

# JAPAN-WAPES JOINT PROJECT

RECOMMENDATION  
REPORT

2019-2021



AMSEP WAPES AMSPE

## Preface

The primary objective of WAPES is to provide a platform for exchanges of information and knowledge between member countries and global partners in the field of labor market policies and employment services. The WAPES Executive Secretariat published the recommendation report as one of the accomplishments of the JAPAN-WAPES Joint Project.

The Japanese Ministry of Health, Labour and Welfare and the WAPES Executive Secretariat launched the JAPAN-WAPES Joint Project in 2019 with the aim of building learning partnerships among WAPES members to promote continuous improvement in PES, particularly in the Asia-Pacific region. Working in cooperation with the Korea Employment Information Service (Vice President of the Asia-Pacific region), Cambodia was chosen as the first country to be supported by the project with a focus on the development of an effective Performance Assessment Framework (PAF) and a Customer Survey Methodology to drive better service delivery.

The recommendation report is designed to disseminate the major findings of a series of activities undertaken by the National Employment Agency (Royal Government of Cambodia) in the first phase between 2019 and 2021. This recommendation report functions as a workbook that helps in taking subsequent actions after the first phase. Every WAPES member is in good hands here, especially for members that are ambitious about improving a self-assessment framework in PES.

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## Forward

Cambodia's economy remained strong and continued to grow at around 7.1 percent in 2019 but was estimated to have a negative growth of -3.1 percent in 2020, resulting from the impact of the Covid-19 pandemic. The outbreak of Covid-19 in 2020 in Cambodia has caused consequences on not only the social and economic but also the labour market. Working arrangements have changed, employees have adapted to work from home, and some employers have given their employees partial-paid leave. Observably, some sectors and occupations may be increasing their demand, such as in employment related to online commerce, the distribution industry, mobile vending, delivery services, and the production of medical-related materials. Besides, information communication and technology (ICT) has remained resilient and may offer higher demand in the near future.

Having noticed the changing working arrangements, the NEA has further developed the Cambodian PES with practical functions aiming to provide timely, efficient, and user-friendly services to the users. The development of the digitalization of PES has led to the launching of the Cambodian Public Employment Services System (CPES), the Web-based platform of the National Career and Productivity Fair, and responsive mobile applications. The digital development of Cambodian PES has made PES deliveries more responsive and convenient to its beneficiaries, stakeholders, and the public.

Taking continuous and sustainable service quality improvement into account, the NEA, under technical support from the Japan-WAPES Joint Project, has realized the need to develop a Performance Assessment Framework (PAF) and Customer Satisfaction Survey (CSS). A PAF and CSS will narrow the gap between policy and practice through the involvement of people at different levels; empower the front service offices to continuously monitor, evaluate, and improve the PES deliveries; and receive sufficient feedback from PES users to re-design and tailor the services to meet the users' needs. For Phase One (2019-2021) of the Japan-WAPES Joint Project, the NEA has gained insights into developing a PAF and CSS through the first Study Visit. In addition, the NEA has received technical support from experts and project coordinators to appropriately select KPIs, prepare customer satisfaction surveys, plan for consultation conferences, and prepare a recommendation report.

The Phase One activities in the Joint Project have contributed to debates regarding the role of partnerships in promoting the effectiveness and transparency of the National Employment Agency and its 13 Job Centers. In the consecutive activities of the Joint Project, Cambodia offers WAPES members the ability to develop the capacity of the PES organizations through the use of partnerships facilitated by the WAPES network.

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## Acknowledgements

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Comments on the draft report and reviews by the Experts of the JAPAN-WAPES Joint Project are acknowledged with appreciation. The Experts are Takahiro Matsuse, Kagawa Labour Bureau, Ministry of Health, Labour and Welfare, Japan; Atsushi Fujii, Employment Security Bureau, Ministry of Health, Labour and Welfare, Japan; Sang Hyon Lee, Korea Information Employment Service, Korea; Anton Eckersley, Ingeus, the United Kingdom.

The preparation of this report was coordinated by Erika Horiba, WAPES Executive Secretariat, under the overall guidance of Seiji Tanaka and Eve-Marie Mosseray.

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## List of Abbreviations

CPES	Cambodian Public Employment Services System
CSS	Customer Satisfaction Survey
KEIS	Korea Employment Information Service
ILO	The International Labour Organisation
MEF	Ministry of Economy and Finance, Cambodia
MHLW	Ministry of Health, Labour and Welfare, Japan
NEA	National Employment Agency, Cambodia
PAF	Performance Assessment Framework
PES	Public Employment Services
WAPES	World Association of Public Employment Services

## Executive Summary

The report is designed to disseminate the major findings of a series of activities undertaken by the National Employment Agency (NEA, Royal Government of Cambodia) in the first phase between 2019 and 2021.

Part I summarizes the progress and key achievements of the first phase, analyzes and evaluates overall progress and achievements, and describes the Expert review that helps in reflecting on the learning experience and outcomes. The Joint Project provided an action research cycle with five steps: Fact finding (Step 1); Planning (Step 2); Acting (Step 3); Observing (Step 4); and Reflecting (Step 5). Overall, the first phase focused on running Step 1 and Step 2 by accomplishing four key achievements: (1) Kick-Off Meeting, (2) Study Visit, (3) Online Meetings, and (4) Planning of the Consultation Conference. The project achieved a relatively good level of efficiency with appropriate scope and time management, while the NEA faced unexpected challenges as a result of the Covid-19 pandemic. The project built a strong foundation which will have a significant impact on the PES users and its stakeholders in the near future. A variety of events promoted teamwork in the NEA and Job Centers, which in turn drew the attention of the WAPES members.

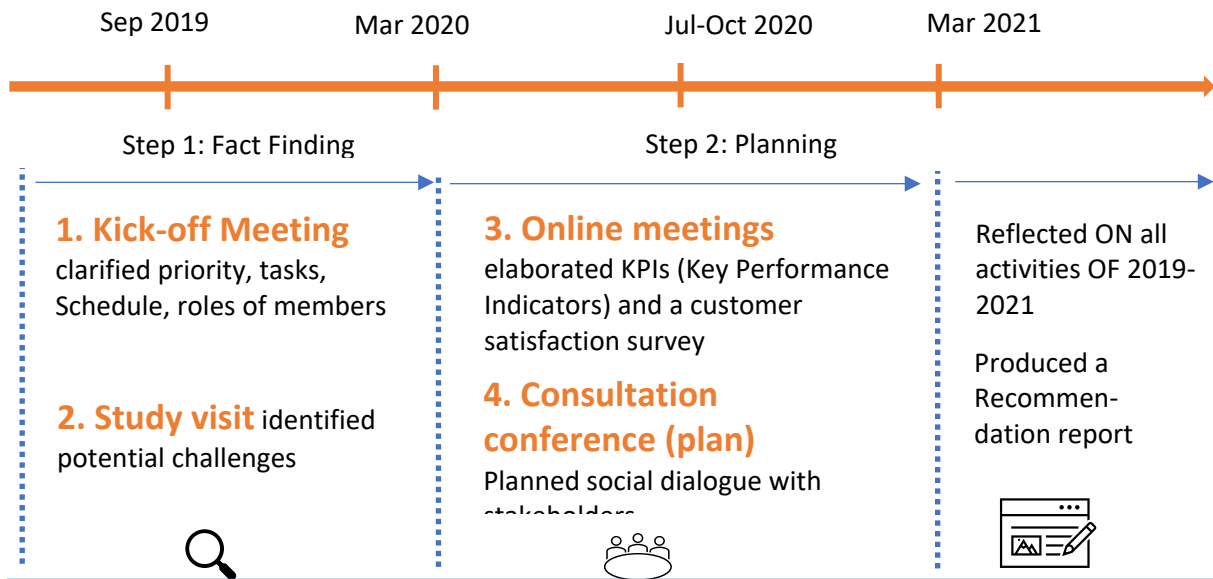
Part II explores future directions to ensure the establishment of performance assessment in PES and the development of a customer satisfaction survey (CSS). It also proposes four recommendations that address: (1) technology use to establish the communication and learning platform; (2) active communication to facilitate internal discussion within the NEA team; (3) maintaining momentum by organizing short, regular, and online-based workshops; (4) conceptual understanding of organizational learning. The four recommendations will help the NEA team to achieve their desired outcome in the second phase, even if the influence of the pandemic persists long after it is over.

We believe that the recommendations and Expert reviews promote the further progress of the project in the second phase (September 2021-August 2023). We will also ensure that the NEA enjoys a strong sense of ownership over the Joint Project and that the WAPES network supports the NEA's commitment to active participation in future activities.

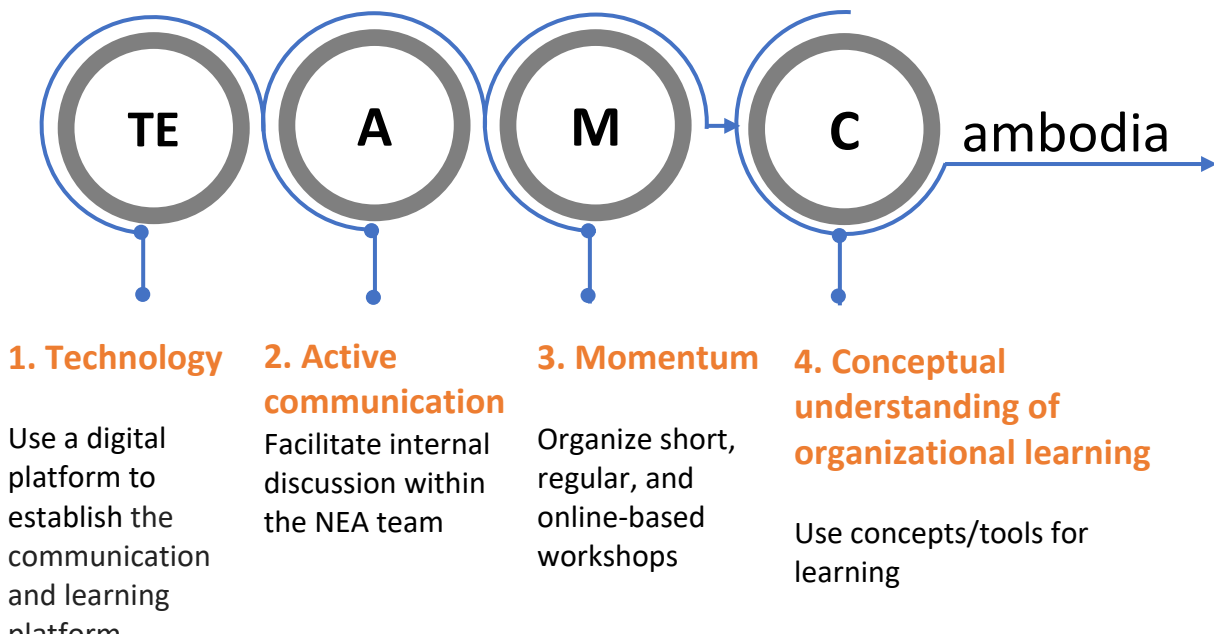


## Summary: JAPAN-WAPES Joint Project (2019-2021) First Phase for Cambodian PES

### Four Key Achievements



### Four Recommendations



## Introduction

This section highlights the purpose, framework, and methodology of the Joint Project. The section shows how the major key actors used the framework and the methodology to achieve the purpose of the Joint Project. Then, it explains the Cambodian economic trend, the labour market, and the roles of PES. The background information facilitates our understanding of why and what Cambodian PES expected of the Joint Project.

### Purpose

The purpose of the Joint Project is: (1) to contribute to the sustainable improvement of Public Employment Services (PES) by providing WAPES services to members in the Asia-Pacific region, and (2) to demonstrate the advantages of joining WAPES to other countries that have yet to join. The Asian-Pacific members are involved in a wide range of WAPES activities, such as regional meetings and the annual WAPES events around the world. Yet the one-shot events sometimes limit the WAPES members from developing a long-term relationship with each other. Given the shortcomings of the one-shot events, the Joint Project was designed to promote project-based activities in order to strengthen the partnership between WAPES members over the years.

### Framework

The Joint Project was established on 1 April 2019 by the cooperation agreement between WAPES (Abdelmonnime El Madani, President; Eve-Marie Mosseray, Executive Secretary; Oliver Schärli, Treasurer) and MHLW (Yoshihisa Tsuchiya, Director General, Public Employment Security Bureau).

The framework of the Joint Project was based on the cooperation agreement and designed to promote an effective partnership among five key actors (Figure 1).

1. The MHLW is in overall charge of the planning and execution of the project. The MHLW offers a voluntary contribution annually and seconds a Project Coordinator to the WAPES executive secretariat office in Brussels. The combination of finance and human resources provided by the MHLW reinforces the WAPES platform by facilitating communication among actors in the project.

2. The WAPES Executive Secretariat ensures implementation of the project. The WAPES Executive Secretariat manages the voluntary contribution and gives daily direction to the Project Coordinator.
3. KEIS, Vice President of the Asia-Pacific region, facilitates communication among the WAPES members in the Asia-Pacific region in a timely and accurate manner. The biggest contribution was a courtesy visit of Cambodia and Korea to Japan in June 2019. The kind coordination of KEIS enabled the meeting among Hong Choeun (Secretary of State, Ministry of Labor and Vocational Training, Royal Government of Cambodia), Ji Young Yoon (Director, International Cooperation, KEIS), and Yoshihisa Tuchiya in Tokyo. This meeting marked the welcome participation of Cambodia in the project.



Courtesy visit of Cambodia and Korea to Japan

4. The NEA engaged in the project as a target country in the first phase (2019-2021). The NEA took ownership of the project with a great deal of autonomy. In the planning process, the NEA organized a team for the project, specified the topics of the project with the consultation of the Project Coordinator, and took the planned actions by involving the Experts and their stakeholders.
5. The Experts, those who have a high level of knowledge and skills, and rich experiences in PES, were nominated from distinctive figures among the WAPES members. The Experts advise the NEA and the Project Coordinator to maximize the impact of a series of activities in the project.



Figure 1. Framework of the Joint Project

## Methodology

The Joint Project takes three methodologies that are designed to introduce a variety of activities in different settings. The methodologies are Study Visit, Workshop, and a Recommendation Report (Figure 2).

Study Visit focuses on the process of learning through experience. Study Visit aims to facilitate participants (1) to detect the points of improvement by viewing things from multiple perspectives and (2) to abstract from their ideas by linking them to existing knowledge and understanding.

Workshop delivers mutual learning by planning actions and testing them in a series of actions. Workshop involves a variety of formats, such as holding conferences, conducting training for participants, organizing a visiting office tour, and visiting WAPES member countries for information exchanges.

A Recommendation Report summarizes and encourages participants to reflect on their own activities in the two-year phase. Self-evaluation of the target country and advice from the Expert promotes a self-learning loop for the target country, which helps consecutive improvements of PES in the target countries.

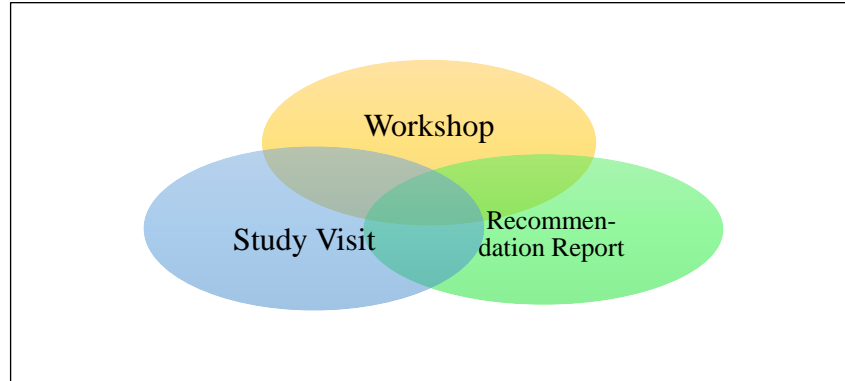


Figure 2. Methodology of the Joint Project

## Highlight 1

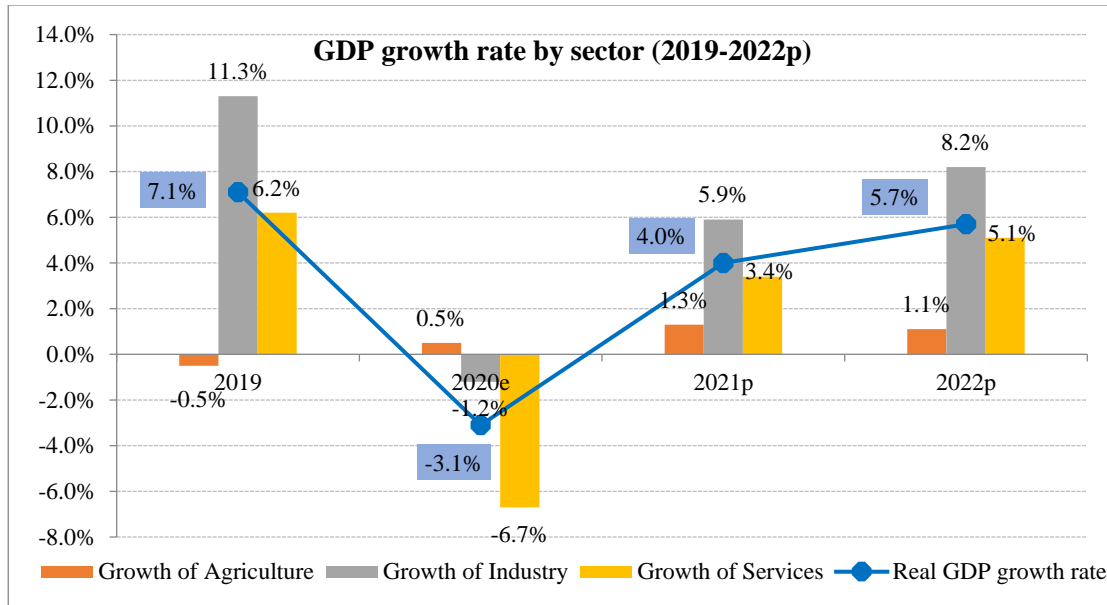
### Trends in economic growth and the labour market in Cambodia

Cambodia’s economy has maintained an average real GDP growth rate of around 7.1 percent in 2019 thanks to the continued growth of the industry and service sectors, although agriculture registered negative growth rate, according to the used data from the Macroeconomic and Fiscal Policy Framework 2021 report of the Ministry of Economy and Finance (MEF)<sup>1</sup>. The industry sector was estimated to achieve growth of 11.3 percent, driven by the construction and non-manufacturing sectors. The growth of the service sector was estimated to be 6.2 percent, supported by the slow growth of hotels and restaurants, real estate, and the strong growth of wholesale and retail activities. Agriculture, on the other hand, was estimated to have a negative growth rate of -0.5 percent, due to the decline of livestock and fisheries, and the slow growth of crop.

However, Cambodia’s economy has suffered from the outbreak of Covid-19, and it is estimated to have had a negative growth rate of -3.1 percent in 2020, the greatest decline in Cambodia’s recent history, according to the Macroeconomic and Fiscal Policy Framework 2022 report of the Ministry of Economy and Finance (MEF)<sup>2</sup>. The service and industry sectors were severely affected and had negative growth of -6.7 percent and -1.2 percent respectively. On the other hand, agriculture was estimated to have grown 0.5 percent in 2020, up from -0.5 percent in 2019. In 2021, the economy is projected to rebound and grow about 4.0 percent, of which the agriculture, industry, and services sectors are projected to increase by 1.3 percent, 5.9 percent, and 3.4 percent respectively.

<sup>1</sup> Ministry of Economy and Finance (MEF) (2020). Macroeconomic and Fiscal Policy Framework 2021: Phnom Penh, p04. Accessed on 19 July 2021 via <https://mef.gov.kh/documents-category/must-see-documents/>

<sup>2</sup> MEF (2021). Macroeconomic and Fiscal Policy Framework 2022: Phnom Penh, p04. Accessed on 19 July 2021 via <https://mef.gov.kh/documents-category/must-see-documents/>



Source: Ministry of Economy and Finance

At the same time, the consequences for the labour market are inevitably resulting in temporary business closures, postponed or cancelled job offers or job advertisements, income reduction, and changes of work environment or situation. Some employers were giving their employees partial paid leave. Low-skilled workers seem to be more vulnerable to job losses as they lack the essential skills necessary to fulfill high-skilled jobs, unless they do available low-paid jobs or ones in their fields with an expected small income. It is important for either low-skilled or skilled workers to pick up new skills so that they will be more attractive to prospective employers.

Observably, some sectors and occupations may be increasing demand, such as employment related to online commerce, the distribution industry, mobile vending, delivery services, and medical-related materials production. Besides, industries such as information communication and technology (ICT), delivery services, and financial and banking activities remain resilient and continue to see employment expansion.

## Highlight 2

### Need for establishing performance assessment in Cambodian PES

Preserving its core functions as Cambodian PES, and to respond to the changing working arrangements, the NEA has swiftly continued to develop Cambodian PES to have more practical functions aimed at providing timely, efficient, and user-friendly services to the users. The development of digitalization of PES has been translated into the

introduction of the Cambodian Public Employment Services System (CPES), the online platform of the National Career and Productivity Fair, and responsive mobile applications. The digital development of Cambodian PES has ensured the well-functioning service deliveries of the employment services and labor market information to its beneficiaries, stakeholders, and the public.

The establishment of the PAF in Cambodian PES is a major step for the NEA to ensure sustainable improvement of PES and to tailor the service deliveries continuously to the actual needs of the service users. The PAF will materialize policy into practice through the engagement of different levels of people, especially the front service staff who directly provide services to the users. The PAF will also provide the front service staff with the autonomy to constantly monitor, evaluate, and improve PES deliveries.

In addition, the Customer Satisfaction Survey (CSS) is the basic tool used to assess the PES performance by receiving feedback information from the perspective of the service user (jobseekers, employers, and training providers). The CSS reflects on the sufficient service implementation (especially, the NEA's front office officers who serve the service directly) related to timeliness, accessibility, respectful treatment, reliable information, and expected outcomes for customers. It will be useful to re-design and customize the services the fulfill the actual needs of the service users.

## Part I. Accomplishment

### 1-1 Accomplishment Summary

#### Overview of Progress

The progress was made in line with an action research cycle of five steps: Fact finding (Step 1), Planning (Step 2), Acting (Step 3), Observing (Step 4), and Reflecting (Step 5) (Figure 3). Overall, significant achievement was made by the Kick-Off Meeting, Study Visit, and two Online Meetings between 2019 and 2020. These activities brought about experiential learning through Step 1 to Step 3. The key activities in Step 3 to Step 5 were planned to be carried out in 2021, such as promoting social dialogue with stakeholders and implementing a pilot study in model Job Centers. The Covid-19 crisis put new and unforeseen pressures on PES in Cambodia, and it prevented the NEA from accomplishing the planned activities. In spite of such unfavorable conditions, the NEA remained resilient and developed organizational capacity by taking control of the activities.

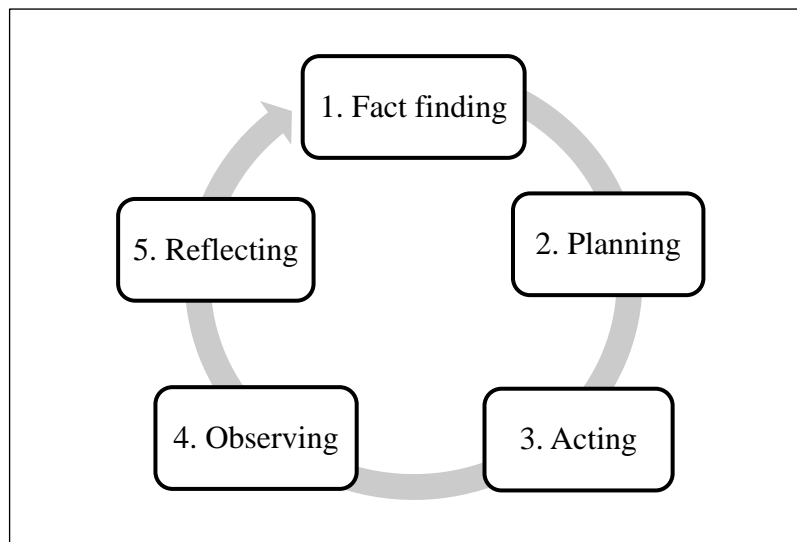


Figure 3. Five Steps in Action Research Cycle



## Key Achievement

The major activities accomplished were the (1) Kick-Off Meeting, (2) Study Visit, (3) Online Meetings, and (4) Planning of Consultation Conference. The details are shown below.

- 1. Kick-Off Meeting** (9-10 September 2019): the NEA, WAPES Executive Secretariat, and MHLW reflected on the current situation of the labour market in Cambodia, clarified the role of PES in Cambodia, and identified that the establishment of performance assessments and development of the customer satisfaction methodology are the priority areas in which Cambodian PES needs to improve. Intensive discussion facilitated factfinding (Step 1) and planning (Step 2) by producing a task-oriented schedule (2019-2021).



- 2. Study Visit** (3-5 February 2020): the NEA and WAPES Executive Secretariat organized the Study Visit in Phnom Penh in order to identify the key challenges and to explore high-level pathways towards potential solutions. The 3-day workshop involved 42 participants: Officials of the NEA and Cambodian Job Centers; the Experts from the MHLW, KEIS, Ingeus, and the Cambodia-Japan Cooperation Center; and observers from PES-related organizations. Participants outlined the building blocks for the Performance Assessment Framework (PAF) with the Key Performance Indicators (KPIs). In summer 2020, the NEA and WAPES Executive Secretariat published the report of the Study Visit, posted the executive summary of the report on the WAPES website, and disseminated it to all WAPES members. The publication allowed all participants of the Study Visit to reflect on the discussion during the 3-day workshop and to clarify the points for further progress.



**3. Online Meetings** (16 July & 18 September 2020): the NEA and WAPES Executive Secretariat held two Online Meetings to make further progress on their joint development project. At the first Online Meeting, 24 participants from the NEA, MHLW, KEIS, Ingeus, and observers shared the latest trends in the Cambodian labour market and policy responses to Covid-19. Following the Study Visit in February, the NEA identified priority occupations in the performance management of Job Centers. The meeting gave an opportunity to further elaborate KPIs in the performance management of Job Centers.

The second Online Meeting was held to discuss the implementation of performance management and the design of the CSS. 24 participants from the NEA, MHLW, KEIS, Ingeus, and observers participated in the internal discussion of the NEA to prepare for the upcoming event (Consultation Conference between the NEA and stakeholders). The NEA selected 6 KPIs in 3 Pillars to implement them in a Pilot Study in the 2 model Job Centers and outlined the survey design.



**4. Planning of Consultation Conference (October 2020 - March 2021):** the NEA and WAPES Executive Secretariat completed the planning of the Consultation Conference; however, the events have yet to be held because of the Covid-19 pandemic in Cambodia. During the planning process, the NEA held internal meetings many times and decided on the substance (agenda) and the logistics, such as date, format, locations, and participants of the Consultation Conference. The primary purpose is to promote social dialogue with local stakeholders of model Job Centers in Phnom Penh and Siem Reap. The agenda will involve a presentation by the NEA to explain the PAF (KPIs) and CSS, and open discussion among participants.

While the NEA developed the internal discussion between the NEA and Job Centers, the Project Coordinator facilitated communication between the NEA and the Experts. The Experts demonstrated their deep understanding of the difficult situation of the NEA and encouraged it by showing their willingness to support the NEA. According to the request of the NEA, the WAPES Executive Secretariats provided a To-Do List to facilitate internal discussion in the NEA, shipped the WAPES congress kits to Cambodia, and provided a video speech of the WAPES Executive Secretary for the opening remarks.

Despite such a difficult situation, the NEA will vigorously plan the consultation conference in a workshop format by inviting local stakeholders to Phnom Penh and Siem Reap.

## 1-2 Evaluation: Project Overview

### Overall Achievement

The NEA and the Project Coordinator reflected on all activities in the project and assessed their achievements with four criteria: project efficiency, impact on the users/stakeholders, impact on the team, and impact on the WAPES members.

Overall, the project achieved a relatively good level of efficiency, while the NEA faced unexpected challenges caused by the serious Covid-19 pandemic. The project built a strong foundation to have a significant impact on the users and stakeholders in the near future. A variety of events promoted teamwork in the NEA and Job Centers, and they succeeded in drawing the attention of the WAPES members.

### Project Efficiency

Project efficiency was assessed from two critical perspectives (Scope, Time) with three levels (Good, Satisfactory, Poor). The key questions concerning Scope and Time are:

- Were the project methodologies fit for purpose? (Scope)
- Did the project meet the appropriate quality targets? (Scope)
- Was each activity in the project completed on time? (Time)
- Was the project flexible according to the speed of progress and the level of achievement? (Time)

*The project achieved a good level in scope with a satisfactory level of time.* Almost all members of the NEA team perceived a connection between the series of activities (see ‘1-1. Highlights of key achievements’) and the purpose of the project: The establishment of performance assessment and development of the customer satisfaction methodology. The Study Visit (February 2020) and the following activities delivered high quality knowledge sharing among the participants. The 3-day Study Visit partially involved workshop methodology. Group exercise and an office tour at Phnom Penh Job Center facilitated mutual learning among participants.

In terms of time, the serious impact of the COVID-19 pandemic could not be overlooked. The NEA and Project Coordinator produced the task-oriented schedule in the early stage of the project (November 2019), and the schedule was revised four times between September 2019 and March 2021 according to the speed of progress. The schedule was shared with the WAPES Executive Secretariat, MHLW, KEIS, and Ingeus, so that all members could update their progress status. As a result, the NEA was successful in having ownership of the project according to the changing situation of the pandemic. This brought about a great deal of autonomy and flexibility to the project, yet this also meant that the planned tasks were repeatedly postponed, which finally hindered the completion of all tasks on time.

Despite such difficult situations that any PES around the world has met in the past, it is notable that the NEA team vigorously pursued a continuous improvement of PES qualities through the project and new responses to Covid-19. Considering the tremendous efforts and organizational resilience of the NEA, the project throughout the two years should be evaluated as being of good and satisfactory levels of efficiency.

## Impact on the users/stakeholders

Impact on the users was assessed by the degree to which the NEA designed a PAF and CSS by focusing on the users of Job Centers (jobseekers, employers, and training providers) and their needs.

*Overall, the project took steady steps in order to have a significant impact on the users. The PAF and CSS were well designed by considering the user's views, which provided a sound foundation for future actions.* The NEA developed the PAF with user oriented KPIs in three pillars (increase in the number of service users; increase in the number of staff and staff capacity buildings; decrease in skill mismatches). The KPIs were designed to measure how services provided by Job Centers have an impact on its users. NEA also created an outline of the CSS with five criteria (Timeliness, Accessibility, Respectful treatment, Reliability of information provided, and Expectation being met for customers).

In the next step, model Job Centers will conduct a pilot study based on the PAF, and the NEA will collect the data by implementing the CSS. These practices will help the NEA gain quantitative and qualitative data and evaluate and analyze it. This process in turn helps identify the clearer impact of PES performance on the users, such as whether the users of Job Centers are satisfied with PES services.

Impact on the stakeholders was assessed by the extent to which the NEA involved its stakeholders. *Successful engagement was achieved by the Study Visit, and the future action of holding the Consultation Conference will be expected to promote the partnership between the NEA and its stakeholders.* The Study Visit provided a good opportunity for the NES to strengthen the cooperative relationship with its stakeholders in Cambodia (Cambodia-Japan Cooperation Center, Japan International Cooperation Agency). Moreover, the workshop-style exercise of the Study Visit provided the insight that leveraging stakeholders can be a solution for the institutional and capacity barriers the NEA faces. With these new insights, the NEA planned the consultation conference to promote social dialogue with its stakeholders. Clearly, influence on the stakeholders at the central and local level in Cambodia will be fostered and become more visible in future activities.

## Impact on the NEA Team

Impact on the team (the NEA and Job Centers) was assessed from three critical perspectives (Satisfaction, Autonomy, Communication). The key questions are

- Was the team highly satisfied and motivated? (Satisfaction)
- Did the team members experience organizational/personal growth? (Satisfaction)

- Did the team control the agenda and progress of the project? (Autonomy)
- Did the team facilitate internal and external communication? (Communication)

On the whole, the project produced a significant impact on the team with high levels of satisfaction, a great deal of autonomy, and well-performed communication.

The NEA reflected on many internal meetings among the team members, as well as a series of activities (see ‘1-1. Highlights of key achievements’). The team members were highly satisfied with the project activities because the team had received useful advice, technical support, and experience sharing from the Project Coordinator and Experts, and the best practices from the private recruitment agency. The team members also reported that they frequently perceived organizational and personal growth through the process of establishing the PAF. The team members also frequently perceived autonomy in the project due to the active involvement of relevant staff members at different levels to jointly develop the PAF. Communication within the organizations (the NEA) were well-organized thanks to regular meetings among team members. Communication between the NEA and Job Centers were well-organized due to the conducting of regular meetings and the submission of reports to the management of the NEA. Communication between the NEA, the Project Coordinator, and the Experts were flexibly organized, according to the needs of the NEA.

## Impact on the WAPES members

Impact on the WAPES members was assessed by the extent to which the Joint Project drew attention from WAPES member countries. *Overall, the project achieved a significant impact on the WAPES members.* The WAPES Executive Secretary promoted the progress of the project at critical events, such as the Managing Board 2020 and Executive Committee 2021. The executive bodies of WAPES (The President, The Executive Secretary, The Treasurer, and The Vice-Presidents) participated in these events and acknowledged the major activities of the project.

Moreover, the WAPES Executive Secretary and NEA posted articles on the WAPES website (<http://wapes.org/en/page/japan-wapes-joint-project>), which describe the key activities and learning outcomes of each activity. WAPES members and visitors of the website can access the articles to familiarize themselves with the series of activities. In summer 2020, when the NEA and WAPES Executive Secretariat published the report on the Study Visit, the WAPES Executive Secretariat emailed all member countries to announce the publication of the report.

The Joint Project had a positive impact on the SamPES Project conducted by the WAPES Executive Secretariat and several member countries. Coincidentally, the Joint Project and SamPES Project pursued a similar topic: self-assessment of PES. The WAPES Executive Secretariat endeavored to maximize a synergy effect between the two projects. For example, a consultant of SamPES presented the overview of the SamPES Project at the Study Visit to facilitate mutual learning among participants. This coordination helped the consultant of SamPES clarify a future vision in which the consultant of SamPES planned a kick-off meeting for the SamPES Project.

### **1-3 Expert views**

This section shows summary comments by three Experts: Takahiro Matsuse, MHLW, Japan; Sang Hyon Lee, KEIS, Korea; Anton Eckersley, Ingeus, the United Kingdom. The Experts are distinctive figures with extensive knowledge and experience in PES, and they provided technical advice on performance assessment throughout major activities between 2019-2021. The comments below offer external perspectives and challenges in taking future actions.

#### **Expert view 1 (Takahiro Matsuse, MHLW, Japan)**

First, I would like to express my deepest respect and appreciation for all members of the Ministry of Labour and Vocational Training and the National Employment Agency (Royal Kingdom of Cambodia) for the efforts you have made in participating in the Japan-WAPES Joint Project. I also would like to express my gratitude that the National Employment Agency prioritizes the strengthening of PES in Job Centers to address one of the most important issues at the national level. I would like to express my sincere gratitude to all of you, especially team members in the National Employment Agency and Job Centers who attempted to complete the planned activities of the project while the Covid-19 pandemic hindered its smooth progress. I acknowledge your team's resilience during this difficult time.

PES are facing the ever-changing world of work in global megatrends, such as globalization, digitalization, demographic change, and migration. These megatrends have a huge impact on labour markets and in turn on public employment policies and practices. It is important to promote fair labour mobility and better labour allocation for economic development and sustainable growth. I expect that the National Employment Agency has shouldered the important responsibility of promoting decent work and well-coordinated

labour markets. During the Study Visit of 2020, I certainly observed active participation of the members, who have an important role in the Job Centers of Cambodia. I strongly believe that we had a good start to the project of establishing a PAF.

According to Peter Drucker (the father of management thinking), “There is no scientific management (a principle of management for improving economic efficiency and labour productivity). Everyone knows how to increase efficiency in performance.” Data-driven decision-making (using facts, metrics, and data to guide strategic business decisions) sometimes leads to misjudgment. On the other hand, ideas, voices, and opinions of managers and front-line staff in Job Centers often include hidden messages, which in turn contributes to performance increases and service improvements of PES. The NEA and Job Centers will accomplish service improvements through debate and evidence-based analysis, as needed. Peter Drucker says, “Complicated works do not work.” The lesson here is simple is better than complex; thus, I recommend developing the PAF with a simple structure in the first step, while Job Centers introduce it to daily practices.

## **Expert view 2 (Sang Hyon Lee, KEIS, Korea)**

The Study Visit, which consisted of various lectures and workshops, was very successfully conducted. Participants from the NEA especially were all experts on the subject matter in the field of PES and enthusiastic about developing the PAF.

Due to the COVID-19 pandemic, further off-line meetings could not be administered. Thus, WAPES and the NEA organized online meetings. The online meetings were valuable for the progress of the project.

As an expert on the PES performance evaluation, I consider that participants from the NEA were able to develop the relative and contingent PAF by themselves based on the environment of PES in Cambodia. The PAF will increase the level of performance and result in better client services in the Job Centers of Cambodia.

In addition, this experience of the workshop for developing solutions for the PAF will be a useful asset for application to other issues for managing PES such as staff training, BPR, marketing, and leadership.

## **Expert view 3 (Anton Eckersley, Ingeus, the United Kingdom)**



Over the past thirty years Cambodia has changed remarkably. Strong economic growth and a rapid shift from employment in agriculture to industry and services has opened up a whole range of new opportunities to its citizens to prosper and grow.

The role of the National Employment Agency (NEA), together with its sister organisations in the state skills and education sectors, has been central to efforts to build a prosperous, inclusive and sustainable 21<sup>st</sup> century labour market in Cambodia. Whilst much has been achieved since its inception in 2009, often with limited resources, the NEA recognizes that it needs to embrace new ways of working if it to optimize its role in improving productivity, generating more domestic and international investment, and moving even faster up the global value chain.

In a constantly changing world, all organizations struggle to make their products and services relevant to their customers. The challenge for state bodies is arguably even greater in that they often have less room to innovate to meet citizens' constantly changing expectations. The NEA has shown it has the determination and the capability to embrace new ways of working during the global pandemic. This resilience bodes well for their work on longer-term improvements.

The project underlines the importance that the NEA attaches to creating firm foundations for the next part of its journey. It has worked hard to re-shape the lessons of international experience shared over the past two years to create a work culture that fits its proud Cambodian context. The NEA should be confident that its efforts will lead to effective systems that support staff to perform to the best of their abilities by continuously improving their skills, behaviours and contributions. That means listening to what works and to change what doesn't by listening to staff and to the customer experience.

## Part II: Road Map

### 2-1 Dialogue for Future Direction

#### Decision-making process for the future activities

While the first phase of the Joint Project (September 2019 – August 2021) delivered many activities, there are many things to be planned which have yet to be achieved during the term. Each action and expected outcome were planned in line with the five steps of the action research cycle: Fact finding (Step 1), Planning (Step 2), Acting (Step 3), Observing (Step 4), and Reflecting (Step 5). However, the first phase did not sufficiently go through steps 3, 4, and 5.

There were two options for the NEA to further progress the future activities.

- The NEA joins the second phase of the Joint Project (September 2021 – August 2023) and conducts the rest of the activities planned in the first phase. The NEA uses the resources and support from the Joint Project, as practiced in the first phase.
- The NEA is more independent from the Joint Project. The NEA can solely continue the activities based on the experience of the first phase. The NEA may use the Experts' advice in this recommendation report, but the NEA does not use the resources and support from the Joint Project anymore.

Between February and March 2021, the MHLW proposed the two options shown above to the NEA, and the NEA expressed a willingness to join the second phase. The MHLW accepted the request of the NEA after getting an agreement from the WAPES Executive Secretariat and KEIS.

#### Discussion between MHLW, WAPES, KEIS, and Ingeus

In July 2021, MHLW, the WAPES Executive Secretariat, KEIS, and Ingeus had a meeting to explore the future direction in the second phase of the Joint Project. The objective was to gather views on how best to take forward the Mutual Learning Performance Improvement Project with the Cambodian NEA, with a particular focus on improving re-engagement/communication which has been disrupted by the pandemic.

Having developed much practical experience of delivering online events (e.g., ILO/Asian Development Bank training) *KEIS suggested:*

- *maintaining interest by keeping sessions short and by bringing in a range of relevant presenters;*
- *providing some kind of “incentive” to encourage the NEA to do its “homework” (a certificate or mug);*
- *using VoiceBoxer or a similar platform to facilitate interpretation as required (although standards of English are generally reasonable); and*
- *using a local provider to host the learning platform.*

The question was also raised as to whether it made sense to wrap up the current project as a distinct phase and fold unfinished business into a wider Mutual Learning Project to also involve Malaysia and Vietnam.

Drawing on its experience of setting up training at scale in geographies *Ingeus recommended:*

- *breaking down the existing project activity timelines further to include shorter, regular (i.e., set dates), and user-friendly workshops. This could leverage learning re-enforcement techniques to make new management concepts less “intimidating” for NEA users; and*
- *appointing a competent, “well respected” (i.e., not necessarily most senior) Champion to take the internal lead on promoting and coordinating learning in a way that is appropriate for the Cambodian context.*

The MHLW and WAPES Executive Secretariat supported the following ideas.

- Introducing short, regular learning events
- Using “homework” to drive the engagement of the NEA
- Using a Champion to promote and consolidate internal activity
- Improving reliability and access to the learning platform

It noted that the International Training Centre of the ILO (ITCLO) has developed a new platform which might meet the project’s needs.

WAPES, the MHLW, KEIS, and Ingeus reached a conclusion with five key points and next steps.

1. Develop short online workshops to supplement face-to-face activity and consolidate learning.
2. Identify a suitable “Champion” to facilitate and “own” learning in the NEA.
3. Explore the availability of incentives for the participation in project activities.
4. Identify a local platform provider to support the reliability of online activity.
5. Explore whether it makes sense to wrap up the current mutual learning project in September, absorb the lessons learned, and re-launch it with Malaysia and Vietnam as members.

Clearly, the key points shown above will facilitate a vigorous pursuit toward the following goals: establishment of the performance assessment and customer satisfaction methodology. Yet, careful consideration is necessary to apply the key points to the second

phase of the Joint Project, because the meeting did not involve the NEA team. Therefore, further communication with the NEA team is important to consider whether the key points meet their demands.

## 2-2 Recommendations for “TEAM Cambodia”

The recommendations for “TEAM Cambodia” are designed to leverage project management in the second phase. The four recommendations (i.e., Technology, Active communication, Momentum, Conceptual understanding of organizational learning) will help the NEA team in achieving their desired outcome, even if the influence of the pandemic persists long after it is over.

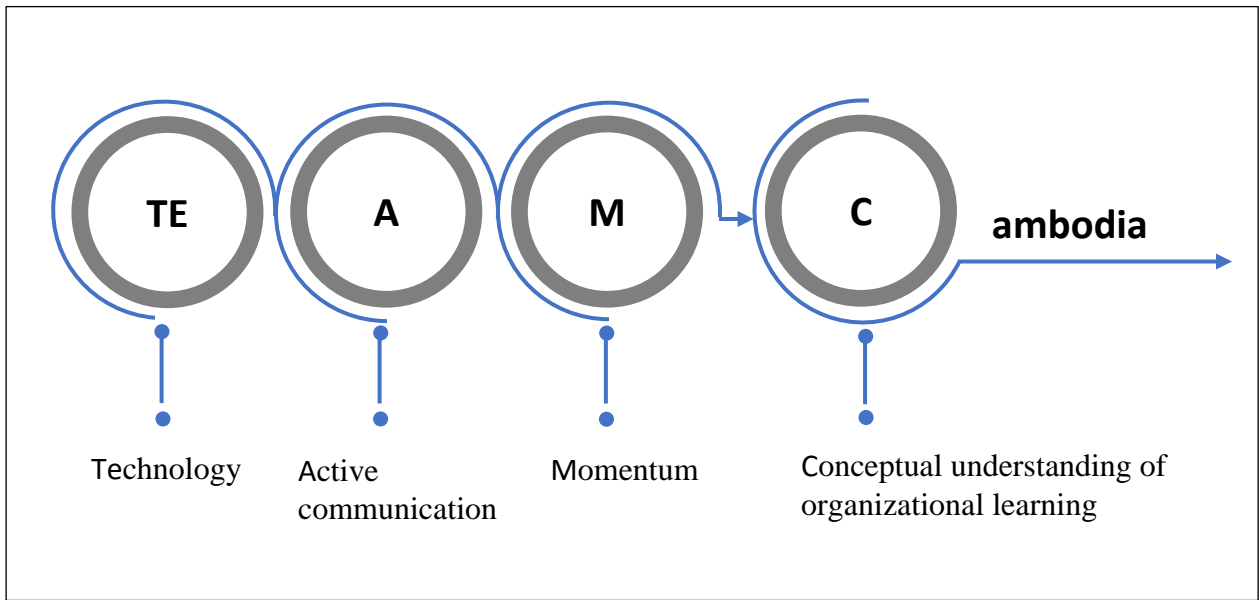


Figure 4. Four Recommendations: TEAM Cambodia

### Recommendation 1. Technology

*We recommend that the NEA should:*

- *use a digital platform provider to host the communication and learning platform; and*
- *consider using a local platform provider in Cambodia, which offers the most appropriate communication format for the NEA team. Otherwise, it should consider using the existing platform of the WAPES Executive Secretariat.*

We cannot overlook the persistent impact of the pandemic when we further progress a series of activities of the Joint Project. Travel restrictions may limit face-to-face communication that is necessary to deliver a deep level of discussion and experiential learning. In the first phase, the members of the NEA team and the Project Coordinator organized the online meeting by using some popular online platforms, such as Zoom and Skype. Participants were often confronted with technical difficulties, such as poor audio quality and troubles screen sharing. We deeply appreciated the efforts of the members of the NEA team, especially of the technical staff and the contact point of the NEA. If we had used a digital platform provider, we could have avoided such a difficult experience. The best possible solution is to use digital platform provider in Cambodia, because it will offer a more appropriate communication format for the NEA team.

Table 1. Technical Support for the Second Phase

Technical Support	
<i>AS IS</i>	<i>TO BE</i>
<ul style="list-style-type: none"> <li>• Dealt with technical issues without technical experts</li> <li>• Increased burden</li> </ul>	<ul style="list-style-type: none"> <li>• Use a digital platform provider with technical support</li> <li>• Achieve effective communication</li> </ul>

## Recommendation 2. Active Communication

*We recommend that the NEA should:*

- *identify a suitable “Champion” (an individual within the NEA that volunteers or is selected to facilitate peer-to-peer engagement to grow the team culture of the NEA) for their own learning; and*
- *appoint a competent, “well respected” Champion to take the internal lead on promoting and coordinating learning in a way that is appropriate for the Cambodian context.*

In the first phase, there were six different sub-teams under one Director General, one Coordinator (a contact point), and five Deputy Director Generals. The role and duty of the sub-teams were well-structured (see Figure 5). Internal communication within the NEA team might have occurred more smoothly if the NEA team had involved a Champion who

facilitated the internal discussion. A Champion does not necessarily have the most senior formal position in the organization, yet a Champion is an individual who has a good understanding of the team culture and the organizational context of the NEA. In the second phase, it is worth identifying a Champion to coordinate the learning environment of the NEA team.

Description of role and duty of sub-team					
Research and Data Analysis	Service Management and Public Relations	Administration and Finance	Job Center Management	Employment Service System Management	Monitoring and Evaluation
<ul style="list-style-type: none"> <li>Design questionnaire and conduct survey on users' feedback/satisfaction</li> <li>Produce data analysis reports and making recommendations</li> </ul>	<ul style="list-style-type: none"> <li>Compile and introduce service improvement methodology / practices</li> <li>Communicate with service users to promote NEA service</li> <li>Collect users' feedback to improve users' satisfaction</li> </ul>	<ul style="list-style-type: none"> <li>Facilitate administrative functions and manage finance</li> <li>Facilitate logistic arrangement</li> <li>Coordinate staff capacity development and planning</li> <li>Conduct staff performance appraisal and reporting</li> </ul>	<ul style="list-style-type: none"> <li>Provide instruction, guideline, technical and logistic supports to all JCs</li> <li>Manage daily service operation and reporting</li> <li>Maintain quality and efficiency of service delivery</li> <li>Collect feedback from service users</li> </ul>	<ul style="list-style-type: none"> <li>Provide web-based employment service to users</li> <li>Monitor and maintain NEA web portal system to ensure quality of the service</li> <li>Provide ICT support to NEA staff in head quarter and job centers</li> <li>Operate NEA data center</li> <li>Manage NEA database, data retrieval, and reporting</li> </ul>	<ul style="list-style-type: none"> <li>Coordinate and compile annual planning and distribute performance indicators to units and JCs</li> <li>Provide direction on implementation of NEA business plan</li> <li>Monitor and evaluate performance result and provide suggestions to improve the operation</li> <li>Produce regular performance reports</li> </ul>

Figure 5. Structure of the NEA Team in the First Phase

Table 2. Active Communication Strategy for the Second Phase

Activate Communication	
<i>AS IS</i>	<i>TO BE</i>
<ul style="list-style-type: none"> <li>Formal structure consisting of a leader, a coordinator, and task-oriented sub-teams</li> <li>Internal communication within the NEA team depended on the autonomy of the team members</li> </ul>	<ul style="list-style-type: none"> <li>Keep the formal structure of the NEA team</li> <li>Identify a Champion who will facilitate internal communication and mutual learning among members</li> </ul>

### Recommendation 3. Momentum

*We recommend that the NEA should:*

- *create a new schedule (2021-2023) before taking actions and check the achievement level of the ongoing tasks;*
- *break down the existing project activity timeliness further to include shorter, regular, and user-friendly workshops; and*
- *maintain interest and momentum by keeping online sessions short.*

Table 3. Maintaining Momentum for the Second Phase

Maintain Momentum	
<i>AS IS</i>	<i>TO BE</i>
<ul style="list-style-type: none"> <li>• Task-oriented schedule with many formats (i.e., Study Visit, Workshops, Individual work by the NEA team)</li> <li>• Some planned tasks were completed, yet there are uncompleted tasks</li> <li>• Hybrid delivery (Online + Face-to-face)</li> </ul>	<ul style="list-style-type: none"> <li>• Focus more on online, short workshops (e.g., 2 hours for 1 session x 3 days)</li> <li>• Reorganize and break down the existing tasks for workshops</li> <li>• Hybrid delivery is available, but increase online delivery for regular, small workshops</li> </ul>

#### **How to create a new schedule? How to reorganize the tasks?**

ANNEX 1 shows the last version of the task-oriented schedule in the first phase. The NEA and Project Coordinator created the schedule in March 2021. There are many tasks in two areas: (1) tasks related to establishing performance assessment and (2) tasks related to developing a CSS. All tasks were planned in line with an action research cycle with the following five steps: Fact finding (Step 1), Planning (Step 2), Acting (Step 3), Observing (Step 4), and Reflecting (Step 5). Overall, some tasks in Steps 1-2 were completed in the first phase, yet the tasks in Steps 3-5 were uncompleted in the first phase and are expected to be completed in the second. The uncompleted tasks in Step 3-5 were as shown below:

- **Step 3 (Acting).** A key activity for the establishment of performance assessment involves: (1) Study Visit 2 that is designed to provide a training opportunity for managers and key actors in model Job Centers and (2) service improvement and monitoring in the model Job Centers. In addition, publishing a guideline of performance assessment will reinforce these activities. An acting phase in a CSS involves distribution of the survey and data collection.
- **Step 4 (Observing)/Step 5 (Reflecting).** There are three approaches to observation and reflection that elaborate performance assessment: (1) reflection on the results of monitoring during service improvement will facilitate careful consideration of how a prototype of the PAF works; (2) reporting the target goals and the result of the evaluation to stakeholders will promote self-observation and self-reflection within the organizations (the NEA, Job Centers), while also facilitating external feedback of stakeholders, which may finally increase the efficiency and transparency of PES performance.

When the NEA creates a new schedule and reorganizes the tasks in an online-based workshop format, three questions will be useful to facilitate the discussion:

- Will your team keep all tasks in the schedule (March 2021 ver.)?
- Are there any tasks that your team would like to add/delete?
  - Remember that the schedule (March 2021 ver.) was produced on the condition that the impact of the Covid-19 pandemic in Cambodia would be optimal.
  - Imagine that the second phase introduces technological support and active communication (a Champion), which increases efficiency in the progress of each activity.
- Can your team break down some of the tasks? Can your team complete the tasks through an online-based workshop format (e.g., one workshop with three sessions: 2 hours for 1 session x 3 days).

### **What kind of tasks are ongoing to establish a PAF?**

Table 4 is useful to check the achievement level of the ongoing tasks for the establishment of the PAF. Table 4 summarizes tasks and actions presented by the NEA in the second online meeting in September 2020. The tasks consist of a proposal template of a manual (Manual for Staff Members of Job Center: Standard of Performance Assessment) (ANNEX 2). Table 4 also describes possible



assistance proposed by the WAPES Executive Secretariat after the second online meeting.

The five tasks in Table 4 (1. Operation, 2. Goal setting, 3. Recording and analysis, 4. Reviews, 5. Report to the NEA) were based on the proposal template of the manual (ANNEX 2). The result of discussion of each task in Table 4 can be summarized and documented by editing the proposal template of the manual (ANNEX 2) and a proposal template of the guidelines for a PAF (ANNEX 3).

Table 4. Ongoing tasks, actions, and possible assistance

Task	Action	Possible assistance
1. Operation (Chapter 1)		
Task 1. Appoint leaders in each Job Center	The NEA has appointed the managers of Job Centers in Siem Reap (Mr. Seang Sokhon) and Phnom Penh (Mr. Chhom Sokhoeun) as the team leaders of model Job Centers	-
Task 2. Build a team with all staff members	Phnom Penh Job Center: Mr. Chhom Sokhoeun (Leaders), Siem Reap Job Center: Seang Sokhon (Leader), and all staff.	Intervention from the Experts may not be necessary for team building. According to the needs of the NEA, technical advice (such as proposing the role of leaders and setting an agenda) can be made available.
2. Goal setting (Chapter 2)		
Task 1. Make a breakdown of each KPI for each model Job Center	The NEA team and the leader in the model Job Center will agree on the goal of 2021 for a Job Center in Siem Reap/Phnom Penh	According to the needs of the NEA, the Experts can advise on how to make a breakdown of KPIs.
Task 2. Decision making to improve the target activities. Create an action plan	The NEA team, the leaders, and all members in model Job Centers will have a meeting to discuss and prepare the new planning for the upcoming	The NEA can use a sample format of the Action Plan (see ANNEX 4)

	year. The way to prepare this action plan was dependent on the current situation and the results of implementations over the years.	
3. Recording and analysis (Chapter 3)		
Task 1 Determine the operation of recording	The NEA team and the leader in the model Job Centers will determine the procedure to collect the data related to KPIs and the target activities to be improved, such as using statistical functions in WorkNet and creating a template to record daily activities.	According to the needs of the NEA, the KEIS (a provider of WorkNet) may provide technical assistance on how to record daily activities in PES related to KPIs.
Task 2 Determine how to analyse the data	The NEA team and the leader in the model Job Center will determine how to analyse the data.	According to the needs of the NEA, the Experts can advise on how to analyse the data.  The data analysis generally involves creating statistical tables/charts, developing objective criteria, and evaluating the criteria qualitatively.
4. Reviews (Chapter 4)		
Task 1 Determine when the Job Center reviews the results of the performance and how the leader assesses it	The NEA team and the leader of the model Job Center will determine the timing and methods for assessment.	According to the needs of the NEA, the Experts can advise on how to analyse the data.  An annual schedule stating
Task 2 Determine how to give feedback and the results of its analysis to the members of staff	The NEA team, leader, and members of the model Job Center will determine how to give feedback.	“who will assess what by when” can facilitate a feedback loop of reviewing.

5. Report to the NEA (Chapter 5)		
Task 1 Determine when the Job Center reports the results of analysis to the NEA	The NEA team and the leader in the model Job Center will determine the timing and methods for reporting.	According to the needs of the NEA, the Experts can advise on how to analyze the data.  It seems efficient to consider this task with the tasks in '4. Reviews'.

### What kind of tasks are ongoing to develop a CSS?

The NEA presented the purpose, format, and timing of conducting a CSS (Table 5). Based on the information in Table 5, the WAPES Executive Secretariat offered the NEA three types of draft surveys (for jobseekers, for employers, for training providers) via an online application platform (Qualtrics) and created a document (see ANNEX 5) that would help the NEA operate the draft survey. Two tasks remain to finish the surveys:

- Complete the questionnaire of the survey via Qualtrics – the draft survey is already composed of 3 sections: Introduction, Question, and Briefing.
- Use the guidelines to master operating the platform – the guidelines offer video tutorials for general operation. Yet if the NEA finds some difficulties with them, tutorial workshops are available by inviting tutors from Qualtrics.

Table 5. Plan of the Customer Satisfaction Survey (CSS)

	Details
Purpose	To assess and improve the operation of Job Center services (in general and specific services) in terms of timeliness, accessibility, respectful treatment, the reliability of information provided, and expectations being met for customers.
Format	The same format that can be used in all Job Centers.
Timing of the survey	<ul style="list-style-type: none"> <li>• The NEA will conduct the pilot surveys.</li> <li>• The questionnaire design will be finished before December 2020.</li> <li>• Using the proportion sample in each Job Center.</li> <li>• The survey will focus on the Jobseekers and employers who use Job Center services.</li> </ul>

## Recommendation 4. Conceptual Understanding of Organizational Learning

*We recommend that the NEA should:*

- *use concepts and tools of organizational learning to understand what is behind its behavior. Workshop delivery seems appropriate to deepen this topic (see ANNEX 6, 7).*

In contrast to Recommendation 1-3 emphasizing practical aspects of project management, Recommendation 4 focuses on a deeper level of understanding of organizational learning. Recommendation 4 is useful when:

- the NEA team finds some resistance or conflicts over accepting Recommendations 1-3; and
- some members of the NEA team are willing to understand the learning mechanism of why internal communication among the team does not always work efficiently to progress the project as planned.

Table 6. Conceptual Understanding of Organizational Learning for the Second Phase

Enhance Understanding of Organizational Learning	
<i>AS IS</i>	<i>TO BE</i>
<ul style="list-style-type: none"> <li>• Lack of opportunity to understand organizational learning</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance conceptual understanding of organizational learning, according to needs of the NEA team</li> <li>• Engage in all activities more mindfully</li> </ul>

## 2-3 Expert views

This section shows summary comments from the Experts based on the four recommendations in Section 2-2. The comments offer deep insights into organizational development that the NEA team can further pursue in the future.

### Expert view 1 (Takahiro Matsuse, MHLW, Japan)

I acknowledge that the NEA team will conduct a performance assessment after creating the Action Plans. I would like to advise you to reflect on daily performance in the conducting phase. This is the most important thing when you operate the performance assessment. I am convinced that the NEA team will establish a good assessment methodology, yet you should keep in mind that the PAF and Action Plans are devices to improve the performance and daily practices of PES. You will find a gap between the plan and practices in the near future. You may also tackle new challenges to bridge the gap between what you intended to accomplish and what you have accomplished. I recommend that you:

- constantly monitor the performance related to KPIs,
- reflect on whether there is a gap between the performance and the goals,
- identify obstacles to achieving the goals, and
- consider whether you need to modify the performance or the goals (as needed).

There are two reasons for these recommendations. First, the primary purpose of the performance assessment is not to detect “the most effective techniques to take actions.” Rather, the performance assessment aims to strengthen organizational effectiveness: how organizations can undergo continuous improvement with a great deal of autonomy, and how they can effectively achieve the desired outcomes. Peter Drucker says that “To achieve desirable results does not mean to be successful in business. We should make a safe space for failure and making mistakes.” I would recommend that you remember his words and consider the implications behind them; failure is an opportunity for many lessons in creating an innovative organization.

Another reason is that we humans are social beings who get bored. No matter how perfectly we developed the PAF, the system will collapse when we are bored with it as time goes by. The system that was well-functioning in the past will no longer work effectively in the future. I recommend that you reconsider the performance assessment methodology after a certain period of time, even if the established methodology (including

the PAF and Action Plans) appears to be perfect. Constant updates and revisions are vital for the continuous improvement of PES.

## Expert view 2 (Sang Hyon Lee, KEIS, Korea)

Customer satisfaction is the subordination value and perceived result of service quality. Researchers in marketing developed structured measurements called “service qualities” to measure customer satisfaction scientifically. Measurement of service quality has more often used SERVQUAL developed by Parasuraman, Zeithaml, and Berry in 1985. SERVQUAL has been used as a kind of standardized measurement of service quality.

In 2001, Brady and Cronin suggested the structure of a third-order factor model which became the most commonly used for measuring the service quality today. Brady and Cronin’s model has three dimensions of outcome (waiting time, tangibles, valence), interaction (attitude, behavior, expertise), and environmental quality (ambient conditions, design, social factors). In case of Korea, customer satisfaction of all the public organizations is measured by the “PCSI; Public-service Customer Satisfaction Index” developed based on Brady and Cronin’s hierarchical model. Customer service of Korean job centers has been measured using SERVQUAL since 2007. KEIS is considering changing SERVQUAL to Brady and Cronin’s model in 2022.

The NEA selected timeliness, accessibility, respectful treatment, reliability of information provided, and expectations being met for customers as means of measuring service quality. Those items form parts of the factors of Brady and Cronin’s service quality. Therefore, I recommend that customer satisfaction resulting from qualities of services of PES also need be measured using Brady and Cronin’s service quality model which is again the most widely used measurement today for overall service industries as well as public organizations.

For further reading and questionnaires: Brady, M. K. and Cronin, J. J. (2001), Some New Thoughts on Conceptualizing Perceived Service Quality: A Hierarchical Approach, *Journal of Marketing*, 65(July), 34-49.

## Expert view 3 (Anton Eckersley, Ingeus, the United Kingdom)

It is clear, as the disruption to the project caused by the global pandemic underlined, that NEA colleagues are clear-eyed about the challenges of turning policy intentions into the kind of practice that adds real value to the context in Cambodia. As COVID-19 is likely to continue disrupting the learning dynamics for the foreseeable future our NEA colleagues might want to consider establishing the following mitigations for the next phase of the project:

1. Reducing the time investment required by the Senior Leadership Team. Post-pandemic challenges will require considerable management attention. To prioritise their time investment on the project I recommend appointing a small team (no more than 3) of ‘Change Champions’. They should have good organisational and language skills and have the trust of the Senior Leadership Team (SLT). They will be the main conduit for day-to-day engagement with the project, take forward actions, report back to SLT and build continuity into the learning journey.
2. Maintaining momentum. Set regular online meetings with the Champions to measure progress and amend activities as required. As a global organisation, Ingeus firmly believes in the crucial importance of regular contact with widely dispersed project groups to achieve success.
3. Management, staff and stakeholder buy-in. Implement a clear communication strategy for staff and external stakeholders from the start. This should articulate the NEA’s overarching vision, what’s going to happen and why and keep everyone regularly up-dated so that conversation journeys can progress in parallel to the implementation journey. The importance of transparency and ownership should never be underestimated.
4. Sharing lessons learned with others. Whilst NEA’s learning journey will be specific to Cambodia, many of the challenges it faces will be common to other countries. The NEA may want to consider how it boils down and disseminates any key lessons learned to share with other WAPES members going forward.

## Way Forward

A variety of activities in the Joint Project promoted mutual learning among WAPES members. While there are many challenges in establishing performance assessment and a customer satisfaction methodology, all actors, especially the NEA, are highly committed to moving forward for the improvement of PES by developing an idea for a new service, attempting to bring new resources to strengthen the social role of PES, and maintaining autonomy and independence in making decisions.

Expert views in Part I help reflect the key achievement in the first phase, and the four recommendations (“TEAM Cambodia”) and Expert views in Part II promote further engagement when the NEA pursues self-directed goals in the second phase.

For a future action, the WAPES Executive Secretariat invites all actors in the Joint Project to attend the 12<sup>th</sup> WAPES World Congress (WWC 2021). The event is planned for November-December 2021 in Estonia, and it will involve a panel discussion to present three PES collaboration and mutual leaning projects: the Japan-WAPES Joint Project, SamPES, and European PES network. This event will be a good opportunity for all actors in the Joint Project and other WAPES members to share their views on how to develop self-assessment in PES.



# Annex 1: Schedule

Schedule for Joint Project: Detailed (2020-2021) March2021 Ver.

	Key Player			2020												2021							
	NEA	Job Center	Stakeholder	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug		
2-2: Pilot study to introduce a PAF				Phase 1												Phase 2 (New)							
8 Create a prototype of PAF				Phase 1												Phase 2 (New)							
8-1: Identify industrial sectors/occupations	✓																						
8-2: Consider target goals	✓																						
8-3: Select a Job Center for the pilot study	✓	✓																					
8-4: Reconsider the item of 8-1 and 8-2, according to the opinion from stakeholders	✓																						
8-5: Build a team in a Job Center		✓																					
8-6: Create an action plan	✓	✓																					
8-7: Determine the way of recording/analysis	✓	✓																					
8-8: Study Visit 2: Training for staff in (a) model-office (s) (NEW)	✓	✓																					
8-9: Service improvement, monitoring	✓	✓																					
8-10: Reflect the monitoring results	✓	✓																					
9 Promote social dialogue				Phase 1												Phase 2 (New)							
9-1: Invite participants	✓		✓																				
9-1: Hold a consultation conference/ or individual consultation (NEW)	✓		✓																				
9-2: Report the target goals to stakeholders	✓		✓																				
9-3: Report the results of evaluation	✓		✓																				
10 Publish a guideline of PAF				Phase 1												Phase 2 (New)							
10-1: Create a draft guideline	✓																						
10-2: Amend the draft guideline, according to the advice from experts	✓																						
10-3: Finalise/Publish the guideline	✓																						
11 Training for local staff				Phase 1												Phase 2 (New)							
11-1: Create a draft manual by revising the proposal template	✓	✓																					
11-2: Amend the draft manual, according to the advice from experts	✓	✓																					
11-3: Finalise/Publish the manual	✓	✓																					
12 Workshop to receive advice from experts				Phase 1												Phase 2 (New)							
12-1: Plan logistics/substance	✓																						
12-2: Hold a workshop	✓	✓																					
2-3: Regular survey				Phase 1												Phase 2 (New)							
13 Design a survey				Phase 1												Phase 2 (New)							
13-1: Install a software	✓			Done																			
13-2: Consider how to collect data, Create a list to distribute the survey	✓	✓																					
13-3: Consider a structure of survey, statements of question items	✓	✓																					
13-4: Reconsider item 13-2 and 13-3, according to the opinions from stakeholders	✓	✓																					
14 Conduct a survey				Phase 1												Phase 2 (New)							
14-1: Distribution, Collect data	✓	✓																					
15 Analysis of the survey				Phase 1												Phase 2 (New)							
15-1: Summarise the result of survey	✓	✓																					
16 Workshop to receive advice from experts	✓	✓																					
2-4: Recommendation report				Phase 1												Phase 2 (New)							
17 Publish a recommendation report				Phase 1												Phase 2 (New)							
				Phase 1												Phase 2 (New)							

Page 1

## **Annex 2: Template of Manual**

**Manual for Staff Members of Job Center**  
**: Standard of Performance Assessment**  
**(Proposal Template)**

*This manual is proposed by Japanese experts, according to Chapter 4-1 in “Guideline for a Performance Assessment Framework”. NEA and Job Centers will revise this manual to publish it.*

## FOREWORD

*This section describes the relation between Performance Assessment Framework (PAF) and Job center's activities. Moreover, this section explains the basic rules so that Job centers assess their performance in a proper manner.*

## INDEX

CHAPTER 1    Operation

CHAPTER 2    Goal Setting

CHAPTER 3    Recording and Analysis

CHAPTER 4    Reviews

CHAPTER 5    Report to NEA

## CHAPTER 1: Operation

### 1-1. Leader in operation

NEA appoints the head of each Job Center as a leader who manages all activities and the outcome of performance assessment. The leader plays active roles in the following items.

- (1) Understands the gap between target goals and the status quo in the Job Center
- (2) Builds a successful team (Chapter 1-2)
- (3) Facilitates active participation (Chapter 1-3)
- (4) Handles every process of performance assessment in the Job Center (Chapter 2, 3, 4 & 5)

### 1-2. Team building

The leader builds a successful team that can communicate, cooperate and innovate in an atmosphere of mutual trust and respect. The team should be inclusive by involving all staff members in the Job Center.

### 1-3. Participation by all staff members of Job Center

All staff members participate in the activities to achieve the target goals. The leader should respect opinions from all staff members.

## CHAPTER 2: Goal Setting

### 2-1. Setting target goals

A team leader informs the target goals with concrete numbers to be achieved by the Job Center. NEA sets these goals, according to the result

of social dialogue. The goals should be achievable and accountable. The goals can involve such items as follows.

- Number of job placement (Decent jobs)
- Number of job placement (Jobs in the priority sub-sectors prioritized)
- Number of job placement (Jobs in the urban area)
- Number of jobseekers registered
- Number of job offers registered
- Percentage of customer satisfaction

## **2-2. Decision making process**

Before improving the target activities, all staff members discuss some items such as: (1) what activities they should focus on; and (2) how to achieve the goals by setting the breakdown of the expected results of each activity.

For example, in case when the target goal is the number of job placement (10,000 persons in total for one Job Center), the team plans to achieve the goal by estimating (a) 5,000 persons by Job Fair + (b) 3,000 persons by counseling at Job Center + (c) 2,000 persons via web applications.

Then, the team makes a strategy of how staff members can improve their performance in their daily activities, which can finally achieve the breakdown of each goal.

The leader informs all staff members of the decision, and she/he disseminates it by an Action Plan (an official document). This process is vital to ensure improving the target activities.

## CHAPTER 3: Recording and Analysis

### 3-1. Recording

Staff members in each Job Center record the results of all activities in order to analyze them properly. It can be efficient to create a recording template when staff members record their activities. If the leader or the staff members require sharing of their record among their colleagues, it is efficient to use a recording function of (if WorkNet has such a function).

The record should be written in a concise and objective manner, which allows the third parties (such as the leader) to easily read it. If there is any law of handling the administrative documents, Job Centers should carefully consider whether the law applies to this recording activity.

### 3-2. Analysis

Gathering the information on the record, each Job Center analyzes the results of activities in a statistical and reasonable way.

## CHAPTER 4: Reviews

Each Job Center reviews the results of performance on a regular basis, such as once every 3 or 6 months. The leader assesses whether the final goals will have been achieved, considering the results of the latest results of the past months.

When the leader finds some difficulties in achieving the goals at the final period of assessment, the leader encourages staff members to find pitfalls of their actions. then, the leader advises them to improve the activities.

## CHAPTER 5: Report to NEA

The leader in each Job Center reports the results of performance to NEA. This includes statistical data and analysis with qualitative comments by reviewing their own activities.

Any format can be available for this report ; however, a template format or recording documents can be efficient to take the next action (NEA announces the results of report to stakeholders) .



## **Annex 3: Template of Guideline**

### **Guideline of a Performance Assessment Framework** **(Proposal Template)**

*This guideline describes the basic idea of the Performance Assessment Framework (PAF). According to the schedule of the Joint Project, NEA and Job Centers will revise this guideline to publish it.*

## FOREWORD

*This section describes the background (the reasons and objectives) of introducing a Performance Assessment Framework (PAF).*

## INDEX

CHAPTER 1: General rules

CHAPTER 2: Social dialogue

CHAPTER 3: Goal setting and service improvements

CHAPTER 4: Education

CHAPTER 5: Customer satisfaction survey

CHAPTER 6: Evaluation and announcement

CHAPTER 7: Continuous improvement

## CHAPTER 1: General rules

### 1-1. Evidence-based policymaking (EBP)

Policy decision and performance assessment for Public Employment Services (PES) shall be better informed by available evidence, and it shall include rational analysis by using evidence-based policymaking (EBP).

EBP refers to an approach that helps people make well-informed decisions about policies, programs and projects by putting the best available evidence from facts at the heart of policy development and implementation.

National Employment Agency (NEA) clarifies the roles of NEA and Job Centers to materialize the EBP. The roles can involve the following items.

- a) NEA offers an opportunity that NEA and stakeholders discuss priorities in the labour policies, by focusing on: (1) the target goals to be achieved nationwide; and (2) social roles of PES. The target goals should be determined by considering the situation of the labour market in Cambodia, and qualitative and quantitative data can be used to set the index of the target goals.
- b) According to the results of social dialogue, NEA set: (1) the target goals to be achieved nationwide; and (2) the target goals that each Job Center should achieve.
- c) NEA gives clear directions to all Job Centers, in order to achieve the target goals.

d) Job Centers follow the directions of NEA to achieve the target goals. Job Centers activate the following item (See 1-2) to promote their services.

### **1-2. Participation by all staff members of Job Center**

Active participation of all staff members is a key factor when Job Centers successfully achieve the goals. The head of each Job Center facilitates them to decide; (1) what the activities should be improved to achieve the target goals; and (2) how to take an action. By doing so, all staff members are more likely to have a strong sense of autonomy and responsibilities for their own task.

The manual (See Chapter 4-1) describes the details of how to facilitate the active participation.

### **1-3. Accountability**

NEA and Job Centers are obliged to accept responsibility for their own performance. NEA and Job Centers shall report the process of performance assessment to all stakeholders. NEA and Job Centers also shall report the results of performance to all stakeholders. NEA and stakeholders shall test the effectiveness of the PES performance.

## **CHAPTER 2: Social dialogue**

### **2-1. Dialogue between NEA and stakeholders**

NEA holds a consultation conference with stakeholders. The stakeholders involve the following parties.

- Representatives of employers
- Worker unions
- Training providers

- Representatives of jobseekers (Users of Job Center)
- Others

The primary objectives of the consultation conference are as follows.

- PES inform the stakeholders of the outline of the PAF
- Stakeholders requests the role of PES in the labor market
- PES and the stakeholders discuss the following items:
  - a) Industrial sectors/occupations to be prioritized/monitored by PES
  - b) The target goals and the PES activities/performance to be assessed
  - c) The manner/timing that PES report the target goals to the stakeholders (Before monitoring)
  - d) The manner/timing to report the results of the evaluation (After monitoring)

## **2-2. Regional dialogue**

After the consultation conference, NEA determines the target goals in the specific occupations/industrial sectors NEA sets the target goals to be achieved nationwide. Then, NEA sets the regional goals for each Job Center.

## **2-3. Role of NEA**

Before monitoring, NEA reports the target goals to the stakeholders. This report explains the definition of the target goals with rationale. NEA reports the latest results about the target to share the status quo.

## **CHAPTER 3: Goal setting and service improvement**

### **3-1. Operation**

Based on the manual (See Chapter 4-1), the head of Job Center builds a team to involve all staff members of the Job Center.

### **3-2. Goal setting**

Based on the manual (See Chapter 4-1), each Job Center shares the regional goals to be achieved, and then each Job Center makes an effort to achieve the target goals. In monitoring, the head of each Job Center (or NEA) sets the goals in the next term after evaluating the result of each target.

### **3-3. Service improvement**

Based on the manual (See Chapter 4-1), the head of each Job Center facilitates all staff members to propose their own idea for further improvement; what activities they will focus on. The head materializes their ideas by taking a specific action. All staff members review their performances, according to the results of the activity-record and its analysis.

### **3-4. Supervision**

NEA provides support for each Job Center when it sets the goals and conducts a variety of activities to improve the target services.

## **CHAPTER 4: Education**

### **4-1. Manual for staff members of Job Center**

NEA publishes a manual to explain the standard process and actions that all staff members of Job Centers are expected to take. This manual allows all staff members to assess their performances at a certain level in all Job Centers.

#### **4-2. Training**

NEA provides training opportunities for all staff members of every Job Center, aiming that every Job Center successfully assesses their performances based on the PAF. In this training, the trainees are expected to understand the PAF based on the PDCA (Plan-Do-Check-Action) process.

### **CHAPTER 5: Customer satisfaction survey**

#### **5-1. Designing question items**

NEA decides question items that are useful for problem finding. NEA takes account of the following items when NEA designs a quantitative/ qualitative survey.

- (1) Consider the opinions of the stakeholders in the consultation conference. Specifically, NEA pays attention to their social roles expected by the stakeholders.
- (2) Design a survey that helps NEA to identify strengths or weaknesses for overall services/activities offered by Job Centers.
- (3) Create question items that specify the impression/opinion towards the PES activities related to the target goals in the PAF. The items can involve attitudes or behaviors of staff members of Job Centers.
- (4) A short survey is better than a long one.
- (5) Questions must be easy to understand and answer.
- (6) Group questions according to topic.



(7) Place sensitive questions at the end.

(8) Avoid irrelevant questions.

## **5-2. Carrying out the survey**

NEA conducts the customer satisfaction survey biannually. NEA carries out the survey in an easy and cost-effective way. NEA can request for cooperation from the stakeholders to respond to the survey.

## **CHAPTER 6: Evaluation and announcement**

### **6-1. Evaluation**

According to the manual (See Chapter 4-1), each Job Center reviews the results of performance, summarizes them with self-evaluation, and reports them to NEA.

### **6-2. Announcement**

NEA announces the results of target goals and the summary of assessment in a formal or public way.

## **CHAPTER 7: Continuous improvement**

NEA strives to revise this guideline every year by promoting social dialogue and continuous improvements at the NEA level and the Job Centers level. This continuous effort makes this guideline better one, which finally increase service quality of PES.

## Annex 4: Sample Format of Action Plan

# A c t i o n P l a n ( A )

\*\*\*\*\*Job Center

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Pillar	1. Increase in the number of services users
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Process	KPI	Baseline 2019	Goal 2021	Activity
Plan	(Choose 1 KPI)	(Describe baseline in 1 model Job Center)	(Describe goal in 1 model Job Center)	(Choose 1 activity from a KPIs' table, or create 1 original activity after discussion in the 1 mobile Job Center)
Do	(What you were doing through the activity, and what the quantitative results you got)			
Check	(Describe the reason why you could/could not achieve the goal)			
Action	KPI	Baseline 2021	Goal 2022	Activity
	(Describe 1 KPIs; Would you like to use the same KPI? or Would you like to change another KPI?)	(Describe Baseline 20201 in ' 1 model Job Center after reflection)	(Set Goal 20202 in 1 model Job Center after reflection)	(Describe 1 activity; Would you like to set the same activity that you did?, or Would you like to change another activity?)

# Action Plan (B)

\*\*\*\*\*Job Center

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Pillar	2. Increase in the number of staff / staff capacity building
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Process	KPI	Baseline 2019	Goal 2021	Activity
Plan	(Choose 1 KPI)	(Describe baseline in 1 model Job Center)	(Describe goal in 1 model Job Center)	(Choose 1 activity from a KPIs' table, or create 1 original activity after discussion in the 1 mobile Job Center)
Do	(What you were doing through the activity, and what the quantitative results you got)			
Check	(Describe the reason why you could/could not achieve the goal)			
Action	KPI	Baseline 2021	Goal 2022	Activity
	(Describe 1 KPIs; Would you like to use the same KPI? or Would you like to change another KPI?)	(Describe Baseline 20201 in ' 1 model Job Center after reflection)	(Set Goal 20202 in 1 model Job Center after reflection)	(Describe 1 activity; Would you like to set the same activity that you did?, or Would you like to change another activity?)

# A c t i o n P l a n ( C )

\*\*\*\*\*Job Center

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Pillar	3. Decrease in skill mismatches
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Process	KPI	Baseline 2019	Goal 2021	Activity
Plan	(Choose 1 KPI)	(Describe baseline in 1 model Job Center)	(Describe goal in 1 model Job Center)	(Choose 1 activity from a KPIs' table, or create 1 original activity after discussion in the 1 mobile Job Center)
Do	(What you were doing through the activity, and what the quantitative results you got)			
Check	(Describe the reason why you could/could not achieve the goal)			
	KPI	Baseline 2021	Goal 2022	Activity
Action	(Describe 1 KPIs; Would you like to use the same KPI? or Would you like to change another KPI?)	(Describe Baseline 20201 in ' 1 model Job Center after reflection)	(Set Goal 20202 in 1 model Job Center after reflection)	(Describe 1 activity; Would you like to set the same activity that you did?, or Would you like to change another activity?)

## Annex 5: Step by Step Process for Operating Quartlics

### Preparation

#### 1. Log-in Quartlics with your ID and password

<https://login.qualtrics.com/login?lang=uk>

ID: (*Designated by NEA team*)

Password: (*Ask a Project Coordinator*)

Recommendation to use Google Chrome (Safari and other platforms sometimes have trouble in screen display)

#### 2. Find Projects titled:

SAMPLE FORMAT 1: SURVEY FOR JOBSEEKER

SAMPLE FORMAT 2: SURVEY FOR EMPLOYER

SAMPLE FORMAT 3: SURVEY FOR TRAINING PROVIDER

#### 3. Select ‘SAMLE FORMAT 1: SURVEY FOR JOBSEEKER’

Please DO NOT SELECT ‘Publish’ button (a green button on the top right on the screen). Once you select it, it might be difficult to edit the survey items after the publishing.

### How to start?

1. The quick-wise way is to complete the design of ‘SAMPLE FORMAT 1: SURVEY FOR JOBSEEKER’. Then you can transfer the same structure to SAMPLE FORMAT 2 and SAMPLE FORMAT 3.

3 sample formats can have the same structure, this helps your team to collect the reliable data from the three different groups (i.e., Jobseekers, Employers and Training providers). The structure is as shown below.

Section	Block	What is this?
Introduction	Informed consent	Ask respondents for participation
	Anonymous creation	This survey does not require personal information to detect a specific person (such as name, registration ID of JCs). Instead, participants can detect their response by creating an anonymous ID.

		This ID will not be open to the public, but if the participants request to drop their response after submission, NEA can detect the response by an anonymous ID.
	Personal information	Attribute necessary for the survey. In a survey for jobseekers, age, education level, and type of job can be personal information. In a survey for employers, size of organization, and type of industry can be included. <i>Less than 10 question items</i> are preferable, because some participants are discouraged from filling out so many questions, before starting the main Question section.
Question	Timeliness	Five factors are designed based on the presentation on the 2 <sup>nd</sup> online meeting.  Each factor includes 1) general questions and 2) specific questions, as indicated in the presentation.
	Accessibility	
	Respectful treatment	
	Reliability	
	Expectation being met for customers	
Briefing	-	Participants are informed to contact NEA when they request.

2. Please read ‘Message to NEA’ in each item. Then you can edit (add/delete) the items as you like.
3. General operation  
Qualtrics is a popular survey application. If you google some keywords such as ‘Qualtrics, how to delete project’, you can find many tutorial directions and videos.

Here is one of the examples for beginners.

<https://www.youtube.com/watch?v=hSo-ldj19k>

[https://www.youtube.com/watch?v=MP6jTcHU\\_5w](https://www.youtube.com/watch?v=MP6jTcHU_5w)

### **Finish, Then?**

- Screen design:  
Select the ‘Preview’ button (a blue button on the right top on the screen). You can check a responsive design (how participants see the survey on their smartphone screen). Short and simple design encourages them to complete the survey.
- NEA Logo:  
You may want to insert a NEA or Job Center logo on a screen.  
The logo is useful to increase reliability for participants.

<https://www.qualtrics.com/community/discussion/10129/how-can-i-add-a-logo-or-an-icon-at-the-top-of-the-survey-page>

- Language:  
There are several ways to use translation. But the easiest way is you can also add sentences in Khmer before/after the sentences in English in each item  
<https://www.qualtrics.com/support/survey-platform/survey-module/survey-tools/translate-survey/>
- Useful function:  
There are some functions that respondents can correctly fill out the question items. Please confirm whether you set the following functions in each item. The functions are automatically displayed on the right side of the screen when you select each item.
  - 1) Answers (Single Answer/Multiple answer)  
Choose 'Single Answer' if you request respondents to choose only 1 option in the multiple options. Choose 'Multiple Answer' if you allow respondents to choose more than 2 options.
  - 2) Validation Options  
'Force Response' restricts respondents to move to the next question BEFORE filling out the present question. If you want to collect no missing data, we usually set 'Force Response' to each item.
  - 3) Actions  
'Add Display Logic' : See Q2 and Q3 in Timeliness. Some questions can appear only when respondents choose one options (such as Yes or No) in the previous item.
- Distribution/Data collection  
The most important point to consider is how to collect many data (The statistically significant size of sample is generally 300 for each group). Thus, your team may want to promote the survey via the CC in January 2021. But if your team will conduct a trial survey before distributing 300 for each, we can discuss it.

## Annex 6: Organizational Learning Process

If some of the NEA team do not feel comfortable for activities in the Joint Project, this will be an opportunity of real and deep learning of your organization. Your team can learn an organizational learning process (see Tips in shown below).

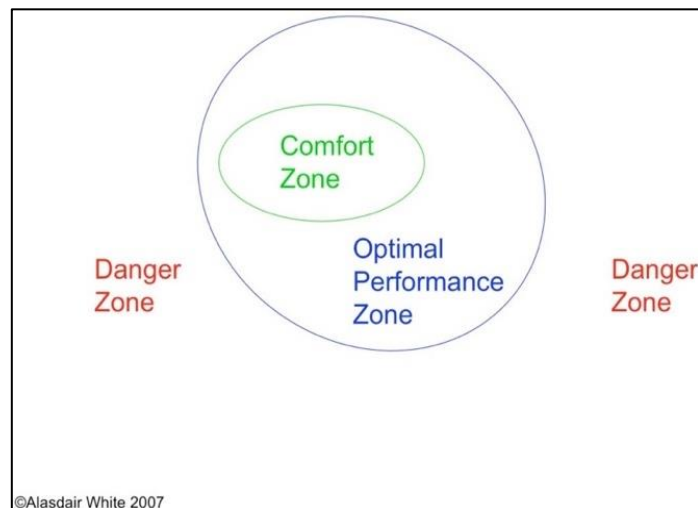
### Tips: Training Games to Build Learning Organization “Where are we now?”

#### Group Exercise

In the process of individual/groups development in the organization, the individuals/groups are shifting a behavioral state from the “Comfort Zone” to the “Optimal Performance Zone” or the “Danger Zone”.

**Task:** Identify the zone in which your team are staying now, and discuss why your team are staying there (i.e., either the comfort zone, the optimal zone, or the danger zone).

**Note:** There is no right or wrong answer for choosing a zone.





**Information: What is the diagram? (White, 2007)**

The comfort zone model summarizes a process of organizational change and performance management.

- **What is the comfort zone?**  
A person in the comfort zone tends to feel no anxiety because there is no change in the organization; The person can apply acquired skills to daily businesses, and the level of performance remains constant.
- **What is the optimal performance zone?**  
A person in the optimal performance zone tends to feel anxiety for change in the organization; The person can no longer apply old skills to changing environments, and she/he is required to acquire and adapt to new skills. The moderate level of anxiety and stress boosts her/his performance level until a certain level of performance is achieved.
- **What is the danger zone?**  
A person in the danger zone tends to perceive a high level of anxiety for sudden change in the organization; The person is unwilling to undertake the new businesses and she/he is willing to return to the precious situation before changing. A high level of anxiety causes deterioration in performance as being a bad thing.

**Reference**

White, A. (2008). *From comfort zone to performance management: Understanding development and performance*. Baisy-Thy: White and MacLean Publishing. Retrieved from [https://www.researchgate.net/publication/228957278\\_From\\_Comfort\\_Zone\\_to\\_Performance\\_Management](https://www.researchgate.net/publication/228957278_From_Comfort_Zone_to_Performance_Management)

# Annex 7: Conflict Management Tool

A conflict management tool may help to observe a conflict management style in the NEA team. Your team can learn conflict management through one exercise (see in Tips shown below).

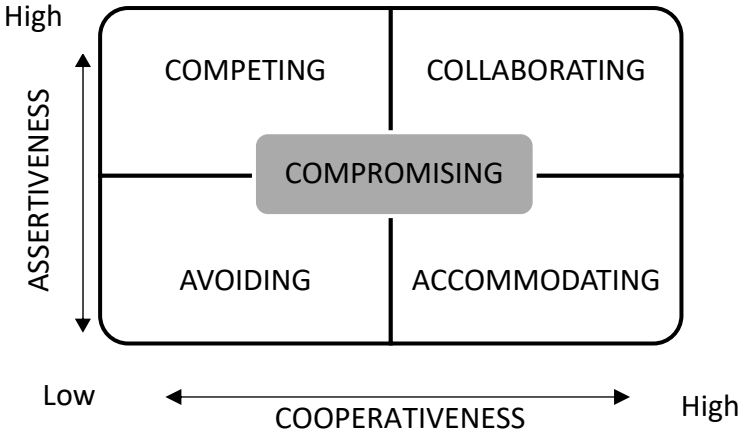
**Tips: Role playing games for agile conflict management**  
“What is your conflict management style?”

**Exercise: Role-playing game**

Make a pair. One person plays a project member who wants to start the next activity in the Joint Project, and the other person plays a project member who does not want to engage in the next activities for some reasons.

**Task 1:** Talk 3 minutes about why you want to/don't want to move to the next activity. Reach conclusion on either 1) starting the next activity, or 2) not starting the next activity.

**Task 2:** Reflect your conversation and identify a conflict management style of your pair in the diagram.  
Note: There is no right or wrong answer for choosing the conflict management style.



Adapted from Thomas and Kilmann (2008)

**Information: What is the diagram? (Thomas & Kilmann, 2008)**

The Thomas-Kilmann Conflict Model Instrument (TKI) is designed to assess behaviours of individual in conflict situation in which the interests of two individuals are not going together. There are two dimensions of behaviours that detect five styles of conflict management.

**Dimensions**

- **Assertiveness**  
The degree to which the individual attempts to fulfill her/his own concerns.
- **Cooperativeness**  
The degree to which the individual attempts to fulfill the other person's concerns.

**Styles of conflict management**

- **Competing (Assertive, Uncooperative)**  
A person who pursues her/his concerns at the other person's expense by using whatever power to win her/his position. Competing is a power-oriented mode of defeating a position you believe is correct, or merely trying to win.
- **Collaborating (Assertiveness, Cooperative)**  
A person who attempts to work with the other person to find a solution that completely fulfill the concerns of both parties. Collaborating involves deeper understanding of an issue to detect the underlying concerns of both parties, and to find alternative solutions that satisfy both sets of concerns.
- **Compromising (Intermediate in Assertiveness, Cooperativeness)**  
When both persons are compromising, they tend to find a mutually acceptable solution that partially meet both demands. Compromising addresses an issue more directly than avoiding, but it does not explore the solution as much depth as collaborating.
- **Avoiding (Unassertive, Uncooperative)**  
A person in avoiding does not immediately pursue her/his own concerns or those of the other persons. She/He does not address the conflict; simply sidestepping or postponing an issue until a better time.
- **Accommodating (Unassertiveness, Cooperative)**  
A person in accommodating neglects her/his own concerns to fulfill the concerns of the other person (A self-sacrifice mode). Accommodating involves a form of obeying the other person's order when one person would prefer not to.

**Reference**

Thomas, K. W., & Kilmann, P. H. (2010). *Thomas-Kilmann conflict model instrument. TKI Profile and Interpretive Report*. Retrieved from <https://www.skillsone.com/Pdfs/smp248248.pdf>



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