	Project to Support Democratic Development through Decentralisation
VBNK	Vichea-sthan Bamreu-bondal Neak Sam rabsam roul Karngae Akphiwat (Institute serving facilitators of development)
WGPDD	Working Group for Partnerships in Decentralisation and Deconcentration
WfP	Women for Prosperity

## Section 1 Background

### 1.1 Overview and rationale for the study

The Royal Government of Cambodia's decentralisation and deconcentration strategy is providing a local voice in governance and improved public service delivery to rural populations through the devolution of administrative and political powers from the central ministries to provincial administrations and Commune Councils. The 2002 national elections established the Commune Council as a key institution in local governance. This offered new opportunities for rural communities to play a role in decisions affecting their lives. The communes have subsequently increased involvement in the political process with the mandate to work for the well-being of the people.

The reform process has also provided an opportunity for major issues related to children and women to be integrated into mainstream political and administrative processes. UNICEF and other organisations have been working with the Government to ensure that women and children are represented in the reform process, and that the key roles and functions of sub-national government in delivery of basic public services are identified and translated into action. To achieve this, UNICEF and other organisations have been working to strengthen the capacities of the sub-national government – particularly communes – for decentralised planning, management and delivery of public goods and services for women and children.

The Commune Committee for Women and Children (CCWC) is an advisory sub-committee to the Commune Council on issues related to women and children. Its role is to recommend, advocate, coordinate, monitor, and report, so as to ensure (a) that services and service providers in social and economic sectors provide benefits and empower women and children; and (b) that women and children receive these services without discrimination.

Members of the CCWC include key members of the Commune Council (Commune Chief and Second Deputy, who is in charge of Social Affairs in a commune); a representative from the Health Centre (either in the commune itself or at the district level); a representative from the cluster school servicing the commune, the Women and Children Focal Point (FP), who is either an elected female Commune Councillor or selected by the Commune Council and who receives an allowance; and several additional members selected by the commune itself. At a minimum, 40 per cent of the CCWC positions are required to be held by women.

The first CCWC were established in 2004. In 2007, the MOI recommended that these committees be established nationwide and their membership expanded to include the commune chief, the commune clerk, a member of the police and the village headman. Further, at the annual meeting of the National Committee for the Management of Decentralisation and Deconcentration (NCDD), the MOI requested that sub-national government finance the operational costs of these committees. The NCDD issued Guideline

No. 082 on 8 August 2007 to establish CCWC in 1,621 communes throughout the country.<sup>2</sup> In 2008, NCDD developed a CCWC monitoring tool and conducted a national level workshop and an orientation to Provincial Local Administration Units (PLAUs) in 24 provinces.

UNICEF has been working with MOI/DOLA to support the CCWC/FP since 2004 under the umbrella of the *Seth Koma* (Child Rights) Programme. The aim of the Seth Koma programme is to protect the rights of children and women and improve their lives through community action in Cambodia. More specifically, the project helps strengthen community-driven initiatives to improve health, nutrition, education and water and sanitation services, while also opening new economic opportunities for vulnerable households and communities, as well as providing preventive and psycho-social care.

*Seth Koma* recognises that Commune Councillors, as elected representatives, hold the potential to create an environment conducive to the protection and promotion of child rights at the sub-district, or commune, and village levels. Thus *Seth Koma* strengthens Commune Councils as critical right holders and duty bearers to realise child rights at the local level. *Seth Koma* also works to improve coordination between Commune Council members, village representatives and local social services providers (such as district social workers, school support committees and health centres) so as to strengthen the delivery of local social services for women and children and to mobilise communities for collective action and social change.

Results from various surveys indicate (a) that the CCWC are having a positive impact and that a higher priority is given to women and children's issues relating to health and education in those communes where the CCWC has been established than in communes where the CCWC is newly-established or not yet established; and (b) that various support initiatives, such as trainings, have led to improved levels of capacity and understanding of the functions of the committee. Not surprisingly, though, the capacity of CCWC and different Committee members is uneven. This is to be expected: firstly, different Committees will develop at different rates (depending on such factors as the experience, confidence and commitment of the individual Committee members, their status within the Commune and how receptive other stakeholders are to engage with the CCWC/FP). Secondly, some CCWC have been in place for several years, while others are still nascent. Thirdly, some CCWC have been receiving support from international agencies (for example, through the UNICEF Seth Koma Programme or UNFPA), Government line agencies (such as Provincial Local Administration Units or District MoWA) and/or local NGOs (for example, Women for Prosperity). In some instances this support has been uncoordinated, resulting in 'too much, too often'; in others conspicuously absent.

This Capacity Assessment Study provides an opportunity to take stock and to identify and 'test out' the different assumptions that have guided the capacity development of the Commune Committee for Women and Children and the Women and Children Focal Point. Some of these assumptions are:

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<sup>2</sup> Guideline on the organisation and establishment of the Committee for Women and Children for all Commune/Sangkat in Country, issued by the National Committee for the Management of Decentralisation and Deconcentration Reform (No. 082/NCDD, August 2007)

- There are identifiable capacities that establish the foundation for CCWC performance.
- There is a natural progression of competency based on experience and learning.
- There are synergies expected from complementary capacity development of local government responsibilities and accountability.
- There is an emerging 'good' practice that has application to other settings and could thus accelerate the capacity development of CCWC in all provinces/communes.
- There are opportunities to develop practical linkages between the CCWC and local committees, and nongovernmental and governmental service providers, which would lead to greater coordinated in the provision of social services.

## 1.2 Objectives of the study

By comparing achievements and challenges in performance, the study aims to identify critical success factors that enable a CCWC to flourish and also the constraints that hold back a Committee's development.

The objectives of the study are twofold:

- First, assess the current capacity of the CCWC and their support structures to fulfil their mandates.

Output: A longitudinal competency profile for the CCWC and WCFP that shows how competence and confidence increase over time from initial establishment to fully-functioning.

- Second, draw on secondary and primary research findings to develop a comprehensive multi-year capacity development strategy to support the institutional development of the CCWC to fulfil its mandate.

Output: Multi-year capacity development strategy.

The Terms of Reference for the study is included in Annex 1.

## 1.3 Scope and limitations of the study

This MOI-DOLA / UNICEF study was conducted by a team led by staff from VBNK<sup>3</sup> working with staff from MOI/DOLA and UNICEF. The team conducted field work in five provinces – three where the UNICEF Seth Koma project is operating (Kampong Speu, Kampong Thom

<sup>3</sup> VBNK is local capacity development institute that provides a range of financial, people and project management training, facilitation, coaching and organisational development consulting services.

and Oddar Meanchey) and two other provinces (Kampong Cham and Rattanakiri). The field work involved focus group discussions and in-depth interviews with Commune Committees for Women and Children; the Women and Children Focal Point; representatives from the community (service users); Provincial and District Government departments; Government agencies who have been contributing to capacity development of the CCWC; and NGOs operating in the areas and working on Women and Children's issues.

In addition, in-depth interviews were conducted with the WCFP to explore specific issues that they experience in fulfilling their role. Follow up in-depth interviews were arranged with other informants as needed. There were also consultations in Phnom Penh with development partners and international and national NGOs who have been supporting the capacity development of the CCWC (for example, through the Working Group for Partners in Decentralisation (WGPD), Women for Prosperity and Plan International).

The study also reviewed capacity building interventions conducted by various Government and international and local non-government agencies and organisations. These included, amongst others, training modules on Child Rights, Health, Education, Child Protection and Water and Sanitation supported by Government agencies, UNFPA and UNICEF; forums facilitated by Women for Prosperity; District Social Workers' basic and professional training conducted by the Ministry of Social Affairs, Veterans and Youth (Harknett, 2008) and a training programme directed towards female commune councillors (supported by the Committee to Promote Women in Politics). Finally, the study drew on a number of related consultancies, including work on strengthening coordination between the CCWC and health-related structures conducted by the Swiss Red Cross in Takeo province; a Social Protection Capacity Assessment conducted by DFID; a consultancy conducted by UNICEF on social mapping; and a consultancy to develop a capacity building framework for women at sub-national levels (McKay 2009). A full list of the secondary reference materials can be found in the bibliography at the end of this report. A list of the key informants informing this study can be found in Annex 2.

Consultative meetings were also organised with UNICEF and MOI-DOLA staff and other stakeholders; initial findings from the study and a draft competency profile for the CCWC and WCFP were presented for discussion and feedback. This feedback session was followed up with a workshop to explore critical questions raised in the meeting. A draft of the multi-year capacity development strategy to support the institutional development of the CCWC was presented for discussion and feedback in December.

The relationships between the various research components are shown in Fig 1 (below).

The competency profile and the multi-year capacity development strategy were informed by the field work data and the literature review.

A limitation of the study is that the research was only conducted in five provinces and included a relatively small number of districts and communes. For this reason the analysis also draws on data from other research studies. Further the research sets out to identify patterns in these different data sets that are common across all CCWC/FP. But at the same time, as will be shown below, each CCWC/FP develops differently depending on their internal capacity and on various external factors. An assumption of the study is that training providers will be able to move away from a one-training/one-approach for all and respond

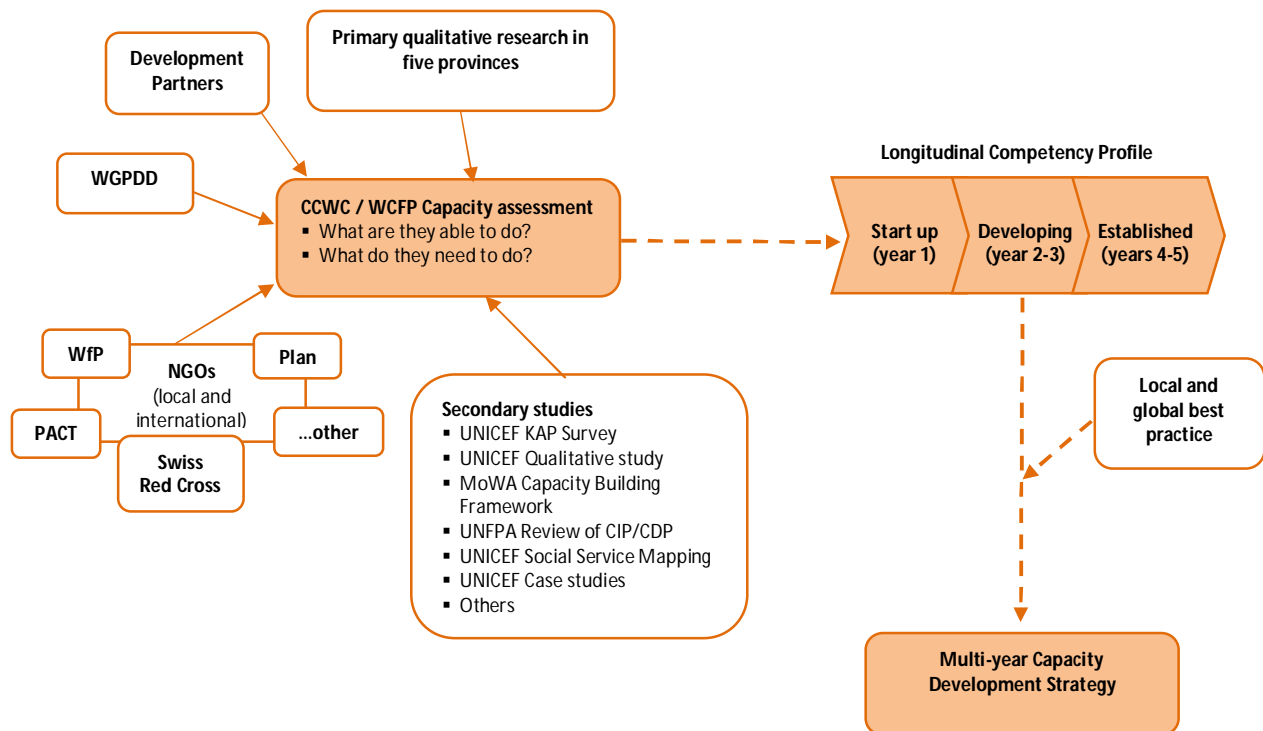
to the need for greater flexibility that this implies. For this reason, the capacity development strategy is presented as a set of recommendations.

In addition, the Ten Year Program for Democratic Development was being developed while this study was being conducted. This may require reviewing the recommendations made in this report after the Ten Year Program is finalised.

The capacity development needs and the strategy itself is based on a five-year cycle to coincide with the election cycle and assumes: year one as start up; years two and three as developing; and years four and five as autonomous,

Finally while there is significant interest from both Government and non-government stakeholders in further developing the CCWC, it is not possible at this point to predict whether or not current economic slowdown will impact on D&D process.

**Fig. 1 Relationship between research components**



## 1.4 Defining Capacity Development

### 1.4.1 A systems perspective

It is clear that there are a variety of views on what people mean when they refer to technical assistance and capacity development in Cambodia (Land and Morgan, 2008). The following premises underpin how learning and capacity development is understood in this study:

- Capacity development is more than simple knowledge transfer through external input; instead, capacity development is best understood as a process of change that is internal.
- Capacity development does not occur in isolation but has an applied nature – learning takes place when it is applied into practice.
- Capacity development takes place concurrently at multiple levels – the individual, the organisational, the sectoral, the regional and the national – all of which intersect with each other.
- Individuals can develop competencies; organisations can improve their collective capabilities; and both of these elements need to combine in a coherent way to bring about overall system capacity.
- Qualitative factors – like confidence, determination, creativity, pride and commitment – are key factors in the condition of capacity and the process of achieving it.

Several important perspectives of capacity development emerge from this rethinking (Morgan *et al.*, 2005). First, capacity development is about the development of individuals, as well as the capacity of civil society. Second, at a ‘local’ level – individual, community and organisational – capacity is about the potential and strength that all people have to create their own future. Third, while this potential to learn and grow can be enhanced by factors such as training, it is also necessary to identify and address institutional and environmental constraints that stand in the way of realising that potential. Fourth, capacity development objectives should be analysed at three levels: the individual level; the organisational level; and the enabling environment level.

Re-thinking capacity development in this way requires a shift in the approaches we employ in our work: we need to avoid “one-size-fits-all” strategies; we must focus on the relationship between learning and action (the application of learning); and we need to adopt more qualitative approaches, particularly for assessment and monitoring and evaluation.

## 1.4.2 Capacity development in the context of decentralisation

During the last decade, the Royal Government of Cambodia's economic policy agenda has been guided by the Rectangular Strategy. The core of the Strategy is good governance, including decentralisation and de-concentration (D&D). The Government's stated aim of decentralisation is to strengthen local, participatory democracy and reduce poverty. Donors and NGOs also see decentralisation as an opportunity for poverty reduction and for leveraging development aid to improve governance. Both the Government and international donors alike have significantly invested in promoting a good governance paradigm. Nevertheless, the D&D agenda is an ambitious undertaking, and several challenges – that are counter-intuitive to the decentralisation process – will affect its realisation:

- First, historical, political, and cultural patterns that shape the development environment – most significantly, the Khmer Rouge regime (1975-1979) systematically shattered social and family structures. The result was the destruction of almost all social bonds outside of the immediate nuclear family, with an extreme distrust of individuals and institutions alike rising in the general population. There is abundant research (see, for example, Moira O'Leary and Meas Nee, 2000; Jenny Knowles, 2009; Leng Chhay and Jenny Pearson, 2006) to suggest, for example, that many Cambodians feel generally suspicious of change and have come to exhibit extreme cautiousness in public activities.
- Second, traditional expectations of Cambodia's patron-client hierarchy and authoritarian systems of leadership are often replicated within development work and impact on how communities respond to or participate in development processes. There is often a gap between the knowledge and behaviours promoted in development discourse and those that are enacted in practice. Such disconnect results from tensions between traditional cultural beliefs and 'modern values'. In some instance cultural beliefs and values appear to be in contradiction with the principles of the Organic Law, for example hierarchical decision making versus democratic participation (Luco, 2002; O'Leary, 2007). A comparison between traditional Cambodian values and those embedded in the United Nations Convention for the Rights of the Child (Gourley, 2009) – for example – reveals that the two perspectives differ in many respects:

*...the strong cultural emphasis on family and parental reputation or 'honour' – as well as the pervasive influence of hierarchy and patriarchy in parent-child relationships – hinders the realisation of children's rights in many areas of family life.*

*At the same time, parents appear ...willing to respect children's rights in other areas when children acknowledged their responsibilities to their parents and families – a value shared by Cambodian culture and the UNCRC, but rarely emphasised in Child Rights projects (Gourley, *bid*: 5).*

- Third, an education system that discourages questioning reinforces attachment to hierarchy and results in a reluctance to openly oppose, disagree with or even to

question those who have power and a reticence to try out new ways of learning (Moira O'Leary and Meas Nee, Meas Nee and Wayne McCallum, 2009).

All of these tendencies impact on how individuals approach and respond to capacity building initiatives. Thus cultural and value-contradictions need to be identified and explicitly addressed in capacity building programmes, and government, non-government and private sector agencies must adopt more culturally-appropriate methods that focus on education (learning, not telling). What is needed is a *“middle way ...that integrates and embraces the contemporary concepts of social justice and individual rights ...re-interpreting those aspects of its culture that do not meet the needs of the current generation, while proudly preserving those that do* (Gourley, *ibid*: 5).

But change is occurring and there is ample evidence that D&D process is 'taking root.' Indeed, the establishment of elected commune councils has shown a number of positive results. First, the commune council has gained legitimacy as the people's representative organ, leading to a re-channelling of development assistance to the commune council. Second, the participatory planning and financing programme has allowed people to express their preferences in terms of community needs (and these preferences are being channelled up to the national level). Third, the decentralisation program has contributed to security and peace building and infrastructure improvement leading to economic growth. Finally, reform at commune level has strengthened, stabilised and legitimised the central government.<sup>4</sup>

Substantial research (Knowles, 2009) shows that this change has been driven by national “change agents” employed and trained by the Seila project who came to act as “culture brokers” (a bridge) between the expectations of, on one hand, the D&D process and the donors who were backing it, and, on the other hand, the sub national administrators, commune councils and the community. At the same time, these change agents had to challenge their own worldview and ways of working and thus needed a great deal of support, in fact “coaching”, from the international experts leading the project (McKay, 2009). We return to this point again in section four.

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<sup>4</sup> Draft of 10-Year National Program for Sub-National Democratic Development, Draft 4 A, August 2009

## Section 2 Capacity assessment of the CCWC

### 2.1 Relevant findings from qualitative research studies

The study draws on both the data from the field work as well as secondary literature documenting previous research studies. By looking at the findings from the different studies, we can recognise progress as well identify recurring patterns.

#### 2.1.1 Qualitative assessment of the Seth Koma CCWC/FP

In 2006, UNICEF published a qualitative research and assessment study of the CCWC and Commune Focal Points in three UNICEF-supported provinces. In particular the study looked at the role of the Focal Points in the commune planning process and in the delivery of services to women and children at the local level, as well as other functions of the CCWC.

The study reported that various initiatives, including trainings, had led to improved levels of capacity and 'better' understanding of the functions of the committee. Members of CCWC were found to be gradually assuming roles as advocates for women's and children's issues in their communities. CCWC were also promoting the delivery of service through, for example establishing community pre-schools; arranging domestic violence awareness-raising activities; encouraging full immunisation of children; organising health campaigns to improve sanitation; collaborating with the health centre in their communities to promote breastfeeding; and promoting adult literacy courses.

Not surprisingly – given that the research study was conducted only a year after the establishment of the Committees in 2004 – capacity and technical knowledge of CCWC members remained limited and further support was recommended. Content training<sup>5</sup> (in health, education, child-protection and child rights) and learning forums were identified as catalysts for further change. The study also recommended provision of operational budgets to support the establishment and management of the CCWC.

The study highlighted the importance of relationship building to the functioning of the CCWC, noting that the working relationships formed amongst committee members were operating outside of monthly meetings and that over time, the CCWC slowly assume greater flexibility and coordination with each other both inside and outside meetings.

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<sup>5</sup> Content Trainings are capacity training workshops designed to raise awareness of issues relating to health, education and child protection, as well as to analyse their existing causes. Content trainings also identify the local services available at the sub-district and village level. Through content trainings Commune Councils are made aware of how they can address issues related to women and children.

Resistance was experienced from some community members, and the CCWC/FP recognised that they needed to invest time in building understanding and buy in about the work of the CCWC and the role of the Focal Point before real progress could be made. This was seen as particularly important as social development objectives are not always immediately tangible. A newly-constructed bridge, for example, is a 'concrete' result. An improved enrolment rate in school is not. This finding went part of the way to explain why Infrastructure projects were given greater value by the Commune Council.

The study also highlighted other challenges the CCWC/FP were facing in fulfilling their mandate, namely:

- a. Transportation, particularly to remote areas and during the rainy season, coupled with security concerns and insufficient operational budgets were constraints.
- b. Many Committees were receiving training from multiple organisations, and were feeling overwhelmed.
- c. Low confidence linked to lack of technical knowledge, as experienced in particular by sub-national administrative staff, working groups and facilitation teams, was adding confusion.
- d. Some CCWC members were sitting on several committees but had not been able to coordinate or integrate their different responsibilities. This was exacerbated by the fact that not all CCWC members were equally committed.
- e. There was a lack of reliable data and statistics to inform planning and decision making.
- f. There seemed to be limited knowledge of operational budgets and how budget monies were allocated, suggesting lack of trust and/or little transparency between the Commune Council and CCWC/FP.
- g. It was also suggested that while international and local NGOs working in the social sector often had strong relations at the grassroots, their links with the government at the district or commune level were often weak. As a result, working relationships between CCWC/FP and local and international NGOs remained uneven.

Finally, case studies developed by the study showed that the Focal Point was likely to experience frustration as she grew into her role. This applied equally to those who were experienced and confident and to those who were not. These challenges included not feeling informed, not understanding the issues that were raised during the Council meetings, discrimination from male colleagues and lack of confidence.

### **2.1.2 Commune Women and Children Focal Point KAP Study**

This 2008 KAP (Knowledge, Attitudes and Practices) survey reviewed functions, strengths and activities of the CCWC and FP in both UNICEF- and non-UNICEF supported provinces. The purpose was, firstly, to document Focal Point activities; and, secondly, to promote deeper understanding and thinking on their role among government partners. The survey

engaged Focal Points, Commune Chiefs and relevant stakeholders (school and health centre representatives, community preschool teachers and village chiefs).<sup>6</sup>

The study found that most Focal Points could clearly articulate their roles and responsibilities and were actively raising women's and children's issues. The Focal Points were generally found to be highly motivated, hard working and flexible and understanding of the need to adjust their approach to different committees and community groups. Coordination and collaboration continued to be constraints. This was attributed to lack of negotiation and advocacy skills, and, for some, a continued lack of confidence. Travel to remote locations continued to be a constraint.

In practice, Focal Points in UNICEF and non UNICEF-supported communes dealt (albeit to different degrees and in different ways) with the key issues of education, health, domestic violence and gender. Focal Points in UNICEF-supported communes appeared to be significantly more focused on health and education, while Focal Points in non-UNICEF-supported communes appeared to be less focused on children's issues. In addition, Focal Points in non-UNICEF-supported communes tended to operate more independently. In contrast, the UNICEF-supported Focal Points were more focused on working collaboratively with partners, such as schools and health centres and had become a central point of contact for individual community members, communes and local authorities in promoting delivery of basic services for women and children. In short, they were acting as a bridge between the commune councils and the communities and thus playing an integral part in strengthening networks.

The Focal Points were also directly contributing to key women and children's indicators,<sup>7</sup> primarily those relating to child health and survival (immunisation and breast feeding); education (school enrolment, reducing drop-outs); child protection (birth registration and action against trafficking and sexual exploitation); HIV/AIDS (through awareness raising and reducing stigma); and gender issues (domestic violence and increasing women's participation in the commune).

With respect to capacity development, facilitation and communication skills training were named as important foundation skills, providing the basis for forming collaborative relationships, for negotiating and influencing and for strengthening networks. Forums<sup>8</sup> that focused on developing communication and facilitation skills were remembered as most useful. Focal Points in UNICEF-supported communes had also benefited from sector-based training in four content areas (child health, child rights, child protection and education).

Several challenges were noted in the study.

- a. Some Focal Points reported having limited decision making power in the Commune Councils, in part because the majority were appointed rather than elected councillors (and thus lacked status and voting rights) and in part because they lacked

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<sup>6</sup> Note, the data was collected in February, 2007; the report was published in the following year. Seventy communes in four provinces (50 of them supported by UNICEF) participated in the study.

<sup>7</sup> UNICEF Cambodia's Country Programme Action Plan (CPAP) 2006-2010 targets – the Focal Points contribute to the achievement of Seth Koma targets and those of other UNICEF sections.

<sup>8</sup> CCWC forums were conducted by Women for Prosperity until 2006, and were subsequently conducted by PDWA/DoWA. The forums are described in more detail below.

confidence in their ability to have something worthwhile to say. A contributing factor was that the Commune Councils continued to favour infrastructure projects over social service projects. The FP found it difficult to influence this tendency. These findings reinforced the importance of building strong working relationships between CCWC members. (The whole is more than the parts.)

- b. There was a recognised need for building more effective partnerships with service providers and line departments (including Health, Education, Social Affairs and Rural Development), to improve access to and quality of key services. At the same time there was a need to expand communication strategies (“awareness-raising”), to strengthen advocacy, to work more directly with youth and children, and to facilitate greater two-way communication between communities and local authorities.
- c. How data was being sourced and used needed to be improved. One area was how to use (interpret) data for effective monitoring, reporting and action planning. A second area was to increase the Focal Points’ understanding of planning processes and how to draw on data to inform and influence the Commune Implementation Plan.
- d. There was a need to give additional emphasis to child protection, water and sanitation, nutrition and maternal health. Finally, the study recommended the importance of establishing a long-term national capacity development strategy that is focused equally on issues faced by both children and women and based on an action-learning approach that enables the Focal Points to adapt to a changing environment.

### **2.1.3 UNFPA Review of Commune Implementation Plans and Provincial Plans**

The UNFPA Country Programme of Assistance for the period 2006-2010 seeks to promote the integration and implementation of key population issues including gender, Reproductive Health, HIV/AIDS and youth within development plans at both the national and decentralised levels. Since 2006, UNFPA has supported the Department of Local Administration of the Ministry of Interior to build capacity and sensitise commune councillors and women and children focal points in selected provinces.<sup>9</sup> The ultimate goal is to ensure that provincial and Commune Development Plans and Annual Commune Implementation Plans (CIP) adequately address and incorporate key gender, reproductive health, population, and youth issues.

This study reviewed commune plans for 2007 and 2008 in UNFPA-supported areas to determine (a) the degree to which commune councils and related actors (such as the

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<sup>9</sup> The work began in 2006 in 15 administrative districts (representing 101 communes) in 3 provinces (Koh Kong, Kratie and Siem Reap). In 2007 the work was expanded to include two more provinces (Battambang and Kampong Cham) for a total of 22 districts (151 communes). The programme was further expanded in 2008 to a total number of 38 administrative districts of 10 provinces (245 communes). In 2009-10 support will be expanded to a total of 67 administrative districts in 14 provinces (446 communes).

women and children focal points) understood the importance of population, reproductive health and gender issues; and (b) how such understanding was reflected in the CIP. The study also aimed to shed light on the degree to which the provincial plans reflect and take action on these issues.

The study found that, in general, the level of understanding of issues related to Population, Gender and Reproductive Health & Youth had increased between 2007 and 2009. Gender issues appeared in more than 90% of the CIPs and reproductive health and youth issues were prominently included in nearly 80% of the CIPs. In addition, the ability to explain and discuss the issues had also increased. In 2007, for example, some Commune Chiefs and the Focal Points were only able to respond by reciting memorised knowledge; discussions in 2009 appeared more spontaneous. The report commended UNFPA and DOLA/PLAU for their contributions to these results.

Gender mainstreaming, gender and education, domestic violence, trafficking, and women in decision making and politics were the most frequently-raised issues. While some individuals were more articulate than others, overall, the report noted *"an exceptional degree of knowledge and understanding... evidenced through the ability to explain the issues from theoretical perspectives and with real-life examples ...from their own or neighbouring communities."*

The report identified the public sensitisation campaigns (through TV and radio spots, public forums and community activities) as an important enabling factor. But while sensitisation is a necessary pre-requisite, real make-or-break impact comes from actual evidence on the ground, as we see from this discussion about why migration to Thailand has declined:

*...success in terms of material gains is hard to come by. A majority of migrant workers do not accumulate any significant financial return from their hard labour. We've seen a lot of migrants making calls to ask their parents to send some money over so that they could return home."*

The use of health centres had risen significantly during the period under study, especially among adults in their reproductive age (25 to 35 years of age). The deciding factor leading to positive behaviour change was the improved performance of the health centres, coupled with a shift in staff attitudes. Villagers tend to take their cues from one another. Once a family starts to use the health service and prospers in both health and wealth, other families begin to trust and utilise the service as well.

The study praised the financial support model provided under the management of DOLA/PLAU, in that it gives 'ownership' to the commune councils: they plan and carry out the activities on their own terms. In the words of one Focal Point:

*"The money is not much but it gives us the means to do our job. It pays for gas, most importantly. Personally I ended up paying my own cash every time I go to the training; but*

*I'm happy to do it. We spend some money to buy bottled water and cookies in the first training. Next time we buy books and pens... Once villagers get something when they join the training, it is not difficult to get them to come again; more often than not we have more people than we plan. The small kids also have food to eat so mothers can stay and participate till the end"*

Another important attribute made possible by this funding has been that some Commune Councils have been able to lead on 'regular' village-level training, without being dependent on one-time NGO training or activities.

*"This is different from working with NGOs; they tend to do the whole thing themselves".*

Some challenges identified in the study were:

- a. Issues related to health and gender and rape were less taken up in the CIP. (One possible reason for this is that issues like husband to wife HIV transmission and rape remain a source of shame (leading to loss of face) in the family).
- b. Population issues also remained a challenge, possibly because they, in general, are more complex and difficult to grasp.
- c. In some cases, it appeared that in developing their CIPs, the CCs were merely copying from a template without analysing why certain choices were being made or the implications of these choices. On a positive note, the study found that the plans were being implemented into action and that issues raised at village meetings were influencing the planning process.
- d. Multiple sources of funding from development partners, international and local NGOs as well as government agencies (primarily Ministry of Health, Ministry of Women's Affairs, and Ministry of Planning) was not helping with priority setting, with coordinating action plans or with monitoring and reporting.
- e. There were mixed results in terms of women being given more opportunity to participate in decision making roles. While most Focal Points showed a high degree of enthusiasm, most women interviewed expressed reluctance about getting involved, citing the need to earn income to support their families or lack of support from their husbands.

The study concluded that there was a direct correlation between UNFPA support and the attention given to women's and children's issues in the CIP. This attention increased with experience, and the funding was an important 'seeding' component. Significantly, the degree and frequency of implementation seem to be dictated by the availability of funding, not by a capacity deficit or activity overload. Those Commune Councils that received funding from UNFPA and also from other sources (for example, through NGO projects) were able to absorb the funds and deliver on their commitments.

### 2.1.4 MOI-DOLA / UNICEF capacity assessment study

As described in section 1.3 above, this MOI-DOLA/UNICEF study draws on focus group discussions and in-depth interviews in five provinces with CCWC and FP, representatives from the community (service users) and various service providers. In addition in-depth interviews were conducted with the WCFP to explore specific issues that they experience in fulfilling their role. In-depth interviews were arranged with other informants as needed. These data were complemented by consultations in Phnom Penh with development partners and international and national NGOs who have been supporting the capacity development of the CCWC as well as a review of capacity building interventions conducted by various Government and non-government stakeholders.<sup>10</sup>

The study confirms findings from the previous studies described above and also adds new insights. These are summarised as key success factors that enable the growth and development of a CCWC.

#### Allow for staged growth – the CCWC fulfils its mandate over time

The data clearly confirm the findings from the UNFPA study described above, namely that CCWC and FP are actively participating in developing annual work plans and budgets and submitting these to the Commune/Sangkat Council for approval. It appears that in some instances year-one work plans tend to focus on operational matters (setting up CCWC meetings and information about meeting expenses and transport). This is in part because each CCWC needs to clarify for itself what the work is about and because, in some locations, the CCWC needs to raise awareness amongst communities and service providers about how it can add value. Only in year two do plans become more specifically focused on activities promoting women’s and children’s issues.

Most significantly, it is apparent that, over time, the CCWC establishes linkages between the Commune Council and communities and between the Council and other committees (such as the Pagoda Committee or Village Health Support Groups). When the FP or other CCWC members identify issues and bring data to the CCWC meetings, the Committee is able to engage in discussion about the issues and suggest possible responses. This kind of discussion provides them with the opportunity to develop a business case for action and to ‘rehearse’ their presentation of the case before proceeding to a Council meeting or to a district or provincial level meeting. It was also noted though that not all CCWC are able to critically analyse data or to develop a coherent rationale (business case) based on the analysis. More input is required on how to collect and analyse information related to women’s and children’s issues and how to integrate this information in a meaningful way into action plans. Recent work by UNICEF to introduce social service mapping tools (see section 4) will help to alleviate this shortfall.

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<sup>10</sup> These included work on strengthening coordination between the CCWC and health-related structures conducted by the Swiss Red Cross in Takeo province; a Social Protection Capacity Assessment conducted by DFID; a consultancy conducted by UNICEF on social mapping; and a consultancy to develop a capacity building framework for women sub-national levels.

While the CCWC/FP are improving communication, collaboration and coordination among the Commune Council, service providers and villagers, it was apparent that they are looking for further guidance, in year one, on how to develop a directory of service providers. By year two it appears that the CCWC members are cementing their relationships with service providers. By year three the scope of involvement widens and there are numerous reports of interventions stimulating demand for and access to services (such as school enrolment, breast feeding campaigns and raising awareness about domestic violence). The field work highlighted that the CCWC are mostly very active and highly motivated:

*I believe that CCWC are doing much more than they are reporting (woman Deputy Governor, Oddar Meanchey).*

*I am happy to work on women and children's issues because I want people to see that I am a woman and I can do this work... At the same time, I have received a lot of support from the community (Focal Point, Oddar Meanchey Province)*

While enthusiasm and motivation are already evident in year one, it was also apparent that not all CCWC members understand the full potential of their roles and responsibilities and that some CCWC may be responding to the NCCD Guidelines in a mechanical manner. For example, annual plans and budgets are sometimes developed without consultation with relevant stakeholders or analysis of available data. Thus, while the NCCD Guidelines for the CCWC (No. 082/NCDD, August 2007) are a helpful framework for the CCWC in their start up phase, each Committee can (and should be encouraged) to assume greater flexibility, particularly if it is able to demonstrate positive outcomes and responsiveness to the women's and children's issues identified locally. In general, CCWC members' understanding of their role does deepen over time and, as confidence grows, so too there is greater responsiveness to local needs.

The role of monitoring appears to be driven by a need to 'report up' rather than by an understanding that discussions about what is working or not working allow priorities to be adjusted accordingly. There is little feedback on the reports sent. This erodes confidence about report writing and raises concerns that "we may not be getting it right." More feedback from the district and provincial levels would be valued. Further input on writing concise and well-argued reports about the 'what and why' of women's and children's issues would also be helpful.

### **Build collaborative working relationships**

As noted in earlier studies, a key success factor in establishing the CCWC is the ability to form collaborative relationships, both among the Committee members and with women and children in the community, with related Commune/Sangkat committees, NGOs and Government line agencies and, in some instances, with the private sector. Much of year one is given over to establishing these relations. By years three or four, the CCWC is bridging various line agencies and communities and local civil society groups.

There were several reports from the CCWC and Focal Point (a) that building relations with NGOs implementing social sector programmes remains a challenge; and (b) that it is not easy to 'break into' the local networks established by NGOs. In short, while a number of NGOs working to promote women's and children's rights are also seeking to stimulate demand for and access to services in the social and economic sectors, and the opportunity for collaboration is being lost. Engaging in dialogue with NGOs could help the CCWC/FP recognise vulnerable households. It could facilitate their role in monitoring. It could facilitate their access to hard-to-reach communities (through sharing transport for example). In remote areas, such as Rattanakiri or Koh Kong – where the population is spread afar – building working relations with both Government and NGO staff will be key to developing economies of scale.

Going forward, it will be necessary to give more attention to facilitating links between the CCWC and the new, emerging district and provincial-level Consultative Committees. An avenue exists for doing this through the existing quarterly district-level forums.

### **Build the team**

The study found that when the Chief, Deputy Chief and Focal Point were able to come together as an active "core team" in year one, the CCWC was able to quickly establish itself and make progress on issues. This suggests the possibility of providing more specific training for this group (rather than for all CCWC together), perhaps via the quarterly district forums, which in turn, would allow for peer-to-peer learning as well economies of scale.

An important role for the Commune Chief in year one – with assistance from the Focal Point and the Deputy – is to develop a collegial team and to strive to overcome innate hierarchy that can block full participation. In years 4 and 5, when elections are imminent, attention should be on orienting new members into the current team (so that momentum is not lost).

Unless the Focal Point is already experienced in Commune affairs and confident in her knowledge and skills, then she does not always find her voice in year one (or even year two).

*Since I was told I am a FP, I have nothing to do besides attending monthly meetings. I only come into town when I am called... I have nothing to report during the meeting because I don't do any activities. Until now I do not know what my roles and responsibilities are as Focal Point (Focal Point in Rattanakiri province)*

Indeed, there were reports that the Focal Point may struggle to find her place within the CCWC, particularly when she is a selected rather than elected Commune Councillor, or when the Council or CCWC is dominated by the perspectives of men.

*When I was first appointed as the Focal Point, I was oriented to my role and ...what I could do for women and children in my commune. I believed the role that I could play was important. But when I shared or initiated ideas with other CCWC members, they seemed to ignore my words. I felt that they did not see the CCWC as important in the*

*way I did. I questioned myself – is this because I am a woman that they do not believe me or is my ability to persuade limited? (Focal Point, Kampong Thom)*

If nothing else, this highlights the need to promote leadership skills and confidence amongst the Focal Points and for continuous gender awareness work for all CCWC members that wears away at stereotypes about what women can/cannot do.

The research findings suggest that, in the first year at least, the CCWC members do not always understand the full potential of their roles and responsibilities. In some cases they feel overwhelmed by all they are asked to do or by the background knowledge they are asked to absorb. It goes without saying that people do not fully commit to something they do not fully understand. Training inputs thus need to be carefully staged and action-oriented.

It is important that the CCWC see that the assistance offered by international agencies like UNICEF and UNFPA or the numerous NGOs providing support to the Commune Council and/or the CCWC not as “extra work,” but as work that will enable them to achieve their own objectives. Thus all agencies working with the CCWC need to take time to demonstrate the relevance of their proposed activities to the CCWC mandate; in short, they must build understanding and ownership. Understanding and ownership are vital precursors for the enthusiasm, energy and commitment required to take the work forward.

### **Establish credibility**

Community members and other civil society actors tend to be wary of new structures and ideas and adopt a ‘wait-and-see’ attitude when the CCWC is first established.

*At first the women all believed in the traditional mid-wife and would not go to the health centre ...but then there was a death during child birth and now they are all going into the health centre for check ups (Focal Point, Kampong Cham).*

*Now people start to understand about birth registration, because without a birth certificate their children cannot go to elementary school or cannot get a job in the factory (Deputy Commune Chief in Kampong Thom).*

A primary concern for communities is food security and employment – this requires that the CCWC be pragmatic.

*We realized that villagers only follow us if they have something to eat ...therefore the committee proposed we focus on three objectives - economic development of the family, protection of the family and people have a duty to participate in the social work activities (Commune Chief in Oddar Meanchay).*

The CCWC needs to establish its credibility within the Commune/Sangkat. It does this through adopting transparent practices and reporting on what funds are available, how they are allocated and why. It also builds credibility through achieving small wins – helping one woman access health care or providing a child with a bicycle to get to school. As the community awareness grows that working with the FP and CCWC leads to greater access to social services and social inclusion, so does the recognition of the value

provided by the CCWC. This, in turn, further encourages confidence and motivation amongst the FP and CCWC.

This explains why the CCWC and the FP must invest time in building understanding of women’s and children’s issues and get buy in for the work of the CCWC before real progress can be made. When setting up a CCWC, it would be helpful to develop a parallel strategy to make use of mass media channels (radio and television) to promote the work of the CCWC. This would pave the way and allow the CCWC to move more quickly away from awareness-raising to focusing on women’s and children’s issues and strengthening service provision.

## 2.2 How the CCWC and FP develop over time – what can we expect?

Table 1 synthesises the findings from the various data sets above to show how the CCWC and Focal Point grow and develop (from nascent to mature) and what can be expected from the CCWC/FP at various points in its development.

**Table 1 How the CCWC/FP develops over time**

Stage One Start up (year 1)	Stage Two Developing (years 2 & 3)	Stage Three Autonomous (years 4 & 5)
<b>Building the team</b>		
The key people in the start-up phase are the Chief, Deputy Chief and FP (and in some instances, the Clerk). When this ‘core group’ is motivated and energetic, the CCWC quickly takes off. The Chief must focus effort on team building to get understanding and buy in of all CCWC members.	In this phase, we see increased confidence from the FP and increased understanding of the roles and responsibilities of the individual members. This leads to greater participation and teamwork from other CCWC members in supporting the FP.	We can see greater team effectiveness and confidence to take on and monitor activities and generate ideas for new focus areas. An important consideration for the CCWC is how to manage ‘turnover’ and to orient new members, so that momentum is not lost.

### **Prepare an annual work plan and budget**

Generally the focus is on getting the plan and budget done, so as to get started. A downside is that plans are sometimes developed without consultation or careful analysis of existing data.

This can be addressed through guided planning and allocation of 'earmarked' funds, specifically linked to high priority, lagging MDG (e.g. Sanitation or Maternal and Child Health).

Monthly reports tend to focus on Committee-centred activities and not on community-related outcomes.

Examples emerge in CIPs of specific social service activities and of coordination and collaboration with other stakeholders. Other CCWC members begin to see the value-added by the CCWC as an entry point into the CC and thus begin to speak out and influence the agenda.

As the CCWC begin to improve their capacity to identify and understand local women's and children's issues; funding allocation can then move to a mix of earmarked and discretionary.

Numerous examples of women's and children's issues can be seen in CIPs.

We also see more coherent monitoring & reporting implementation plans

In stage 3, we expect to see the CCWC managing discretionary funds.

### **Provide advice and assist the Commune Council and CC Chief on the tasks related to women and children**

CCWC must first strengthen its own understanding of women's and children's issues. The ability of the CCWC (and, in particular, the core team) to understand and engage with relevant issues facilitates the work of FP. Externally, there is a focus on building understanding of and buy-in for the work of the CCWC. It is important that the CCWC identifies opportunities to establish presence and credibility with communities through small 'wins.'

There is increased confidence of the FP to speak out and to represent women and children's issues though there may still be lack of clarity of some of the complexities. The FP and some other CCWC members take on more knotty facilitation roles (e.g. engaging in domestic violence, raising questions about vulnerable households). As relationships and confidence within the core group grow the work of CCWC becomes integrated into the functioning of the Commune Council itself.

We can see a comfort with dealing with a wide range of social development issues and to link these to technical knowledge areas,

Increased confidence to advocate on difficult issues that involve conflict of interest or power and status

### **Raise awareness about laws & rights and mobilise communities/service providers**

In some instances this occurs in specific public forums / meetings. But it also occurs informally, for example, in talking to women about the importance of birth registration, immunisation, attendance at school

A key role for the core team is to tap into existing networks and, expand and strengthen the links between communities and these networks.

There is a more practical understanding of roles/responsibilities (evident in reports submitted to CC) and examples of where CCWC/FP is facilitating social services, particularly in (health and education). There are also examples of the CCWC/FP facilitating linkages amongst the various service providers.

In years 4-5 collaboration is more effective. The CCWC/FP acts as a bridge between line agencies, community and local groups

Year 4 see examples of deliberate efforts to engage with difficult issues e.g. mediating in instances of domestic violence and other social protection issues

### **Advocate for participation of women in decision making**

Focus is primarily on raising issues for discussion – that is, on speaking up on issues. There is generally a lack of credible voice and the FP may struggle to get the issues she raises carefully considered.

There is more confidence to speak about and justify various issues and to present the issues in a coherent and convincing manner

There is increased recognition that advocacy could be more than speaking out on behalf of others – a need emerges to begin to develop skills in evidence-based advocacy

***Strengthen communication, collaboration and coordination among CC, service providers and villagers***

<p>The CCWC members need guidance on how to systematically map out service providers and their connections and to build up a registry of service providers.</p> <p>Considerable time is needed to develop relationships with service providers (mostly government); more effort is needed to also bring in NGOs who are active in the commune.</p>	<p>We see an expanded scope of engagement with examples of ‘good’ practice, particularly in health and education and water and sanitation. We also see increased interest from other stakeholders; service providers begin to appreciate that they can advance their own agenda (and have a greater impact) by working with the CCWC. The CC begins to appreciate that the presence and functioning of the CCWC allows it to fulfil its mandate.</p>	<p>Over time, the CCWC becomes a problem-solving network that enables the commune to pursue a coordinated approach to resolving social issues in the commune. It does this by bringing together information from different sectors, thereby acting as a central point for connecting sectors and local authorities with one another.</p>
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***Assist CC to collect and analyse data related to women and children and integrate into CDP and CIP***

<p>Mostly about collecting data and filling out formats, with little data analysis or drawing on data to inform actions / decisions</p>	<p>We see an increased ability to recognise disparities and to work with vulnerable households. At the same time, this highlights a need to focus more on analytical skills. There is a need for specific inputs into how to analyse and ask questions of data and also how to use PRA and other qualitative techniques</p>	<p>This is a gap area identified in the research – the need for specific inputs into evidence-based advocacy and more critical analysis</p>
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***Participate in implementation and M&E of the CC work plan related to women and children***

<p>There is ample evidence that the CCWC/FP are contributing to CC planning processes and getting women’s and children’s issues considered. There needs to be more work done on the rationale for monitoring and how the information can be used.</p>	<p>Ongoing</p>	<p>Ongoing</p>
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***Monitor the situation of women and children in the Commune and report to Commune Council***

<p>Mostly driven by forms requested by PLAU and various Line Agencies; writing concise and coherent reports is a challenge for many. There is little or no feedback on the reports.</p> <p>The FP is able to draw on the data generated to begin a registry of available services</p>	<p>Reports begin to include some comments/analysis (not just reported data). We begin to see a distinction between monitoring for reporting and monitoring as a tool for more effective services</p>	<p>We begin to see an increased ability to monitor and analyse data and to review action plans and priorities based on the analysis.</p>
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## 2.3 Specific issues related to capacity development

This section focuses on specific issues that surfaced in relation to capacity development.

### 2.3.1 Bring learning and capacity development together

*Money alone cannot ensure that the committee will work well if they are not strong enough or lack the knowledge to do their work. I think they need more capacity building to make the committee strong* Deputy Village Chief, Kampong Thom)

Training and related capacity building initiatives are leading to improved levels of capacity and, all CCWC members and Focal Points reported that the training they had received had been helpful, however, when they were asked to talk about the different trainings they had received the CCWP/FP could not readily recall details of when training had taken place or how the learning had been relevant to their work. Trainings were blurred into each other.

Some complained that they had received too much technical training, though on probing, this appeared to be about the training being overly-technical ('too high') and thus not accessible or tied to practical examples. Thus while sector-based training (for example, maternal and child health, women's and children's rights, child protection and education, were all identified as critical, training programmes need to be careful to not overload the technical inputs. What is required, on the part of Facilitators/Trainers, is an ability and willingness to explain technical subjects in a language that is easily understood by everyone (without talking down to the participants).

*The ability to catch ideas during the training for people from the high land is limited. Some of the Focal Points couldn't read and write Khmer language but they can write their minority language. Sometimes after the training they do not know what the was training about* (Department of Women's Affairs staff in Rattanakiri)

It became apparent that, in classroom settings, the CCWC learn best when they can draw on lived experiences, which resonate with their own situation. They also learn by doing, and in some sense, the first year of establishment serves as an apprentice year. It is thus important that all training programmes emphasise practical knowledge based on actual experiences, in the form of stories (case studies) that motivate and encourage peer learning.

Here is one story of a Focal Point who stepped out and influenced the Committee:

*None of my CCWC dared to take the \$500 offered for investment in a community pre-school because they thought that this was not enough money to start the community pre-school. At that time, I thought the money will have to be reimbursed to UNICEF if it is not used no one used. I was convinced that the money should be spent for the benefit of the community. So I spoke to the Commune Chief about taking the money ...and he agreed. Now, the community pre-school is working well and I've had a lot of praise and thanks from the CCWC members and the community* (Focal Point in Kampong Thom).

Training should also be accompanied by follow up (coaching) sessions that allow the trainees to talk about their progress and challenges and to problem solve the challenges. As we will see in the proposed capacity development strategy, these findings may require 'training up' the PLAU and Provincial Facilitation Teams.

Facilitation and communication skills were identified by respondents as important foundational skills, as were relationship building and influencing others. There were numerous calls for a better understanding of advocacy and a need for evidence-based rather than 'feels-right' advocacy. A related and critical gap – already noted above – is the ability to collect and analyse data and to draw on the data to build the case for change (for example, changes in priority setting or budget allocations or changes in programme emphasis). Leadership skills were also called for.

As noted in section 1.4.2, many of the views that people have about training/learning, gender, participation and so forth, are deeply-held and go un-questioned. It is important then that capacity building efforts address the values that underpin the decentralisation process (such as, participation and voice, an equal place for women) and how men and women can work together to address issues that are important to the community.

### **2.3.2 Draw on learning approaches that encourage simple conversation**

One training opportunity that was well-received by the CCWC/FP were the Forums provided by Women for Prosperity. These Forums blend skill building inputs related to planning and organising and facilitation (self confidence and creativity, promoting equal participation, listening with an open mind and reflection); and problem and solution identification. Interestingly one villager in Rattanakiri remembered a community conversation from another setting as a particularly useful approach because:

*The community conversation, supported by UNDP, helped villagers to open up and share their stories related to domestic violence and understand the related issues.*

Both of these approaches build on facilitative processes that encourage relationships based on trust and respect and promote self esteem and open communication. Participants report that they feel their voices are heard and that they gain confidence (*kla-haan*) to "try on" new ideas and new ways of working. These two approaches will be described further in section four.

There are implications for the CCWC/FP when facilitating meetings and discussions with communities. Namely, they also need to remember that people are learning when they are sharing their experiences and ideas in small groups:

*When you let people speak, really express themselves a lot of the important issues will come up* (Comment from NGO working with Village Health Centre Management Committees).

This means that the role of the CWFP or CCWC members when consulting with community members may be to sit quietly and wait for others to open up and speak.

This is not an easy role for a practitioner to take on – it requires conscious practice and patience to learn how to convey information in this way.

### 2.3.3 Don't make it complicated

The Focal Point does not need to be a technical expert. Rather she needs to be able to explain why she is collecting data related to how many households have participated in immunisation campaigns or how many pregnant women give birth at home. She does not need deeper technical information, which, in this case, is the responsibility of the Health Care Centre or of Provincial/District Ministry of Health. Instead she needs to be confident enough to say – *“I don't know, but I do know where you can go to find out”* – in short to make referrals.

The research clearly shows that the CCWC and FP learn through doing and that year one is an important apprentice year. Thus training programmes that are designed to build capacity of the FP and other CCWC members should reflect a learning-by-doing approach.

Cascade training provides a mechanism for going to scale and reaching out nation-wide. But experience shows that as a training programme cascades down – from national core training teams to provincial-level, district-level and commune-level teams – bits and pieces of the training can get lost (or muddled) along the way. In general, technical inputs are valued over process. The danger is that we find, for example, trainer/facilitators lecturing women about domestic violence rather than asking them how they have experienced and how they are coping with domestic violence. The wish to appear knowledgeable and thus to fall back on a telling approach to training is persuasive. Training/Facilitation teams must feel comfortable with facilitative approaches and be patient with their own need to ‘teach.’

### 2.3.4 Step-by-step

A focus of the Chief in establishing the CCWC, should be to clearly orient the members to their roles and responsibilities – both who does what and also how the work of the CCWC supports and draws from the work of related committees (such as, the Village Health Management Committee, the Pagoda Committee and the District-level CCWC). There should be specific inputs into team building and on orienting new members for continuity when a member is transferred to a new position elsewhere or elections bring about changes in the Committee membership).

Facilitation skills are a basic requirement. But becoming a competent, practised facilitator requires patience and long-term commitment. Overtime the WCFP and CCWC need to move from general to more complex facilitation skills: such as, how to manage incidences of domestic violence or how to mediate in disputes where there is conflict of interest in a manner that does not escalate tension.

In general, data collection and reporting is conducted regularly. Data are usually drawn from existing sources (such as from figures supplied from the Health Centre that describe who is accessing the services). However, these figures are static and do not always recognise disparities – those families who are not accessing services. More input is required to allow the CCWC to recognise variations over time and why these occur (for example, disparities between the number of children enrolling in school at the beginning of the year and the numbers in school mid- or end-of-year). This finding suggests more attention be given to data collection methods that identify disparities (such as participatory rapid assessment tools) and to increasing the capacity to use such data to ask questions: why do these disparities exist? How can we respond? Do we need to reassess our priorities?

A related need is to clarify the role of monitoring and reporting and to place an increased emphasis on monitoring, analysing and reformulating action plans based on the analysis.

Similarly, the role of advocacy is not well understood. One reason for this is that advocating on behalf households or communities that are not receiving adequate services can call on an ability to critically analyse the status quo, to negotiate and influence and, in some instances, to confront status and power.

A final comment – it appears that apart from end-of-course or end-of-workshop evaluations, training programmes are not being evaluated by either the providers or the sponsors. Clearly there are gaps and opportunities for improvement in the capacity building programmes currently being provided that would result in greater impact and in a process of on-going learning (Mckay, 2010).

## **2.4 How capacity development needs of the CCWC/FP evolve over time**

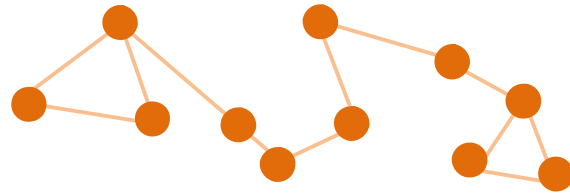
Capacity development needs also change over time. For example, in year one, the CCWC (and in particular the Chief, Deputy and Focal Point) need to establish the presence of the Committee and to build understanding within the Committee – this requires them to be able to plan and organise, build team dynamics and clarify expectations. They need to be able to tap into and expand existing networks. The Focal Points need to build their confidence and competence to communicate clearly and concisely about women’s and children’s issues. They also need to be able to present well-formed arguments for why particular issues are important. In years two and three – as the Committee begins to engage more with disparities and complex issues – negotiation skills become more significant. The focal points may also have to facilitate and defuse situations that involve conflict. In years 4 and 5, the Committee members should be engaging in evidence-based advocacy. These shifts in capacities are shown in Table 2.

**Table 2 Capacity needs evolve over time**

Start up (year 1)	Developing (years 2 & 3)	Autonomous (years 4 & 5)
Team building for understanding, commitment and ownership by CCWC, through for example, case studies and story telling techniques to clarify significance of roles and responsibilities and for what the CCWC could become (visioning); values alignment; orientation to D&D/organic law and women's and children's rights; and introduction to 2-3 critical issues (what & why) that the CCWC will take on in its first year	Expanding the team to bring in new capacities – how to orient new members Provide further technical inputs related to social protection, population and migration etc	Orientation of new members; managing turnover
Problem solving – dealing with the unexpected (e.g. natural disaster, death of parents leaving children orphaned) Developing a rationale for oral and written reports	Analytical thinking and decision making – identifying and addressing disparities through social mapping and related tools Develop skills in analysing data to build the case for change	Analysing power relations <u>Year 5</u> : Critical review of progress and challenges; external trends analysis; needs assessment; analysis of own capacity gaps and evaluation of trainings; draft multi-year plan (for post-election CCWC)
Planning and organising effective meetings; developing work plans and budgets	How to present a persuasive argument in written and oral reports	
How to complete reporting formats; what data to collect Monitoring Commune Implementation Plans Guidelines on compiling a registry of services	Monitoring and reporting for action planning (e.g. collating and writing up data; developing concise action plans Updating registry of services Inputs needed on how to articulate lessons learned	Evidence-based advocacy (for action and change) Leadership skills Updating registry of services Inputs needed on advanced skills for M&E
Facilitation and Communication skills to build self confidence e.g. promoting equal participation, listening with an open mind; reflection; and facilitation tips for running successful meetings Speaking clearly and confidently about 2-3 key women's and children's issues Presenting reports orally Simple report writing	Negotiation and influencing (e.g. for addressing issues of domestic violence) Explaining about issues related to population and migration and social protection	Facilitation – working with conflict and power
Developing and managing productive partnership relations Tapping into current networks and developing new networks	Strengthening and expanding networks	Maintaining networks over time

## 2.5 Concluding remarks – the value added by the CCWC

A social network is a social structure made of individuals (or organisations), which are inter-connected in some way, such as family, friendship, client-patron, financial exchange, or relationships of beliefs, knowledge or prestige. Social networks operate on many levels, from families to commune up to district, provincial and national level. They play a critical role in determining the way problems are solved, how organisations (such as Commune Councils, Village Health Support Groups, Health Care Centres) are run, and the degree to which individual community members participate in commune-related activities.



Mapping a social network helps us to understand the social relationships within a network and whether or not these relationships are based on circumstance and convenience or sustained over time. Social network analysis focuses on how these connections affects individuals and their relationships and also how these connections lead to collective action.

A key function of the CCWC is to promote collaboration and connection between community members, the commune and various sector providers (both Government and non-government), so as to stimulate demand for and provision of services and to address disparities. In so doing, the CCWC contributes to the strengthening of social networks. In the start-up phase the work of the CCWC begins with establishing relationships based on mutual respect and trust. This lays the foundation for collaboration and ultimately the coordination of social services.

*Coordination in response to domestic violence incidents is the most important function that the CCWC serves in the commune ...if a family is experiencing domestic violence the CCWC can coordinate to help the family and to make sure their health needs, the children's education needs and protection needs are met... the police admit that while they can work on matters of the law and protection issues, they cannot alone help the family to resolve the underlying social issues (FP, Oddar Meanchey).*

The CCWC members work collaboratively with a wide range of service providers to organise a wide range of functions. For example, in education, they organise school enrolment campaigns and bicycles for children in remote villages to go to school. They organise community representatives to accompany children from households where parents are working, so the children can attend community preschools. They monitor attendance and follow up when children are absent from school. They also monitor the pre-school teacher to ensure classes are being run as scheduled. This allows the provincial/district education authorities to focus their expertise on curriculum design and delivery, teacher training and quality assurance. Statistics show that children who attend preschool are more likely to enrol in school at the right age, to stay in school and to succeed.

Similarly, the CCWC are addressing disparities in health, for example, through transport costs for pregnant women from poorer households to go for health check ups. They are providing food supplements for pregnant women from poorer households. They are encouraging women to give birth in health centres and encouraging breast-feeding. In performing these functions, the CCWC are stimulating demand for and facilitating access to

services; improving family care practices. Ultimately, they are contributing to the achievement of the millennium development goals.<sup>11</sup>

In its most mature form, the CCWC is a problem-solving network that enables the commune to pursue a coordinated approach to resolving social issues in the commune. It does this by bringing together information from different sectors, thereby acting as a central point for connecting sectors and local authorities with one another. In so doing, it also promotes stronger linkages between the community, commune and the sector providers. Because the CCWC has the ear of the Commune Council, the CCWC enables sectors to have a greater impact in regards to service delivery than if they operated independently. At the same time, the presence and functioning of the CCWC has a motivating influence on the services it supports. This in turn allows the Commune Council to fulfil its obligations to the community in regards to improving access and quality of social services.

As a problem solving network, the CCWC strengthens understanding of children's and women's issues, as well as of other social services amongst the Commune Chief and other Commune Council members. The ability of the Commune Council to engage with children's and women's issues facilitates the work of the Commune Women and Children's Focal Point. Over time, and as the relationship between the Commune Chief, the Deputy Chief, the Commune Clerk and the Focal Point grows the work of CCWC becomes integrated into the functioning of the Commune Council itself.

A word of caution: in stimulating demand for services, the CCWC also raise expectations that these demands will be met. However, in some instances, this may not be the case. Social protection is particularly difficult because, as will be described in section 4.2, there are not enough trained social workers or counsellors who can address social protection issues.

The next section draws on the findings and analysis described in section two to define a competency profile for the CCWC/FP.

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<sup>11</sup> Cambodia MDG2 (Achieve universal nine-year basic education) and Cambodia MDG4: Reduce child mortality

## Section 3 Working with competencies

### 3.1 What and why?

For the purpose of this study, a competency defines observable (and in some cases measurable) knowledge, skills, attitude, and behaviours required by the CCWC and WCFP so that they can confidently perform their roles and responsibilities.

A competency defines both the ‘what’ (what knowledge and skills are required) and the ‘how’ (attitudes and behaviours).

For example, facilitation is a competency that defines specific knowledge and skills, including the ability to present information clearly and concisely, to manage groups, to handle difficult conversations and so on. It also includes specific attitudes and behaviours that define how a facilitator works, for example, listening with empathy or not telling a community what to do but leading the community members to finding their own solutions.

Competency profiles allow us to achieve several desirable outcomes:

1. First, individuals and/or teams are clear about what they are expected to do in their jobs (the minimum standards) and how their performance will be evaluated.
2. Second, they can draw on the competency profile to identify their strengths and capacity gaps.
3. Third, learning can be tailored based on learners’ current level of performance.
4. Fourth, training providers can phase their training programmes: focus first on immediate needs and then on progressively more advanced levels of learning.<sup>12</sup>
5. Sixth, competencies provide a guide for recruiting new team members (based on current competencies within the team and those needed for the future).

### 3.2 The competency profile for the CCWC and WCFP

The profile distinguishes technical knowledge and skill areas from behavioural competencies (Table 3). The technical knowledge and skill areas refer to the facts the CCWC and WCFP need to know in order to do their work, for example, knowledge about the Organic Law; what Decentralisation means; Child Rights; Nutrition and Maternal Health or HIV/AIDS. While it is important that the members of the CCWC, including the FP, need to know something about these technical areas, they do not need deep technical knowledge. Further we would expect, for example, that the Health Centre or the Village Health Support Group representative would have more specialised knowledge than other committee members.

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<sup>12</sup> ‘Good practice studies clearly show that when training programmes are staged in this way and interspersed with workplace practice and on-the-job follow up, the learning is deepened.

**Table 3. CCWC/FP Behavioural Competencies and Technical Knowledge and Skills**

Behavioural competencies	Technical knowledge and skills
<p><b>Managing self</b></p> <ol style="list-style-type: none"> <li>1. Demonstrating respect</li> <li>2. Commitment</li> <li>3. Effective Communication               <ul style="list-style-type: none"> <li>- Speaking</li> <li>- Listening</li> <li>- Report writing</li> </ul> </li> <li>4. Facilitation</li> </ol> <p><b>Managing relationships</b></p> <ol style="list-style-type: none"> <li>5. Teamwork</li> <li>6. Negotiation and influencing</li> <li>7. Promoting coordination and collaboration</li> <li>8. Advocacy</li> </ol> <p><b>Managing work results</b></p> <ol style="list-style-type: none"> <li>9. Planning and organising</li> <li>10. Problem solving</li> <li>11. Analytical thinking and decision making</li> <li>12. Monitoring and action planning</li> </ol>	<ol style="list-style-type: none"> <li>1. Understanding administrative reform (the organic law, decentralisation and deconcentration, good governance etc) and legal frameworks</li> <li>2. Women’s and children’s sectoral issues:               <ul style="list-style-type: none"> <li>▪ Making child rights a reality</li> <li>▪ Nutrition and maternal health</li> <li>▪ Health issues and children</li> <li>▪ Child rights and education</li> <li>▪ Water and sanitation</li> <li>▪ Vulnerable children and children in need of special protection</li> <li>▪ Exploitation and sexual abuse</li> </ul> </li> <li>3. HIV/AIDS (awareness raising and stigma reduction)</li> <li>4. Domestic violence</li> <li>5. Gender concepts               <ul style="list-style-type: none"> <li>▪ Gender analysis</li> <li>▪ Gender mainstreaming</li> <li>▪ CEDAW</li> <li>▪ Empowerment, participation and decision making</li> </ul> </li> <li>6. Monitoring and evaluation</li> </ol>

The behavioural competencies focus on specific skills, attitude, and behaviours required for doing the work. They describe how the work gets done and apply – more or less equally – to all the CCWC members.

The behavioural competencies are grouped into three overlapping clusters – managing self, managing relationships and managing work results (Fig 2):

- Two values-based competencies – respect and commitment – are central to the **Managing self** cluster, as they are integral to the other competencies. Respect (as demonstrated through empathy with others, listening without judgement or blame, choosing questions to elicit information that are not offensive or interrogatory) is foundational to effective facilitation and to establishing trustful relationships. Commitment (dedication, enthusiasm and energy) and the ability to promote understanding and ownership have been identified as foundational to establishing credibility and thus to the success of a CCWC. The other two competencies in the

managing self cluster are Effective Communication (including speaking, listening and report writing) and Facilitation.

- The second cluster – **Managing relationships** – includes Team Building; Negotiating and Influencing; Coordinating and Collaborating; and Advocacy.
- The third cluster – **Managing work results** – includes Planning and Organising; Problem-solving; Analytical thinking and Decision-making; and Monitoring and Reporting for Action Planning

**Fig. 2 Competency clusters**



Each competency is defined through a set of behaviours that relate to the work of the CCWC and WCFP (detailed in Annex 3).

It is important to stress that the competencies overlap and interact with each other. For example, effective communication and respect are foundational facilitation skills, which in turn support negotiating and influencing. Problem solving and analytical thinking allow for monitoring and reporting and action planning and for evidence-based advocacy. Thus training programmes will not teach individual competencies per se, but instead draw on the competency profile to understand what groupings of skills and knowledge are needed to perform particular functions.

Table 4 shows how the competencies relate to the roles and responsibilities for the CCWC members, as outlined in the NCCD Guidelines.

**Table 4. Relating the competencies to roles and responsibilities of the CCWC**

<i>Major roles and responsibilities</i>	<i>Outputs</i>	<i>Competencies</i>
1. Prepare an annual work plan and budget for CCWC	Annual work plans reflect needs of women and children identified through consultation SMART indicators defined Realistic budgets developed	<ul style="list-style-type: none"> <li>• Planning and organising</li> <li>• Teamwork</li> <li>• Effective communication</li> </ul>
2. Provide advice and assist the Commune Council and CC Chief on the tasks related to women and children	Commune Council Chief is able to represent issues related to women and children in public forums at both commune and district level Shifts in CC budget allocation, increased spending on social development projects	<ul style="list-style-type: none"> <li>• Effective communication</li> <li>• Negotiation and influencing</li> <li>• Technical understanding of women's and children's facts and issues</li> </ul>
3. Raise awareness within commune/community on laws/rights related to women and children's rights <u>and</u> mobilise the respective communities/service providers	Full immunisation of children Women make an informed choice to report cases of domestic violence	<ul style="list-style-type: none"> <li>• Effective communication</li> <li>• Networking</li> <li>• Monitoring and reporting for action planning</li> <li>• Teamwork</li> </ul>
4. Advocate for participation of women in decision making	Increased # of women participating in public forums Women's issues are adequately reflected in CIP	<ul style="list-style-type: none"> <li>• Advocacy</li> <li>• Facilitation</li> <li>• Commitment</li> </ul>
5. Increase and strengthen communication, collaboration and coordination among Commune Councils, service providers and villagers	Social service activities targeted at villages based upon analysis of data and identification of vulnerable and marginalised groups	<ul style="list-style-type: none"> <li>• Promoting coordination and collaboration</li> <li>• Problem solving</li> </ul>
6. Assist CC to collect and analyse information/ data related to issues and needs of women and children <u>and</u> integrate this information into the CC Development Plan and the CIP	Priorities identified in CC development plans reflect issues relevant to women and children as identified through consultation processes Improved access to services for the most vulnerable	<ul style="list-style-type: none"> <li>• Planning and organising</li> <li>• Analytical thinking and decision making</li> <li>• Monitoring CIP and District Plans</li> </ul>
7. Participate in the implementation, monitoring and evaluation of the Commune/Sangkat work plan related to women and children	Stimulated demand for services Services, e.g. water and sanitation at schools and health centres, well functioning	<ul style="list-style-type: none"> <li>• Effective communication</li> <li>• Problem solving</li> <li>• Analytical thinking</li> </ul>
8. Monitor the situation of women and children in the Commune <u>and</u> report (through written and oral reports)	Gender equity in village and commune planning processes District has realistic date to inform progress on achieving development goals	<ul style="list-style-type: none"> <li>• Monitoring and reporting for action planning</li> <li>• Facilitation</li> <li>• Effective communication</li> </ul>

### 3.3 A self-assessment tool

A useful application of the competencies would be to develop a simple-self-assessment tool, which the CCWC/FP can use to assess their strengths and define their capacity gaps.

For example, under the competency, planning and organising, the CCWC could reflect on its previous year's annual plan before developing a new plan.

<b>Planning and organising</b>	Yes/No
<b><i>Getting data:</i></b>	
Did we carry out consultations with community members and other Committees?	
Did we get information about local planning, budgeting and expenditure patterns?	
Did we use the information to identify critical bottlenecks for effective service delivery?	
<b><i>Developing an annual plan and budget</i></b>	
Did we use the information to complete the annual work plan?	
Did the plan include achievable measures?	
Did we develop a realistic budget for implementing the plan?	
Was the annual plan and budget submitted to the Commune/Sangkat Council on time?	
<b><i>Implementing and monitoring the plan</i></b>	
Did we prioritise tasks? (What needed to happen first? What needed to happen next?)	
Did we complete tasks on time and within budget?	
Did we keep accurate records of key activities and outputs and how money has been spent?	

Similarly, under the competency facilitation, individual members could assess how well they are organising and facilitating meetings.

<b><i>Running successful meetings</i></b>	Yes/No
Can I set an agenda and define objectives and expected outputs for a meeting?	
Do I plan how time will be used during the meeting by making sure the most important items are given priority?	
Can I provide a brief summary of the discussion and decisions made after each agenda item?	
Do I know how to establish 3-4 clear and simple ground rules	
Am I able to control the flow of information (so that the meeting stays on track and on time)?	
Am I able to make sure that everyone is able to contribute (that no one person dominates)?	
Do I demonstrate patience and a willingness to listen to everyone's views?	

## Section 4 Proposed Capacity Development Strategy

*The only kind of learning which significantly influences behaviour is self-discovered or self-appropriated learning - truth that has been assimilated in experience.*

Carl Rogers, 1969, *Freedom to Learn*

### 4.1 A learner-centred approach

Learning is a process that comes out of a need to make sense of experience, to reduce uncertainty, to build competence, and to adapt to change. Learning is about acquiring new information and finding new ways to use that information. Our experiences and existing knowledge and skills affect how we learn. All Cambodian adults engaging with the concepts of decentralisation and governance are influenced by their past experiences – past regimes, past governments' policies, past leaders and so on. Each experience is individual and different. A bad experience with a commune chief in the past might leave an individual with a negative outlook of commune council governance and, by association, of the role of the CCWC. A good experience might leave a positive outlook.

The challenge that confronts a facilitator is to recognise:

- That capacity building efforts must facilitate adult learning and to draw on a repertoire of approaches to create an environment, which encourages, stimulates and deepens learning.
- That capacity building efforts must focus on acquiring new information (such as the concepts of decentralisation) and also adequately address how that information can be used by the recipient in her/his workplace.

Section 1.4.2, discussed how historical, political and socio-cultural and factors impact on the way individuals think about and respond to capacity development initiatives. It posited (a) that cultural and value contradictions need to be identified and explicitly addressed in capacity building programmes; and (b) that capacity development programmes need to be more strongly focused on learning, defined as application of skills, attitudes and behaviours into practice. Section 2.3 highlighted specific capacity development challenges emerging out of the research, specifically drawing on consultative approaches to learning that encourage participation; simplifying technical inputs (without losing all meaning); and more deliberately phasing learning. Tables 1 and 2 provide examples of how this staged learning and growth in competence occurs.

This next section describes various approaches to capacity development that we believe address the challenges raised in sections 1.4 and 2.3.

## 4.2 Emerging and current 'good' practice

### Learning Forums (Women for Prosperity)

The non-governmental organisation, Women for Prosperity (WfP), has been contributing to capacity building for CCWC and Government Counterparts in the six targeted provinces of the UNICEF *Seth Koma* Project. The overall objective has been to strengthen relationships between Commune Council members and local service providers, with the goal of improving quality of local services and also the capacity of CCWC members.

The intervention has operated at two levels: firstly, WfP has provided training of trainers for Government counterparts of Provincial Local Administration Units, Provincial and District Facilitator Teams, Provincial and District Focal Points for Women and Children, and Provincial and District Women's Affairs in the UNICEF *Seth Koma* targeted provinces. Following training, the trainers then deliver training to CCWC/FP at the commune level.

The sessions address three competencies:

- Planning and organising – particularly as this relates planning and facilitating learning forums.
- Facilitation skills – with a focus on self confidence, encouraging creative practice, promoting voice and participation, listening with an open mind and without prejudice, and conducting reflective feedback and evaluation sessions.
- Problem and solution identification

Secondly, WfP has conducted forums directly with different CCWC. The forums have provided opportunities for CCWC members to clarify any questions related to the mandate of the Committee, discrimination against women and working with cases of domestic violence. There are also skill inputs into effective team work and leadership; problem identification, problem solving and action planning; running effective meetings; simple report writing; and how to build partnerships (establish linkages) with others.

The forums provided by WfP have been well-received because they blend practical skills (planning and organising and problem solving) and technical understanding (of, for example, decentralisation and gender-based violence) with facilitation skills that promote confidence and reflective practice. The focus is on learning (rather than on telling), and the underlying process principles (self esteem, voice and participation, listening with empathy etc) are requisite for carrying out community consultations.

WfP Prosperity have also applied a similar approach in working with Female Commune Councillors, coaching participants in each of the skills and gradually withdrawing support over a period of time (Ferber and Puthy, 2008). This is noteworthy as generally, training programmes have no follow-up or coaching (McKay, 2009) even though best practice studies show that the dual methodology of training and on-the-job, follow-up coaching increases confidence and considerably deepens learning (see, for example, VBNK 2008).

## Developing facilitation skills with female commune councillors (CPWP)

The Committee to Promote Women in Politics (CPWP) is a committee made up of seven local NGOs (including among others, SILAKA, WfP, GAD/C and CWPD). CPWP aims to contribute to the creation of a positive environment for women's participation in public office. Interventions target local, provincial and national administrators and political party leaders, potential female candidates and voters as well as the general public. CPWP was formed in November 2005, when a group of seven local non-government organisations came together to discuss how they could achieve greater impact and reach in their work. Among its various activities, the CPWP has been providing training to newly-elected female commune councillors drawing on an approach that provides practical skills training and also works at confidence and self esteem (CPWP 2008). The approach is practical, builds both confidence and competence and incorporates coaching and mentoring. There is evidence that CPWP training builds confidence and success of women candidates (Storer 2007).

The support, capacity building and mentoring provided by CPWP to women candidates have helped to develop their potential. Further, public forums conducted by CPWP have built awareness and support for women standing for office. These forums were structured to engage two key audiences: those with a specific interest in discussing women's political participation as well as the general community. In this way the forums help to build acceptance among the broader community for women's engagement in politics.

## Community Conversations (VBNK)

While the Community Conversation has not been a feature of capacity building efforts for the CCWC, it is relevant because the approach strengthens connection and social cohesion through a consultative process that allows for the exchange of different ideas, whereby participants listen to and learn from each other. Because the Community Conversation draws on existing local knowledge, it increases confidence and ownership.

VBNK has held an annual Community Conversation since 2007 (VBNK, 2009). Each Conversation has brought together a diverse group of young and older people from communities as well as government and non-government actors supporting social development. VBNK has found that community conversations allow people who have never felt able to communicate before to do so. The interactive, participatory approach used encourages confidence and allow communities to set their own targets for what is to be achieved. This provides a more enduring plan for social change.

The approach underpinning the community conversation is based on the following process principles:

- *Establishing relationship* of mutual trust, understanding and respect with communities is the foundation of a community conversation. A critical success factor is that the facilitator develops an appreciation of local values through deep listening, skilful questioning and activities that allow for participation and voice.

- *Identification of community concerns* – when given space, communities can and do identify their own concerns and needs. The facilitator’s role is to guide them through skilful questioning, without posing her/his views.
- Identified concerns are put through a *rigorous exploration* which leads to a deeper understanding of the underlying factors contributing to the identified concerns.
- *Decision-making and planning* – through applying basic planning questions of ‘what, how, when, where and who’ to each decision made.
- *Reflection and review* – is woven throughout the entire process. Each community session ends with a reflection and summary. Follow on sessions begin with a recap of agreements of the previous session and so on.

Community conversations have been shown to have a universal application to a diverse range of themes, and a number of other organisations in Cambodia have made use of this tool. The United Nations Development Programme has used community dialogues in relation to the HIV/AIDS epidemic. The Khmer Youth Association has brought together young people from different communes to discuss and resolve obstacles for building youth solidarity. Natural resource management groups based in the provinces have also used this tool as a way of bringing communities together with state actors to generate ideas and formulate action plans addressing natural resource management.

### **Social Protection and Social Service Mapping (UNICEF)**

Social service mapping has been part of an ongoing effort to enable CCWC members to more systematically analyse and transparently use information to better target their interventions towards the most vulnerable members of the community. UNICEF began piloting the Mapping Initiative in 2009 with representatives from the line departments (health, education, social affairs and rural development) and district Focal Points from within the local government administrative structure. These groups in turn provide training to the CCWC who then work with community members to either use existing village maps or to develop new maps.

Social service maps not only identify village resources, but also capture disparities – those households that are not accessing basic services (such as immunisation, ante-natal care, sanitation or early childhood programmes) or households that are in need of specialised services (such as families with aged caregivers, the disabled or children not living with their biological parents).

The CCWC are then able to use the maps in their regular meetings to better target their interventions and to enhance the effectiveness of their performance in a participatory and transparent manner. The mapping process also provides a basis for monitoring activities.

The mapping process is thus an effective tool to address a recognised gap, namely the need for more robust assessment of community needs for improved analysis and action planning. The social-service mapping tool allows for identification of vulnerable households and the flux of households moving in and out of poverty. This can then inform social protection

program beneficiaries, service providers, and other stakeholders. This, in turn, helps with targeting individual households as well as priority villages within communes and provides evidence for planning at both village and commune level. Finally, the experience gained from using this social mapping as a tool of analysis can strengthen the role of a CCWC in promoting the rights of the most poor and vulnerable families and also generate lessons for future policy level discussions with government and other stakeholders.

### **Social worker training**

Social work is still largely an undervalued and under-staffed profession in Cambodia. There are few trained social workers or counsellors, and fewer trained, experienced supervisors to provide the technical and supportive mentoring and counselling to field staff that best practice demands.

In 2008 Royal University of Phnom Penh School of Psychology established a Bachelor's program in Social Work. Recently the University also set up a Masters level program in the School of Sociology. Some private universities advertise social work programs, but in fact teach only one or two classes. There are no professional social work standards in place to ensure quality across these different offerings.

The Ministry of Social Affairs, Veterans and Youth Rehabilitation (MOSAVY) has a Social Worker Training Programme, which is meeting an important need in building the professional capacity of MOSAVY staff to deliver services to vulnerable groups in Cambodia. A 2005 evaluation (Harknett, 2005) indicated the need to more on practical work skills (such as counselling, awareness-raising and nurturing appropriate attitudes); and to provide opportunities for practicums. It was also noted that the MOSAVY trainers would benefit from further inputs, such as participatory training methods as well as more exposure to field practice.

Social Services of Cambodia provides social worker training, principally outside of the government system. It provides in-house learning sessions with practice in the field and supervision and on-going support during the practicum sessions (Roberts 2007). This is a model programme for others wanting to replicate a client-centred approach to counselling services.

### **Seila as a case study in sustainable change**

Important lessons are available through the former Seila program, which laid a foundation on which subsequent change could be based. The principles and practice developed by Seila programme and the people trained under the programme are key resources for future training programmes that are dealing with competing value systems and which seek to work across commune, district, provincial and national levels.

Research (Knowles 2009) shows that this change has been driven by national change agents employed and trained by the program who came to be “culture brokers”, acting as a bridge between the expectations of, the D&D process and the donors who were backing it and the sub national administrators, commune councils and the community. The programme deliberately set out to address these cultural and value-contradictions. It designated Senior Provincial Programme Advisors (SPPAs) whose job it was to support the work of the Governor and his Executive Committee, and to act as interpreters of expectations of the central government and donors on the one hand and the local levels of government and communities on the other.

In doing this work, the SPPAs were faced with considerable personal and professional conflicts. These conflicts had to do with coming to understand and embrace both the new concepts and their underlying values. These included concepts such as democracy, decentralisation and participatory decision making. One way this was achieved was that the international experts leading the Seila programme provided coaching support to help the SPPAs work through their confusion. In addition considerable effort was given to building the SPPAs into a team and developing trust and confidence so that they were able to support each other. Four principles guided the work: dialogue, clarity, agreement and respect; this set of principles gave local staff a behavioural blueprint for modelling participatory development to others. The principles were used, for example, to steer meeting protocol and transmit expectations of ethical behaviour. They were also applied in training sessions.

Another part of the methodology related to the creation of a learning organisation. This consisted of role modelling (where the trainers reinforce for themselves the principles they have espoused, and trainees can see the new behaviours in action). These actions reinforce the idea that reflection on experience is an essential part of learning. These actions not only developed understanding of participatory development but also encouraged experimentation and creativity.

### 4.3 Principles guiding the capacity development strategy

Based on the analysis in earlier sections and the best practice examples described, the following principles can now guide the capacity development strategy for the CCWC/FP.

That is, the multi-year capacity development should:

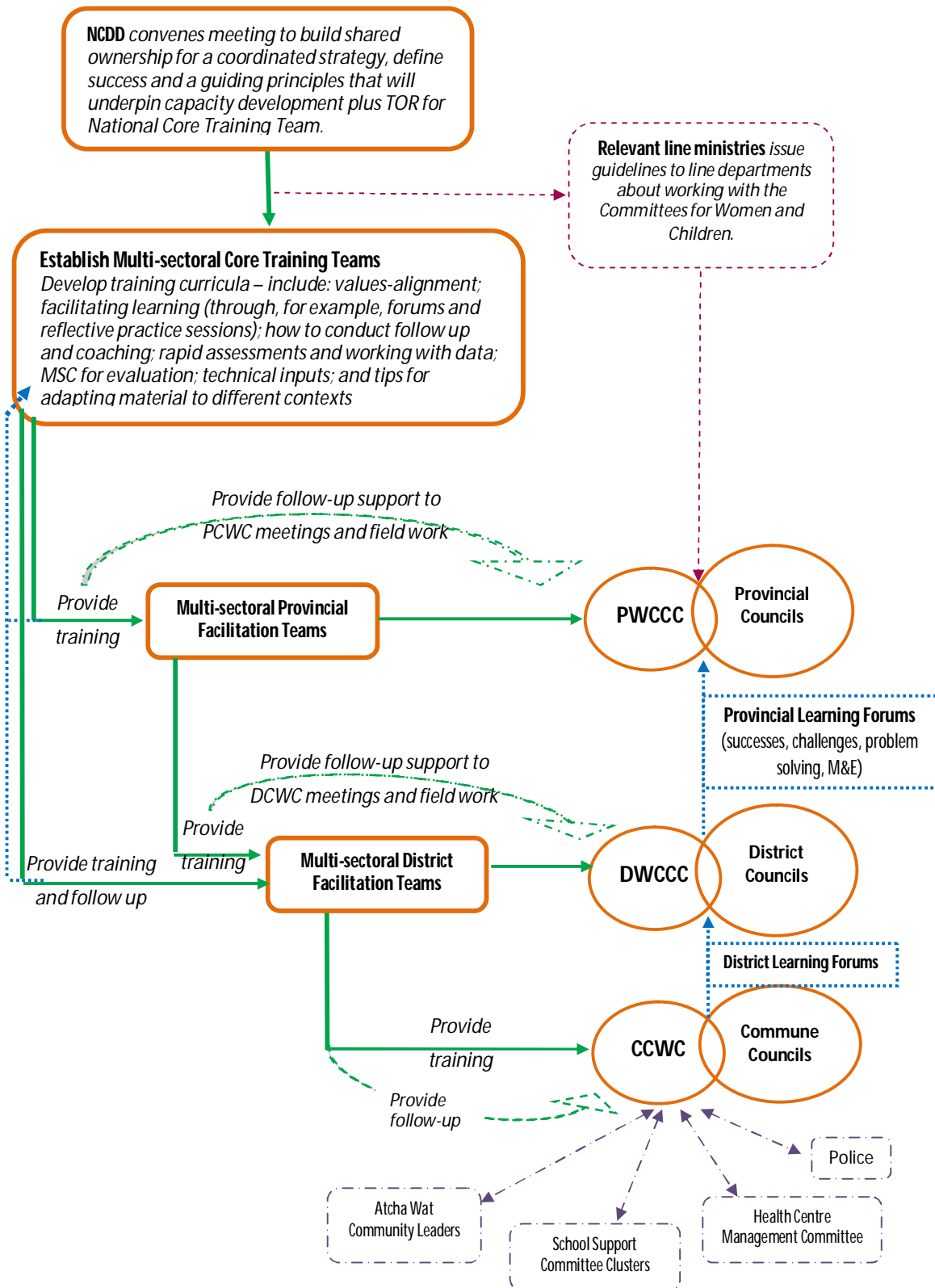
- Increase coordination, harmonisation and alignment of capacity building initiatives whether delivered by government, donors or through NGOs.
- Increase efficiency and impact.
- Aim for transformative learning that challenges mindset and hierarchies and aligns traditional cultural norms with the values that underpin decentralisation and women's and children's rights.
- Increase the quality of capacity building programmes by:
  - Focusing on action-oriented learning.
  - Promoting approaches appropriate to adult learners.
  - Gradually layering in new information so as to promote absorption and application.
  - Ensuring facilitation teams are able to tailor their training inputs to specific needs of different learners.
  - Ensuring all training proposals are founded on pre-programme assessments of capacity and needs, and are followed by programme evaluations.
- Strengthen local capacity of provincial and district facilitation teams, so as to achieve national coverage (scale).
  - Encourage multi-sectoral teams so as to support a functional approach.
  - Promote on-going coaching and support to trainers as integral to the learning and encourage trainers to provide follow-up support to their trainees.
  - Ensure trainers/facilitators display characteristics of respect towards trainees, have mastered the content and are flexible in their approach.

### 4.4 Recommendations for a multi-year strategy

The proposed CCWC capacity development strategy is represented below in Figure 3. The distinguishing features of the strategy are as follows:

- There is a focus on deepening learning through follow up support and reflection.
- The cascade training model (one that allows for national coverage) is expanded to incorporate multi-sector facilitation teams (so as to promote collaboration and coordination across sectors).

**Fig 3 Multi-sector facilitation teams and cascade training**



- A core multi-sectoral facilitation team is established to coordinate the development of a unified set of curricula and training approaches and provide training to Provincial and District Facilitation Teams. The core team will also provide back up support to these Provincial and District Facilitation Teams and engage in its own reflection.

The first stage of the proposed strategy is to ensure shared ownership and commitment for a comprehensive and unified capacity development strategy.

a. Build shared leadership for a coordinated strategy

NCDD will need to coordinate a meeting with representatives from key Ministries (MOI, MOP, MEF, MoWA, MOSAVY and others), donors and training providers.

➤ The meeting should agree on:

- A common platform for working together to develop the capacity of the CCWC/FP nation-wide; this will require agreeing on purpose (what we aim to achieve and what success will look like) as well as a set of guiding principles that will underpin training interventions
- A broad-level action plan with milestones

b. Achieve collaborative partnerships

Collaborative partnerships between Ministry and non-government training providers as well as donors are essential in order to achieve national coverage. However, the research clearly highlights (a) the need for more dialogue between training providers, so as to avoid duplication as well as address gaps in provision; and (b) the importance of drawing in non-government actors. Such dialogue should be concerned not just with why partnerships are important (which everyone professes to understand already), but what is holding us back? And also, what will need to change in how we work together?<sup>13</sup>

- A key output of the NCDD-led meeting (a. above) should be an agreed set of partnership principles promoting cross-sectoral collaboration and also a set of guidelines informing line departments about working with the Committees for Women and Children.

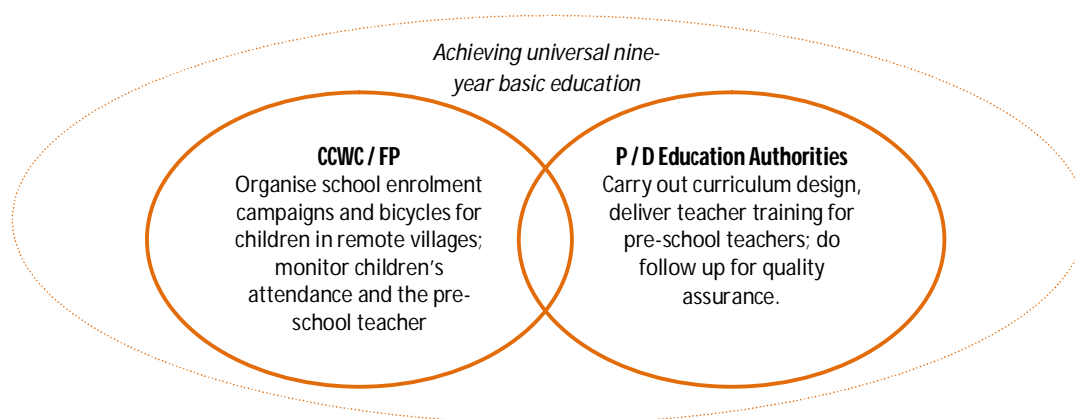
c. Develop multi-sectoral Provincial and District Facilitation Teams

As described in section 2.5, the CCWC and Focal Point do not implement projects but functions. A function is defined as a discrete cluster of activities within a particular sector. The functions performed by the CCWC/FP are distinct from those of the line Ministry staff and from other service providers, as shown in Fig. 4.

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<sup>13</sup> Note: A useful resource for managing multi-sectoral partnerships can be found in *The Partnering Toolkit* (The Partnering Toolkit, 2009).

**Fig 4 Functions carried out by the CCWC support the work of service providers**



In order to carry out their functions, the CCWC/FP need a grasp of technical issues related to women and children across a variety of sectors. Thus the Facilitation Teams need a firm understanding of the technical content and the ability to clearly and concisely communicate the concepts.

A key feature of this strategy is to form multi-sectoral provincial and district training teams – for example, with trainers from current PSDD pool and also trainers from, for example, Women's Affairs, Health and Education. In this way the priorities of each Ministry can be incorporated into any training curricula in a holistic manner.

- The first step should be to form a National Core Facilitation Team that would draw on existing expertise across sectors within Government and non-government agencies. The Core Facilitation Team would work together to develop common 'key messages' and a unified approach to supporting the development of the CCWC.
- This should include reviewing current training programmes/approaches from different agencies and combining the best of these into curricula for the CCWC and Focal Points and including, for example, a focus on:
  - values-alignment – how to recognise and align the gaps between new development concepts and values and traditional socio-cultural norms
  - facilitation approaches that encourage participation and action-oriented learning (for example, learning forums, community conversations and reflective practice);
  - rapid participatory assessment techniques for working with data and most significant change and appreciative inquiry approaches to evaluation
  - tips on providing follow up support so as to deepen learning
  - various technical inputs related to women and children
  - tips on how to adopt the curricula to different contexts
- The core team would then provide training to Provincial Facilitator Teams, who in turn would be available to provide training to District Facilitation Teams and to the Provincial Women's and Children's Consultative Committees (PWCCC) that will be

formed in 2010. Following on, they would 'spread out' geographically to provide back-up support across the District Facilitation Teams and also to the PCWC.

- In turn, the District Facilitation Teams would provide training and follow up support to the CCWC/Focal Points and to the District Women's and Children's Consultative Committees (DWCCC). This might include, for example, helping the Chief, Deputy and Focal Point prepare for a meeting. They could attend the CCWC meeting, and provide inputs as needed, or help keep the meeting on track. After the meeting, they could debrief with the Chief, Deputy and Focal Point: *what worked well? What would you do differently? What are the key action points from the meeting?*

They could also facilitate conversations about how to collect and organise data by asking questions like: *what is most critical? Why is it so? What can be done? What actions can we propose?* Similarly, the facilitators could accompany the Focal Point when she goes out into the field, help her prepare public forums, and debrief about what worked well during the field visit.

- During these follow up visits, the facilitators can also collect data to inform their own monitoring and evaluation by noting what of their training sessions is taking root and what areas people are finding difficult. On return to their own team reflection meetings, they can compare notes and identify strategies for shifting their approach.

An implication is that all trainers/facilitators will require specific inputs into how to conduct coaching, follow up and reflection sessions and how to draw out most significant change stories as an evaluation tool and also as a source for case studies that can be used as training resources.

One advantage offered by this approach is that similar inputs will be provided in terms of content and approach across province, district and commune levels. Another is that the Facilitation Team members will be providing technical inputs for all sectors. That is, a team member from the health sector, for example, may be called on to provide inputs related to health, education, social protection, population and so on. In this way, linkages would be strengthened upwards and downwards and across sectors.

- A recommendation that emerged from one of the consultative meetings was for the CCWC to (a) publish an inventory of all existing committees and their roles and responsibilities and then (b) bring the different Committees together to reflect on opportunities to interact or, where appropriate, to merge so that there is a reduction of duplicating efforts.

#### d. Strengthen program quality and learning

As described in section 2, cascade training provides a mechanism for reaching out nation-wide. At the same time, however, it is difficult to ensure quality assurance in a cascade approach. As the training passes from one level to another, bits and pieces of the training can get muddled. The technical inputs may be given more attention than learning processes. The training content may not be adapted to a particular context, hampering absorption and application. Trainers may fall back on a telling approach.

It is important then that evaluation and learning is tightly structured into the strategy.

- All training sessions must be based on pre-programme assessments of needs, and facilitation teams must understand how to tailor their training inputs to specific needs of different learners. This will include, for example, understanding that a mature CCWC will not need the same training as a start up CCWC or that language and approach will need to be adapted to the needs of ethnic minority populations.
- Each training programme should include an end-of-programme assessment of the reaction of the participants (what they thought and felt about the training) as well as what they learned (for example, increased ability to correctly talk about issues related to maternal health).
- During the follow up visits, the trainers/facilitators should be looking for examples of how this learning is leading to changes in behaviour. They should observe what the participants are doing and reflect on: what parts of the training seem to have been most useful? What is being applied into the work? What has been well understood/not well understood? And longer term: how is the work of the CCWC leading to increased demand for services and access to quality social services?<sup>14</sup>
- The key in all of this will be to keep it simple and to not overload the teams with documentation. Evaluation approaches that encourage story telling (such as most significant change stories) and reflective practice would prove useful.
- An essential element in the strategy is that the trainer/facilitation teams will require training on how to conduct follow-up visits and how to carry out evaluations of their programmes. They must also meet regularly as in their teams to reflect on what is working or not working, and how they can improve their training programmes.

e. Promote learning forums at district and provincial level

Similarly, the District and Provincial Integration Meetings can also provide opportunities for learning.

- Time in the meetings could be allocated to facilitated discussions of successes, challenges and identification of lessons. This would allow for peer-learning. It would also allow the facilitators to draw out patterns: are certain social issues prevalent in one district? Why is this so? How can this be addressed?
- If an issue is raised at the DWCCC, which the Committee cannot resolve, this can then get passed up to the next level. This, in turn, would help ensure accountability for upward planning.
- NGOs and relevant line Ministries should be invited into these forums to promote further integration. The core Facilitation Team could synthesise lessons learned and examples of best practice that emerge from these forums.

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<sup>14</sup> Adapted from Kirkpatrick, 2004

f. Focusing and staging through earmarked funds

Donors and various agencies need to reach an agreement on how to prioritise the focus areas in the start up and developing phases. They also need to reach agreement on the question of whether or not to provide discretionary funds (that is, the CCWC decide how funds are spent) or earmarked (allocated funds must be spent on designated priorities).

- Based on the analysis given in section 2.3, it is the opinion of the authors of this report that funds should be earmarked, particularly in years one, and that *earmarked funds should be linked to high priority, lagging MDG targets* – such as sustainable access to improved or reduced maternal mortality. These are also areas where Communes have local partnerships with health centres and Provincial/District Rural Development departments. As such they allow for quick wins and potentially large impact with a relatively small investment. As the CCWC begin to improve their capacity to identify and understand local women’s and children’s issues, funding allocation can shift to a mix of earmarked and discretionary. In years four and five, one would expect to see the CCWC managing discretionary funds.

A ‘middle way’ would be to provide funds and a menu of options that a particular CCWC can use to prioritise local needs.

Areas of activity:	<i>Instructions might read, for example:</i>
Maternal health and nutrition Pre-school education Water & Sanitation Population and gender HIV/AIDS ...etc	<ul style="list-style-type: none"> <li>▪ All CCWC must dedicate resources and report on activities related to Maternal Health (because of its significance to achieving MDG targets).</li> <li>▪ They must also address improved water and sanitation (also because of its significance to achieving the MDG targets)</li> <li>▪ The CCWC may then choose at least two other areas based on local needs</li> </ul>

g. Ensure readiness

A number of recommendations were made during the consultation for ensuring that the CCWC members and, in particular, the Focal Points are operating in an environment that enables their work (not one that is resistant to their presence):

- First, the NCDD should develop and issue national guidelines about the CCWC mandate to all Ministries so as to set expectations, for example, that all provincial and district meetings will include items related to the CCWC on their meeting agenda.
- Second, relevant Ministries need to disseminate information about the CCWC to their Development Partners so that development partners make connections between their programmes and the CCWC mandate, with its focus on women and children (including youth).
- Third, as the new provincial and district consultative committee structures are put into place it will be important to ensure that the terms of reference for all

three levels are complementary and supportive of each other and that there is ample scope for learning from each other.

- Finally, in setting up new CCWC, it will be important to promote the work of the CCWC/FP through radio and TV spots, so that communities and Government and non-government agencies are ready and eager to collaborate.

#### h. Competence and confidence

As noted earlier, the role of the Focal Point differs from that of the other members of the CCWC. She represents the community by identifying and acting on women's and children's issues and by bringing them to the attention of the CCWC. She also advocates on behalf of women's and children's issues and suggests ways to overcome service gaps. The role of the CCWC is to discuss and analyse the issues identified and to make recommendations based on sound analysis. The Commune Council then reviews the recommendations and makes decisions, allocates resources and monitors that quality services are provided.

The Focal Point has to gain the confidence of her colleagues and of the community before she can be effective. For some, this can be challenging. Thus relationship skills, facilitation skills and communication skills are important foundational competencies for the Focal Point. She may also need to respond to hierarchy and challenge traditional norms and expectations about women and children. She can do this by presenting persuasive arguments in both written and oral reports, by negotiating and influencing others and by supporting her advocacy efforts through evidence.

An important consideration is to recognise that each Committee develops at a different pace but that performance does improve through practice. Year 1 is essentially an apprentice year, and enough space should be for the CCWC to establish itself. Building collaborative team work is foundational to success. Capacity development interventions should focus initially on orientation and provide opportunities for new CCWC to interact with CCWC existing locally (for example, through district learning forums) and on setting up opportunities for achieving 'small wins' that establish credibility with external stakeholders.

Training teams need to assess the priority needs for different Committees matters – such as planning and organising effective meetings, promoting coordination and collaboration, identifying and addressing disparities through social mapping, and using information collected to make recommendations. Capacity development efforts also need to ensure a realistic balance between supporting the development of behavioural competencies and the acquisition of technical knowledge and skills.

For both the Focal Points and the other CCWC members, working with data, critical analysis, argument for action and priority setting were recognised as a priority focus for future interventions.

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## Annex 1. Terms of Reference

### Capacity Assessment for Commune Committee for Women and Children (CCWC)

*Seth Koma, UNICEF, Cambodia*

#### 1. Background:

The Royal Government of Cambodia began its mandate in 1993 through the establishment of democratic institutions after a protracted period of conflict. It has made a good start towards meeting its challenges. Its decentralisation and deconcentration strategy is providing a local voice in governance and improved public service delivery to the rural population through the devolution of administrative and political powers from the central ministries to provincial administrations and Commune Councils (CC). The United Nations Development Assistance Framework (2006-2010) highlights that more needs to be done to expand the opportunities for citizens to influence and participate in local governance.

The nation-wide elections in 2002 established the Commune Council as a key institution in local governance. These elections offered new opportunities for rural communities to play a role in the decisions affecting them. The communes have increased involvement in political decisions and the mandate to work for the well-being of the people.

This reform process provides an excellent opportunity for major issues related to children and women to be addressed and integrated into the mainstream political and administrative processes. UNICEF is working with the Government to ensure that women and children are represented in this process, and that the key roles and functions of sub-national government in delivery of basic public services are identified and translated into legal instruments. To achieve this, UNICEF is working to strengthen the capacities of the sub-national government – particularly communes – for decentralised planning, management and delivery of public goods and services for children.

With new resources, the CCs are given an opportunity to decide upon the ways in which these funds are to be spent. However, given the needs to rebuild the country's infrastructure after the conflict period, much of the development assistance in Cambodia at sub-national level has focused on physical infrastructure projects such as new road and bridge building. Progress indicators for children and women remain particularly low in rural areas and selected indicators such as maternal mortality and neonatal deaths have not improved. UNICEF is working with provincial and district governments and commune councils to balance this bias towards infrastructure investments by raising awareness of the importance of investing in social services and promoting capacities for greater civic engagement in demanding essential services. There is also a need to support local governments and communities in providing a layer of accountability to services delivered by governments' vertical sector programmes, NGOs, CBO and private contractors.

#### **Experience to-date of the Commune Council in Improving Local Service Delivery**

The Ministry of the Interior (MOI), together with support from UNICEF, has been piloting the establishment of a Commune Committee for Women and Children (CCWC) to advise the elected Commune Council and the Commune Chief on issues related to women and children. On 23 April 2004, MOI issued guideline no. 005 to formally establish the committees in the UNICEF-supported provinces.

The members of the committee include representatives of the Commune Council such as the commune chief, second deputy, the health centre and the school servicing the commune. Their presence helps to support the Commune Women and Children Focal Point (CWCFP) and ensures that her voice is heard in Commune Council decision-making processes. They also play a key role in ensuring closer coordination between the commune and providers of essential social services for children (e.g. links to schools, health centres, justice and social workers). They help to encourage communities, and in particular vulnerable groups within those communities, to articulate their needs and refer them to appropriate services to meet those needs. They ensure equity in access to services, and closely monitor their delivery and quality.

By the end of 2004, 130 CCWC had been established. In 2007, the MOI suggested that these committees be established nationwide and expand their membership to include commune chief, commune clerk, a member of the police and village headman. In 2007, at the annual NCDD, the MOI requested that sub-national government finance the operational costs of these committees. In 2007, there are 317 CCWCs in operation. In 2007, NCDD issued a guideline no. 082, on 8 August 2007, to establish CCWC throughout the country, 1,621 communes. In 2008, NCDD had developed CCWC monitoring tool and conducted a workshop at national level and also an orientation to all Provincial Local Administration Units (PLAUs) in 24 provinces and cities.

The initial results of the CCWC 2006 assessment, the 2007 focal point KAP survey show that they are having a positive impact and that there is a higher priority given to women and children's issues relating to health and education in the commune where the CCWC exists compared to non UNICEF supported communes. The 2006 assessment demonstrated that the CCWC activities were a key determinant of the integration of children's and women's issues into the agenda of the Commune Council meetings as well as the commune development planning process. MTR discussions with partners also found that the CCs are stretched in meeting their current role and the CCWCs, as formal committees, are playing a vital role in helping to expand local governments' mandate to improve access to local social services.

The CCWC have participated in a range of training opportunities which have helped them fulfill their role. However, this approach has not been particularly comprehensive or strategic. As CCWC was rolled on nation wide in 2007, CCWC members still have limited understanding on the roles and responsibilities. The CCWC's work has tended to formulaic, and innovation has been limited, in particular in addressing problems in the commune such as the rights of the most disadvantaged. The MTR recommended that more focus should be placed on improving support to the commune level. For these reasons, Seth Koma programme would like to conduct a capacity assessment and capacity development strategy. The findings of this assignment will be shared with the D&D government and development partners and feed into the NCDD Capacity Development Plan.

## **2. Objectives of the evaluation**

The Capacity Assessment aims to:

- 2.1 Assess the current capacity of CCWC to fulfil their mandate (as articulated in guideline 082).
- 2.2 Develop a comprehensive capacity development strategy to support the institutional development of the CCWC to fulfil their mandate.

The scope of work will include the following:

### **Component 1) To undertake a capacity assessment of the CCWC**

The assessment of the current capacity of the CCWC should: assess knowledge and skills, financial and human resource constraints and; map out linkages with other current and emerging committees and local bodies. In particular it should review linkages with the commune council, health management committee, school support committee, pagoda committees, village health support group and village water and sanitation user groups. It should assess potential linkage with the new Provincial and District Women and Children's Consultative Committees etc and address the question of how to better mainstreamed the work of the CCWC into the work of the Commune Council.

Based on secondary data and interviews with key stakeholders the consultant should develop a set of longitudinal capacity profiles to guide the long term institutional development of the CCWC (5- 10 years).

A report on initial findings should be submitted for review and discussion with Ministry of Interior, Department of Local Administration and key stakeholders after completion of component one.

### **Component 2) Develop a capacity development strategy for CCWC**

The assignment should review existing capacity development approach and make recommendations on: the use of existing learning activities; human and financial resources; linkages to other committees, including the potential for linking with the new roles of Provincial and District Committee for Women and Children that will be established in May 2009.

The capacity development strategy for CCWC will be presented for UNICEF, Ministry of Interior and stakeholders.

## **3. Deliverables of the Assignment**

### **Component 1: CCWC Capacity Assessment**

- a. Work plan for the duration of the study endorsed by UNICEF
- b. Facilitate a workshop with MOI, UNICEF and partners
- c. Final report identifying capacity gaps.

### **Component 2: Comprehensive Capacity Development Strategy:**

- d. Initial draft of comprehensive capacity development paper (learning activities, strengthening human and financial resource, networking opportunities, guidance materials, etc
- e. Presentation of findings – for government and key stakeholders at UNICEF office
- f. Final assessment report including a comprehensive outline of learning programme

#### 4. Scope of the Assignment

The consultant(s) is expected to undertake the assessment in as rigorous manner as possible to produce information and make recommendations. It is expected that the study consultant will conduct a **participatory assessment** that will involve key stakeholders in all key assessment tasks – contributing to strengthening knowledge and skills of the project focus area. These stakeholders will form part of reference group that will help guide the assignment and provide feedback on drafts of the key deliverables. Existing project documents and progress reports will be shared with the assessment consultant to facilitate completion of the tasks.

The assessment will cover 15 communes in five provinces (10 communes in 3 of UNICEF’s focus provinces and 5 communes in 2 other provinces). This could include focus group discussions with CCWC, provincial and district facilitation teams and focal points, line departments, service providers, parents, and other members of the community such as Village health support group, mother groups, water and sanitation users groups etc.

#### Resources:

The consultancy should build upon existing work in these areas:

- Child Rights, Health, Education, Child Protection and Water and Sanitation training modules supported by NCDD, PSDD, MOI, MoWA, MOH, MOEYS, MOSVY, MRD, UNFPA and UNICEF
- Empowerment Forums facilitated by Women for Prosperity (WfP).
- District Social Workers’ basic and professional training conducted by MOSVY
- Social curriculum – MOI, NAA, MOSVY.
- UNFPA reference tool covers 3 areas including population, gender and reproductive health.
- Consultancy on potential coordination between CCWCs and health related structures (Swiss Red Cross) in Takeo
- Consultancy on Social Protection Capacity Assessment (DFID)

#### 5. Partners of the evaluation

The project encompasses a wide range of sectors, concerned ministries and agencies: NCDD, PSDD, UNDP, UNFPA, PACT, World Bank, and ministries (MOI, MOP, MRD, MoWA, MOEYS, MOH, MOSAVY their respective line departments in each of the 5 selected provinces.

UNICEF will manage overall implementation of the assessment in coordination with multi-sectoral stakeholders, especially MOI/DOLA and NCDD.

## Annex 2. Key informants

Name	Contact information
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Bol Sokly	Deputy department, Kampong Speu
Bork setha	deputy of court of Appeal, Kampong Speu
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Men Pom	DFT, Kampong Speu
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Ouch Saroeun	Mid Wife, Kampong Speu
Oun Peng	Clerk, Kampong Speu
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Sok Lean	, Kampong Speu
Sok Nin	Community people, Kampong Speu
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Sou Ser	, Kampong Speu
Soun Bounna	Citizen community people , Kampong Speu
Soung Sophat	Commune Chief, Kampong Speu
Soung Yorn	Community people, Kampong Speu
Sours Samoul	PPC, RACC, Kampong Speu
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Svay Mak	Member, Kampong Speu
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ឯក សុវណ្ណភារៈ	អភិបាលរងខេត្តឧត្តរមានជ័យ
ឯ. អ៊ុត សំអន	អភិបាលរងខេត្តកំពង់ធំ

ទឹម សាវ៉ត	អភិបាលរងខេត្តកំពង់ស្ពឺ
យុន ស៊ុនអេន	អភិបាលរងខេត្តកំពង់ចាម
សៅ ខាំឡ	ជនបង្គោលសង្កាត់ ឡាបានសៀក ខេត្តរតនៈគិរី
ហុន ណារី	មន្ត្រីមណ្ឌលសុខភាពបានលុង ខេត្តរតនៈគិរី
ភា សុភ័ក្រ្ត	PFT, PLAU, Rattanakiri
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អូន ចាំដៃ	មេភូមិល្អក់ រតនៈគិរី
យុន សាណាយ	មេភូមិ កាំ រតនៈគិរី
ហៀន យ៉ែម	ជំទប់ទីពីរ ឃុំល្អក់ រតនៈគិរី
យ៉ាម ប៉ាន	មេឃុំល្អក់ រតនៈគិរី
រៀត សំណាង	DFT ឃុំល្អក់ រតនៈគិរី
ដាយ សុផី	ជនបង្គោល ឃុំល្អក់ រតនៈគិរី
ឡាំ ណាក់	ប៉ូលីសប៉ូស្តិ ឃុំល្អក់ រតនៈគិរី
មឿន ម៉ាឡា	អភិបាលរងក្រុងបានលុង រតនៈគិរី
ជុំ នី	ប្រធានការិយាល័យកិច្ចការនារី រតនៈគិរី
សុខ សារិន	ប្រធានការិយាល័យអប់រំ កីឡាក្រុងបានលុងរតនៈគិរី
ញឹម សំអឿន	PFT, PLAU, Rattanakiri
ញ៉ូ ផានិត	PFT, PLAU, Rattanakiri
គឹម ម៉ារុណ	DFT, សាលាក្រុងបានលុង រតនៈគិរី
វី សុខវង្ស	DFT, សាលាក្រុងបានលុង រតនៈគិរី
ច័ន្ទ ផល្លា	អនុប្រធានការិយាល័យសង្គមកិច្ចក្រុងបានលុងរតនៈគិរី
មៃ ភន	មន្ត្រីមន្ទីរអភិវឌ្ឍន៍ជនបទក្រុងបានលុង រតនៈគិរី
ង៉ែត សុភ័ក្រ្ត	អនុប្រធានការិយាល័យផែនការក្រុងបានលុងរតនៈគិរី
ណង ណូម	ប្រជាជនភូមិល្អក់ រតនៈគិរី
គ្រួន គ្រៀង	ប្រជាជនភូមិល្អក់ រតនៈគិរី
កំព្រៀង វែង	ប្រជាជនភូមិល្អក់ រតនៈគិរី
វែង ប៊ុនម៉ង	អ្នកស្ម័គ្រចិត្តសុខភាពភូមិល្អក់ រតនៈគិរី
ហៀម ភ្លេម	អ្នកស្ម័គ្រចិត្តសុខភាពភូមិល្អក់ រតនៈគិរី
ពល សាលី	ជំនួយការភូមិ ភូមិល្អក់ រតនៈគិរី
ញ៉ូ យ៉ាម	ប្រជាជន ភូមិល្អក់ រតនៈគិរី
មាល ជើងខែ	ប្រជាជន ភូមិល្អក់ រតនៈគិរី
ម៉ោង វាយ	អ្នកទទួលខុសត្រូវសិក្សា

ស៊ីម សន្តវៃឡ	ប្រធានមន្ទីរសុខាភិបាលខេត្តរតនៈគិរី
អៀម អៀន	អនុប្រធានមន្ទីរអភិវឌ្ឍន៍ជនបទខេត្តរតនៈគិរី
ស៊ុំ សុគន្ធា	អនុប្រធានការិយាល័យមន្ទីរកិច្ចការនារី ខេត្តរតនៈគិរី
ហាក់ ផេងហ៊ី	ប្រធានការិយាល័យមន្ទីរសង្គមកិច្ចខេត្តរតនៈគិរី
ច័ន្ទ ខាំឃៀ	ប្រធានមន្ទីរអប់រំ ខេត្តរតនៈគិរី
សាន់ កៀត	អ្នកទ្រទ្រង់ភូមិពីរខេត្តរតនៈគិរី
ស៊ីម សុផាត	ពេទ្យសត្វភូមិខេត្តរតនៈគិរី
ថន ចាន់ផល្លា	អ្នកទ្រទ្រង់ភូមិ5 ខេត្តរតនៈគិរី
ថុល សុផានី	អ្នកសំរេបសំរួលភូមិ3ខេត្តរតនៈគិរី
វ៉ា សុវណ្ណ	អ្នកសំរេបសំរួលភូមិ3ខេត្តរតនៈគិរី
ស៊ីន សំអាត	អ្នកសំរេបសំរួលភូមិ2ខេត្តរតនៈគិរី
វីត្តហាន់ស៊ីម៉ូន	អ្នកទទួលខុសត្រូវគំរោងសន្តិសុខស្បៀង CARE, INGO, Rattanakiri
ថុល ថានី	ជំនួយការនាយកកម្មវិធី CARE, INGO, Rattanakiri
ឈឹម សាខន	ជំនួយការកម្មវិធី ICSO, NGO, Rattanakiri
លី ម៉េងលាង	Admin & Finance, HU, Rattanakiri
ចិត្តា វ៉ាវុឌ្ឍ	អ្នកសំរេបសំរួលគំរោង CEDAC, Rattanakiri
វីន ចាន្តា	ជំនួយការភូមិ4ខេត្តរតនៈគិរី
វ៉ែន ណាង	អនុភូមិ5ខេត្តរតនៈគិរី
អ៊ុល តាន់	មេភូមិ3ខេត្តរតនៈគិរី
ហ៊ី ស្រួច	នាយរងប៉ុស្តិ៍ខេត្តរតនៈគិរី
សំរិទ្ធ ស្រីពៅ	ជំនួយការភូមិ1ខេត្តរតនៈគិរី
តេង បុត្រទេពី	ចៅសង្កាត់រងទី2ខេត្តរតនៈគិរី
ញាណ តៃស៊ី	ចៅសង្កាត់ឡាបានសៀកខេត្តរតនៈគិរី
ជា ដារី	អនុប្រធានភូមិ2ខេត្តរតនៈគិរី
ស៊ីម សុភាព	ស្មៀនខេត្តរតនៈគិរី
នុត ប៊ុនថា	Provincial Finance Advisor, Kampong Cham
ទឹម ប៊ុនឈឿន	Finance Unit Director , Excom, Kampong Cham
អៀម ពិសិដ្ឋ	FMESA, Kampong Cham
គឹម ច័ន្ទធារី	PLAU, Kampong Cham
សេង សុខដា	PFT, Kampong Cham
វ៉ាន់ ថេន	ទីប្រឹក្សា កំពង់ចាម
ស្រី អូច	ក្រសួងកិច្ចការនារី ឃុំស្តើងដីយ
ជុន សុខុម	មេភូមិប្របឹង
ឡាញ៉ា ឡូ វ	មេភូមិស្តើងដីយ
ឆិន វន	នាយកសាលាក្តុំ, ប
ជូ ភឿន	មេភូមិក្តុំ, ៤
ឌុច ម៉ុន	មេភូមិដំណាក់អំពិល
មៅ សាយ	សហគមន៍

សាង សុខលី	អនុភូមិពង្រ
តោម ស៊ីម	អនុភូមិក្ត, ប
ចេក វៃ	សមាជិកភូមិពង្រ
មន ពៅ	សមាជិកភូមិពង្រ
តែម ភី	សមាជិកភូមិពង្រ
សៀ ព្រៀន	អនុភូមិដំណាក់អំពិល
ហូ គូ	មេភូមិពង្រ
ឱក គូ	ប្រជាពលរដ្ឋភូមិពង្រ
ជិន សោភ័ណ្ណ	ប្រជាពលរដ្ឋភូមិពង្រ
មុយ ចន្ទ	ប្រជាពលរដ្ឋភូមិពង្រ
ចេ យ៉ុន	ប្រជាពលរដ្ឋភូមិពង្រ
ឈៀង ម៉ែន	ប្រជាពលរដ្ឋភូមិពង្រ
ឈឹក ឈឹម	ប្រជាពលរដ្ឋភូមិពង្រ
ឡេង លឹម	ប្រជាពលរដ្ឋភូមិពង្រ
នី ស្រាង	ប្រជាពលរដ្ឋភូមិពង្រ
ដោក ហង់	ប្រជាពលរដ្ឋភូមិប្របឹង
សូ ឡ ឮ	ប្រជាពលរដ្ឋភូមិប្របឹង
អែក នុត	ប្រជាពលរដ្ឋភូមិប្របឹង
អិ អួន	ប្រជាពលរដ្ឋភូមិប្របឹង
ព្រាប ព្រៀង	ប្រជាពលរដ្ឋភូមិប្របឹង
ខៀវ សៀន	ប្រជាពលរដ្ឋភូមិប្របឹង
វ៉ាយ ធៀង	ប្រជាពលរដ្ឋភូមិប្របឹង
យុន រុទ្ធី	ប្រជាពលរដ្ឋភូមិប្របឹង
ជិន ថែត	ប្រជាពលរដ្ឋភូមិប្របឹង
សៀក គៀន	ប្រជាពលរដ្ឋភូមិខ្នា
ពក ពាញ	ប្រជាពលរដ្ឋភូមិខ្នា
ប៊ុត កាំង	ប្រជាពលរដ្ឋភូមិពង្រ
យឹម អែ	ប្រជាពលរដ្ឋភូមិប្របឹង
ម៉ម ផារី	ប្រជាពលរដ្ឋភូមិដំណាក់អំពិល
មៀវ លៀ	ប្រជាពលរដ្ឋភូមិក្ត, ៥
ជឹម គៀន	ប្រជាពលរដ្ឋភូមិស្តើងជ័យ
ហែម តង	ប្រជាពលរដ្ឋភូមិខ្នា
ប៉ាន់ រឿង	បុគ្គលិក HE ខុនដំបង
ទី សុធី	អ្នកសំរបសំរួល
ស៊ី សេន	នាយប៉ុស្តិ៍
ហាយ លុន	ប្រជាពលរដ្ឋ
ស្រង គឹមស្រីន	ប្រជាពលរដ្ឋ
អុង ស្រីន	ប្រជាពលរដ្ឋ

យេត វ៉ាន	ប្រជាពលរដ្ឋ
អូន ស្រីយួន	ប្រជាពលរដ្ឋ
ជា សៀន	ប្រជាពលរដ្ឋ
សា លឿន	ប្រជាពលរដ្ឋ
ពូ សុវង	ប្រជាពលរដ្ឋ
សួន សុផល	ប្រជាពលរដ្ឋ
ចាន់ ធានី	ប្រជាពលរដ្ឋ
សំ ធឿន	ប្រជាពលរដ្ឋ
ហួត ស៊ីណាត	Project Assistant
ជាប អេង	ប្រធានការិយាល័យអភិវឌ្ឍ
យូ គឹមអាន	ប្រធានការិយាល័យអយក ស្រុកជើងព្រៃ
សេង សុគន្ធា	អភិបាលរង ស្រុកជើងព្រៃ
ឯម ចាន់ចុល	កិច្ចការនារី ស្រុកជើងព្រៃ
សេង សុខជា	ផែនការ ស្រុកជើងព្រៃ
គឹម សុខហោង	សុខាភិបាល ស្រុកជើងព្រៃ
មាស វណ្ណៈ	អនុប្រធាន ស អ យ
សេត សារឿន	អ្នកសម្របសម្រួល ស្រុកជើងព្រៃ
វ៉ាន ថេន	ទីប្រឹក្សា PSDD
អ៊ូ សុខា	មេភូមិ គោករៀង
ទុយ តែម	មេភូមិ គោករៀង
កុយ ស៊ុយ	មេភូមិ ឈូក
កាន់ សុកន	នាយកសាលា យូអ៊ីណា
សួន យូ	អនុភូមិ គោករៀង
ណន សារឿន	ក្រុមប្រឹក្សាឃុំ គោករៀង
ចក់ ខ្នង	ស្មៀន គោករៀង
តែម ផាត	មេឃុំ គោករៀង
សាំង ស៊ឹម	អនុឃុំ គោករៀង
ហ៊ី គ្រុយ	ជំទប់២ គោករៀង
សែម សៀង	មេភូមិ គោករៀង
កៅ សោ	សមាជិក គោករៀង
ស្រង់ អូន	ក្រុមប្រឹក្សាឃុំ គោករៀង
ស៊ូ សុភាព	នាយក គោករៀង
លី ម៉េងសាន	ប្រធានការិយាល័យ POE
យី ផារី	អនុប្រធានការិយាល័យ SOC
ឡេង សុខា	ប្រធានមន្ទីរកិច្ចការនារី
ឡេ ង សុត្តា	អនុប្រធានមន្ទីរអភិវឌ្ឍជនបទ
ទូច ស៊ីចុល	ប្រធានមន្ទីរកិច្ចការនារី ខេត្តកំពង់ធំ
សួន ចិន្តាមុនី	អនុប្រធានការិយាល័យមន្ទីរអប់រំ ខេត្តកំពង់ធំ

មាស សុខា	អនុប្រធានមន្ទីរសុខាភិបាល ខេត្តកំពង់ធំ
ចាន់ សារ៉េន	សមាជិកអចិន្ត្រៃយ៍
ស្វាយ រនាង	អនុប្រធានមន្ទីរស អ យ
ប៉ក់ ស៊ីងេន	មន្ត្រីបង្គោលសិទ្ធិកុមារ សាលាស្រុកសន្ទ, រ
អ៊ឹម សុខឡេង	មន្ត្រី មន្ទីរផែនការ ខេត្តកំពង់ធំ
ថុង ប៊ុនគាង	មន្ទីរអភិវឌ្ឍន៍ ខេត្តកំពង់ធំ
ក្រាប មុនី	ស្បៀនឃុំត្ប ឯក្រវេ
យា យុនសេង	នាយករងប៉ូលីសត្ប ឯក្រវេ
ប្លង់ ចិត្រ	មេភូមិ សមាជិក
ម៉ែន សារុន	ស្ម័គ្រចិត្ត
គួច ឡ ៩	ប្រធានមេភូមិត្ប ឯក្រវេ
គៀង សេងគី	មេឃុំ
សោម ឃឹម	អ្នកទទួលបន្ទុក កិច្ចការនារី
ស សេន	នាយករងសាលាបណ្ឌិត
នង សុផាត	អនុប្រធានការិយាល័យកិច្ចការនារីខេត្តកំពង់ធំ
អាំង ស្រី	ប្រធានការិយាល័យសង្គមកិច្ច
ហាន ខឿន	ប្រធានការិយាល័យផែនការ
លាស់ ចាន់	ប្រធាន EPI OD
នៅ សមៈ	ប្រធានការិយាល័យអប់រំ ស្រុក
ប្រាក់ សុវណ្ណា	អនុប្រធានការិយាល័យអធិប អភិវឌ្ឍន៍ស្រុក
ឱក សំណាង	អភិបាលរងស្រុកសន្ទ, រ
ជុន ហុងឈាន	អនុប្រធាន OD កំពង់ធំ
តែម ធន	មេឃុំកោះ កំពង់ធំ
គង់ ស៊ីនឿន	សមាជិកអចិន្ត្រៃយ៍ កោះ កំពង់ធំ
គឹម ហៀង	គ គ ន ក ស្វាយកាល់ កំពង់ធំ
នៅ សំណាង	ជំទប់ទី២ កោះ កំពង់ធំ
កុយ ស៊ីដន	ប្រធានមណ្ឌលសុខភាព កោះ កំពង់ធំ
ភ្លង ខៀវ	គ គ ន ក សំណាក កំពង់ធំ
លន ស៊ឹម	មេភូមិសន្ទ, ក្រវេកំពង់ធំ
ផ្កាក គាំ	មេភូមិធំ ជ័យជំនះ កំពង់ធំ
រឹម សុខា	តំណាងមាតាបិតា ឃុំកោះ កំពង់ធំ
ឱត មឿន	អំពើហិង្សា ឃុំកោះ
ព្រំ ស្រង់	ប្រជាពលរដ្ឋ ឃុំកោះ
យង់ ហៀង	មេភូមិស្វាយកាល់ ឃុំកោះ
រស់ ថល់	អនុភូមិ ឃុំកោះ
ហេង ហិន	មាតាបិតា ឃុំកោះ
ហួន ធឿន	អនុភូមិ ជ័យស្ប ឃុំកោះ
សៀង ស៊ីណន	ជំទប់ទី១ សហគមន៍ឃុំ ត្ប ឯក្រវេ

សេក សំអិន	ក្រុមប្រឹក្សាឃុំ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
ក្រាប មុនី	ស្មៀនឃុំ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
ហុង សាម៉ាប	បុគ្គលិកឃុំ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
អ៊ុត ចំរើន	គ្រូមគ្គុយ្យ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
ស៊ីម សាវ៉េត	គ្រូមគ្គុយ្យ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
នៅ ស៊ីណាំ	សមាជិកភូមិ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
ហេង ផល	អនុភូមិ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
សៀង តាំងលី	យុវជនឃុំ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
យូង បូរី	យុវជនឃុំ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
សូ ភារ៉ុទ្ធ	យុវជនឃុំ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
សុក ហ៊ឹម	យុវជនឃុំ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
ជា សុគន្ធារី	យុវជនឃុំ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
ជុន ស៊ីថាន់	យុវជនឃុំ សហគមន៍ឃុំ ត្បូង ឯករាជ្យ
ខេ ច័ន្ទធន	អ្នកស្ម័គ្រចិត្តភូមិ
ទី ស៊ីមម៉ាណែត	ប្រជាពលរដ្ឋ
ឆេង យ៉ឹង	ប្រជាពលរដ្ឋ
ចាន់ នូ	ប្រជាពលរដ្ឋ
ចាយ សេងហ៊ាង	ប្រជាពលរដ្ឋ
ចាយ សេងហ៊ាន់	ប្រជាពលរដ្ឋ
ហេង សារី ម	ប្រជាពលរដ្ឋ
កែវ ហ៊ាន់	ប្រជាពលរដ្ឋ
ហៀន រុន	ប្រជាពលរដ្ឋ
អេង សុក	ប្រជាពលរដ្ឋ
ខ័ សារី	ប្រជាពលរដ្ឋ
ញឹក សៀន	ប្រជាពលរដ្ឋ
នង សាត	ប្រជាពលរដ្ឋ
មៀច អឿន	ប្រជាពលរដ្ឋ
ទុយ ចាននា	ប្រជាពលរដ្ឋ
ថេត សារឿន	មន្ត្រីសម្របសម្រួល អង្គភាពមូលដ្ឋាន
សោម ណែថន	DFT អង្គភាពមូលដ្ឋាន
ប៉ក់ ស៊ីងេន	DFP សាលាស្រុកសន្ទុក
រន សារុធ	LAA PSDD
អ៊ឹម នន	PFP PLAU
យស យូលីន	អនុប្រធាន PLAU
ជឹម សារ៉េន	SPPA, PSDD
ជីវ យ៉ាង	មន្ត្រីត្រួតពិនិត្យ CAU
ភឿន ធារី	មន្ត្រីបង្គោលសិទ្ធិកុមារ DFP
ខ្យែ ហុក	មន្ត្រី CAU excom

យ៉ាន់ សារ៉ាន	ប្រធានកម្មវិធីCodee កំពង់ធំ
ឯក សុភារី	ប្រធានមន្ទីរកិច្ចការនារី ខេត្តឧត្តរមានជ័យ
អ៊ុង បូរ៉ាត់	ប្រធានមន្ទីរអប់រំ ខេត្តឧត្តរមានជ័យ
សូ គឹមតន់	ប្រធានមន្ទីរផែនការ ខេត្តឧត្តរមានជ័យ
ប្រិច វ៉ាមី	អនុប្រធានមន្ទីរអភិវឌ្ឍន៍ជនបទ ខេត្តឧត្តរមានជ័យ
លាង ហ៊ុន	អនុប្រធានមន្ទីរសង្គមកិច្ច ខេត្តឧត្តរមានជ័យ
បូ សុខហោង	PFT, LAU
វិទ្ធីប៉ាក់	ប្រធាន PLAU
ទូត វាសនា	DFT ស្រុកបន្ទាយអំពិល
ថាច់ ណារីវិថីន្ត	ទីប្រឹក្សារដ្ឋបាលមូលដ្ឋាន PSDD/OMC
ឈូក អៀត	PFT, សំលាង
សាន់ ឆេង	DFT, អន្លង់វែង
ឡូ ឌីន	DFT, អន្លង់វែង
សរ សារ៉េត	PFT, LAU ស្រុកអន្លង់វែង
គង់ ម៉ុ	អភិបាលរង ស្រុកអន្លង់វែង
គឹម សំណាង	DFT ស្រុកអន្លង់វែង
រឿន គឹម	ប្រធានកិច្ចការនារី អន្លង់វែង
ខុម សុខុន	មន្ត្រីការិយាល័យអយកស អន្លង់វែង
សាន់ ឆេង	DFT ស្រុកអន្លង់វែង
កែវ សុខខេង	សង្គមកិច្ច ស្រុកអន្លង់វែង
នៅ សំអន	អនុប្រធាន មន្ទីរពេទ្យបង្អែកអន្លង់វែង
ជន រ៉ះ	មេឃុំ លំទង
ហ៊ឹម ហាក់	គ្រូពេទ្យ ឃុំលំទង
ឈឹម លី	នាយកសាលា ឃុំលំទង
អន សុភាព	គកនក ឃុំលំទង
អ៊ុច ផា	មេឃុំ ឃុំផ្លាត
អៀ សុផាត	ជំទប់ទី២ ឃុំផ្លាត
ខេង ផា	មេភូមិ ស្វាយចេក
ស័ក្ត មាន	មេភូមិ ទួលក្រឡាញ់
សោ គន្ធា	ប្រធានកំរង ឃុំផ្លាត
ញឹម សៀន	ស្មៀនឃុំ ឃុំផ្លាត
អូន រី	ក្រុមប្រឹក្សាឃុំ ឃុំផ្លាត
គុយ ស្នាង	ប៉ុស្តិ៍ ផ្លាត
ម៉ា អៀ	មេភូមិថ្មី ឃុំផ្លាត
ស៊ុយ ធារី	នាយប៉ុស្តិ៍ ន ប
ទោម លៀ	គកនក លំទងសស
សាំង ថាញ់	គកនក លំទងថ្មី
មាស ពៅ	គកនក អូរ គគីលើ

សែម ប៊ុនធឿន	ស្បៀនឃុំ លំទង
ម៉ែន សុភា	ប្រជាពលរដ្ឋ ឃុំផ្លាត
ប៉ាន់ គឹមលុយ	ប្រជាពលរដ្ឋ ឃុំផ្លាត
នៅ ភ័ន	ប្រជាពលរដ្ឋ ឃុំផ្លាត
ប៊ី សុខឿន	ប្រជាពលរដ្ឋ ឃុំផ្លាត
លួន ឡោត	ប្រជាពលរដ្ឋ ឃុំផ្លាត
ជួន សុខ	ប្រជាពលរដ្ឋ ឃុំផ្លាត
រន ខេន	ប្រជាពលរដ្ឋ ឃុំផ្លាត
ជិន ស្រីវីត្ត	ប្រជាពលរដ្ឋ ឃុំផ្លាត
គិន ហ៊ុ	ប្រជាពលរដ្ឋ ឃុំផ្លាត
សិន វុឌ្ឍី	អនុប្រធានភូមិ
ឡាច ធឿន	សមាជិកភូមិ
ហ៊ឹម គឹមយ៉ា	អនុប្រធានភូមិ ទួល ព្រេច
យស សាដាត	ប្រជាពលរដ្ឋ ទួលព្រេច
សំ សេង	ប្រជាពលរដ្ឋ ទួលព្រេច
ជា អំ	ប្រជាពលរដ្ឋ ទួលព្រេច
ពយ សុខា	ប្រជាពលរដ្ឋ ទួលព្រេច
រៀន ផាស៊ី	ប្រជាពលរដ្ឋ ទួលព្រេច
រង់ រៀន	ប្រជាពលរដ្ឋ ទួលព្រេច
សឹម ថន	ប្រជាពលរដ្ឋ ទួលព្រេច
មាន នី	ប្រជាពលរដ្ឋ ទួលព្រេច
ព្រំ ប៊ុនធឿន	មន្ត្រី
ម៉ែន វ៉ារី	សម្របសម្រួលឃុំអូស្វាយ ZOA
គុំ សំនិត	DRM facilitator, ZOA
ឡូ ដាន់ដា	Project Manager, ZOA
យិន ដានី	DRM facilitator, ZOA
ឯម វណ្ណៈ	ប្រធានផ្នែកកសិកម្ម, ZOA
ស្រា ធីន	DRM facilitator, ZOA
Phon Ra	Administrative Officer, ODM5
មា សុរៀន	គ អ ក ភូមិទួលទ្រាស
យឹម ខុន	គ្រូមត្តេយ្យ លំទងថ្មី
ជួន សំណាង	ប្រជាពលរដ្ឋ លំទងថ្មី
ចាំង ចាន់ថេង	ប្រជាពលរដ្ឋ លំទងថ្មី
វុតនាង	គ អ ក លំទងថ្មី
អន សុភាព	គ ក ន ក លំទងថ្មី
ជន រៈ	មេឃុំ លំទងថ្មី
អុន សុត	គ ក ន ក
ណាប សម្បត្តិ	គ ក ន ក
សៀង ហិង	គ ក ន ក ទួលទ្រាស

## Annex 3. Defining the competencies

### Managing self

#### 1. Respect

- Behave in a manner that reflects a belief in the rights of women and children
- Gain other people's confidence by creating an environment of trust and openness
- Communicate openly and show empathy to others
  - Listen carefully (e.g. give your full attention, be aware of your body language, listen without judgement)
  - Invite others to speak and contribute to group discussions
  - Do not dominate a conversation or meeting
  - Compliment others for their contributions
  - Ask supportive questions for clarification that are not 'looking down' or blaming
- Value the knowledge, skills and roles that others play
  - Involve others in making decisions that affect them and their area of responsibility
  - Support others in expressing their needs and interests, and in getting their needs met
  - Play a role in explaining when others' needs are not met
  - Listen carefully and take into account diverse points of view

#### 2. Commitment

- Demonstrate commitment through action, clearly showing consistency between words and action
- Set clear and achievable objectives and benchmarks and then carry through
- Perform tasks with a sense of duty to the success of the Committee
  - Energetically pursue the Committee's defined roles and responsibilities
  - Approach challenges with enthusiasm and without blaming.
  - Show appreciation for good work by giving constructive feedback
  - Help out other Committee members and share the workload
  - Exchange information freely and keep each other updated on work progress
- Actively seek information and input from people with different backgrounds and include them in decision-making and problem solving.
- Work with all stakeholders to build commitment to action
  - Make certain there is a commonly-shared understanding of important issues
  - Facilitate discussions that build consensus or reach agreement among different stakeholders
  - Anticipate reactions and objections and plan different approaches to overcome them

#### 3. *Effective communication skills (concise speaking, active listening and report writing)*

- Use powerful listening skills, including:
  - Acknowledge contributions made by others
  - Ask questions to gain new information or to seek out further clarification
  - Pay attention to non-verbal language
  - Correctly interpret others' messages and respond appropriately
- Use tact and sensitivity when communicating information to others (see Respect).

- Asks for feedback from others
- Give feedback and advise in a manner that does not promote defensiveness or blame
- Adapts style of speaking to different groups' needs (e.g. elderly, disabled, very poor, widows)
- Convey ideas and information clearly and logically:

#### Oral Communication

- Organise and present ideas in a clear, concise and logical manner.
- Clearly communicate in an engaging manner in both 1-1 and group settings
- Show sensitivity to peoples' feelings
- Adjust your words (avoid technical words) for different groups to ensure understanding
- Speak in a way that encourages others to open their heart

#### Written Communication

- Convey written information and messages clearly, concisely and logically
- Maintain a directory of services (educational, social, medical, legal, vocational etc)
- Maintain and update a directory of support structures – including scholarships, the commune council fund, the pagoda committee fund, district and provincial emergency funds, sources of micro-credit – available in the commune, district and province
- Maintain and disseminate records publicly
- 

## **4. Facilitation**

- Run successful meetings
  - Set agenda and define objectives and expected outputs of meeting
  - Plan how time will be used during the meeting and ensure most important items are given priority
  - Provide a brief summary of the discussion and decisions made after each agenda item
  - Establishing 3-4 clear and simple ground rules
  - Assist in the flow of information and ensure full and equal participation;
  - Make sure that everyone is able to contribute (no one person dominates)
  - Demonstrate patience and willingness to listen to all viewpoints
- Manage group processes
  - Understand group dynamics and team building
  - Set up and manage group and individual work reporting sessions
  - Identify and work with blocking strategies (for example, blaming, group factions and alliances)
  - Maximise equitable participation.
  - Balance individual and group needs with getting the task done
  - Surface differences of opinion in a constructive manner and seek win-win solutions
- Promote participation and voice
  - Manage meetings in a way so that no one individual or interest group dominates
  - Promote participation of vulnerable groups – children, youth, women, disabled, families affected by HIV/AIDS and the extreme poor – in public meetings and commune affairs
  - Speak on behalf of and advocate for the needs of vulnerable groups when required
  - Ensure equality of access to services and quality delivery of essential services
- Promote reflective learning that informs future action
  - Invite feedback from others
  - Encourage participants to identify both successes and challenges
  - Allow sufficient time for debriefing to synthesise lessons and plan new course of action

## Managing relationships

### 5. Teamwork

Note: this competency is particularly relevant to the Commune Chief in establishing the CCWC.

- Build understanding and commitment amongst the members of the CCWC about their roles and responsibilities and how the CCWC relates to the Commune Council
- Establish trustful relationships with all Committee members, based on mutual respect
  - Clearly explain the roles others can play in supporting the CCWC
  - Ask for suggestions from and recommendations from all CCWC members
  - Empathise with others thoughts and feelings and offer support, while also sharing own thoughts and feelings
- Work with all CCWC members to develop community-driven work plans that reflect local challenges facing women and children and most appropriate activities to address these challenges.
- Set clear goals for the different committee members and establish timelines for reporting
- Orient new members to roles and responsibilities and expectations for working in the CCWC team
- Monitor and evaluate the performance of the Commune Implementation Plan.
  - Regularly check that planned activities are being achieved on time and in budget
  - Where there is a delay, ask why and work with the relevant Committee members to take remedial action
  - Be willing to give or share credit for accomplishments with other Committee members
  - Create an open environment where all Committee feel comfortable about giving feedback and openly raising concerns and issues
- 

### 6. Promoting coordination and collaboration (external)

- Develop collaborative relationships with external organisations to achieve CCWC goals
- Demonstrate words through actions – carry out action plans
  - Assess and interpret the needs of communities and other organisations
  - Involve all key stakeholders in consultation processes and decision making
  - Collaboratively determine achievable courses of action to respond to needs of others
  - Facilitate agreement on responsibilities and needed support
- Look for opportunities to build mutual support for achieving CCWC 's objectives
  - Help build understanding and agreement about work plans (what and why)
  - Identify opportunities for establishing effective relationships and collaborating with external organisations
  - When wanting to influence key issues, identify key allies and involve others
- Demonstrates confidence to make connections in a social and work context (networking)
  - Recognise opportunities for establishing relations with other committees, line ministries and NGOs and act upon them
  - Increase and strengthen communication, collaboration and coordination among Commune/Sangkat Councils, service providers and villagers
  - Recognise synergies between organisations and people and bring them together

## 7. Negotiation and influencing

- Actively work to establish and maintain respectful interpersonal relations with others.
- Recognise when it is both necessary and appropriate to negotiate with another party:
  - Use agreement to build common ground
  - Use disagreements in a constructive manner to focus discussions
  - Discuss feelings and perceptions as well as factual information
- Clarify the current situation:
  - Explore all parties' needs, concerns, and initial positions
  - Make sure opportunities and constraints are well understood by all stakeholders
  - Identify points of agreement/disagreement
  - Explore possible gender biases
- Develop all ideas
  - Engage in mutual problem solving by having all parties brainstorm alternatives solutions
  - Work together to evaluate and prioritise the options
- Facilitate agreement
  - Be inclusive by inviting all participants to contribute and keep discussion open to different views
  - Treat all points of view with respect, being non judgemental
  - Make sure differences are not be personalised
  - Periodically sum-up progress and clarify remaining discussion and decisions to be made
  - Reinforce commitment and respect for the decisions made
  - Seek a win-win solution ('middle ground') that recognises each party's needs
  - Obtain commitment from others for working with proposed solution

## 8. Advocacy

- Raise awareness amongst the people in the Commune/Sangkat on laws and other policies related to women and children's rights
- Speak on behalf of and advocate for the needs of vulnerable groups when required and ensure equality of access to services and quality delivery of essential services
- Identify sources of funding to support services delivery from the private sector and NGOs to meet gaps
- Identifying the people who have to be influenced and their interest and point-of-view concerning the issue
- Prepare the case backed by data with a limited number of key points
- Develop clear ideas about several possible outcomes and which is the most desirable, acceptable and unacceptable
- Show willingness to achieve a win-win outcome: use agreements to achieve common ground, and disagreements to open up dialogue
- Demonstrate the ability to reach agreement and reinforce commitment and respect for the decisions made

See also: *negotiating and influencing and facilitation*

## Managing for results

### 9. Planning and organising

- Get data (conduct situational analysis)
  - Carry out consultations with community members and other Committees (for example, the Village Health Centre, Pagoda Committee or Youth groups), line ministries and NGOs active in the area
  - Understand local planning, budgeting and expenditure patterns and how these affect service delivery
  - Identify critical bottlenecks for effective service delivery
- Develop an annual plan and budget
  - Based on the situational analysis, prepare an annual work plan that includes achievable measures
  - Develop a realistic budget for implementing the annual plan
  - Submit annual plan and budget to the Commune/Sangkat Council for approval
- Implement and monitor the plan
  - Recognise and prioritise tasks that need to be done. (What needs to happen first in the plan? What happens next?)
  - Complete tasks on time and within budget
  - Keep accurate records of key activities and outputs and how money has been spent

### 10. Problem solving (analysing alternatives and setting a course of action)

- Identify strengths, weaknesses, opportunities and challenges of a particular action
- Critically analyse the relationship between different development issues within the village and commune and identify appropriate responses
- Draw on participatory techniques for engaging community in data collection and analysis and mapping activities

### 11. Analytical thinking and decision making

- Assess social development activities and services within Commune and at District level
- Arrange and conduct rapid participatory assessments to collect data related to issues and needs of women and children
- Analyse and extract meaning from statistical and qualitative data, discuss and analyse this information with Commune Council members and make recommendations for action
- Categorise, prioritise, analyse and synthesise this information leading to policy decisions
- Provide relevant recommendations for including into the Commune/Sangkat Development Plans and the Commune/Sangkat Investment Programme
- Support in the development of community-driven village action plans focusing on challenges facing women and children and determination of best activities to address
- Advocate for women to participate in decision making relating to the development of the Commune/Sangkat

## 12. Monitoring and reporting for action planning

- Participate in the monitoring and evaluation of the Commune/Sangkat work plan related to women and children
- Collect data through reports supplied by Provincial/District Education Departments or the Health Centres as well as data from community consultations and social mapping exercises
- Draw on data to monitor and record key progress indicators of women and children in the Commune/Sangkat, including:
  - # of births registered; # of children enrolled at the right age; # of children in the commune have dropped out from school ; # of households that have participated in immunisation campaigns; # of pregnant women are in the commune and visit them to discuss access to health centre for care, and importance of breastfeeding; Incidence of violence and abuse occurring in the commune; # of vulnerable households requiring special help; # of births that have a skilled birth attended present; # of mothers who exclusively breastfeed for the first 6 months; mediation and support provided related to social problems in the commune
- Follow up as necessary, for example:
  - Follow up with parents of unregistered children or with parents not vaccinating their children against the 7 preventable diseases; refer victims of abuse and to social services and/or police; identify funds available, for example, money for school uniforms for orphans and vulnerable children or money for families whose home is destroyed during a flood)
- Produce and maintain (on a 3-monthly basis) a directory of all relevant services. Include information about:
  - Outreach services, health centre, schools and etc available in the commune, district and province; district social workers and referral hospitals relevant to the commune; funds or other support mechanisms that are available for vulnerable women and children in the commune (for example, social funds for emergency medical evacuation, source of food supplies for pregnant mothers who require additional food, flood assistance and so on); and official and unofficial fees for services that may prohibit use by the poorest groups
- Report verbally to the Commune/Sangkat Council and lead a discussion on the implications of the findings (for example, do the workplan priorities need to be modified to respond to the findings? Who should be informed about the findings?)
- Ensure all monitoring information is clearly and concisely included in Commune/Sangkat reports