

PN-ARE-195

PUBLIC ADMINISTRATION REPORT

THE
CIVIL SERVICE SYSTEM
OF THE
ROYAL KHMER GOVERNMENT
OF
CAMBODIA

AUGUST, 1962
PHNOMPENH, CAMBODIA



PUBLIC ADMINISTRATION DIVISION
UNITED STATES AGENCY FOR INTERNATIONAL
DEVELOPMENT

JAMES L. QUELLETTE
MARVIN H. MURPHY

THE
CIVIL SERVICE SYSTEM
OF THE
ROYAL KHMER GOVERNMENT
OF
CAMBODIA

JAMES L. OUELLETTE
MARVIN H. MURPHY

PUBLIC ADMINISTRATION DIVISION
UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT - PHNOM PENH, CAMBODIA

AUGUST, 1962

PREFACE

This report on the Cambodian Civil Service System is the second in a series of descriptive research reports on public administration organization and procedures of the Royal Khmer Government.

Public Administration Division, USAID Cambodia has no direct project relationship with the RKG in the area of personnel administration. Therefore, this report is not designed to be distributed to the Cambodian government. Its purpose is to provide information to other USAID divisions, A.I.D./Washington and other American agencies interested in general descriptions of administrative systems.

The limited nature of the PAD program in Cambodia did not permit the author's official access to government organizations and officials for purposes of making this study. Information was gathered from documentary material and informal interviews with Cambodian functionaries. There is very little secondary documentation in existence and the primary material (laws, regulations) was sometimes difficult to obtain. Any errors of fact contained in the report are attributable to these factors.

Mr. James L. Ouellette, Organization and Methods Advisor, performed all of the research for the study. The writing of the report was a joint effort of Mr. Ouellette and myself.

Marvin H. Murphy, Chief
Public Administration Division
USAID/Cambodia

THE CIVIL SERVICE SYSTEM OF CAMBODIA

TABLE OF CONTENTS

Preface

<u>Chapter</u>		<u>Page</u>
I	Legal Basis, History and Organization	1 - 9
II	Types of Government Employees, Remuneration, Hours of Work	10 - 16
III	Recruitment, Appointment, Training and Dismissal	17 - 20
IV	Promotions	21 - 23
V	Vacations, Leaves of Absence	24 - 29
VI	Discipline, Conflict of Interest, Penalties	30 - 36
VII	Retirement and Pensions	37 - 39
VIII	Pre and Post Entry Training Schools	40 - 44
IX	Miscellaneous	45 - 47
X	Analysis and Evaluation of the System	48 - 56

Appendix

1. Table of the Cadres of the
Civil Service System
2. Table of Salary Indices and Salaries
3. Table of RKG Personnel
Complements Authorized
1958 - 1962

CHAPTER I

LEGAL BASIS, HISTORY AND ORGANIZATION

The Constitution of the Kingdom of Cambodia declares in Title II, Article 13, that:

"All Cambodians have equal access to public employment without preference other than their own merits or competence."^{1/}

Title VII, Article 91, provides that the Popular Assemblies of the provinces and Phnom Penh have the right to summon and question any functionary of the government for any cause. If three-quarters of the members pass a "vote of defiance", the National Assembly also takes a vote. If three-quarters of the members support the Popular Assembly decision, this vote obligates the government to replace the functionary in question. Any functionary replaced in this manner is available for reassignment to another province. Incumbents who are thus replaced three times are then condemned by the National Assembly to be permanently dismissed from the government service.

Articles 13 and 91 are the only Constitutional references to a public service of the Royal Khmer Government. As far as can be determined, the provisions of Title VII, Article 91, have never been applied.

The principal statutory basis of the Cambodian civil service system is Kram No. 793-N.S.,^{2/} passed on June 8, 1953. This basic civil service law was hurried along by the advent of independence from France and contained the provisions required to establish a new Cambodian civil service system. This law contains the general provisions for a basic personnel system, such as the policy on foundation of cadres, recruitment, certification and appointment, promotion, discipline, judicial actions and pensions. One major shortcoming is the lack of provisions for vacation and sick leaves, which are, however, provided for in a later law. Another and more serious failure was the omission of provisions which would have established a strong central personnel agency with the authority and responsibility to provide for central administration and control to assure adherence to the law and uniform and equitable treatment to all functionaries.

Although the law was limited in scope and depth, many of the shortcomings have been corrected by supplemental laws. The statutory base has thus become more complete as day-to-day operations pointed out further situations that needed to be covered. The law and its major supplements are described in succeeding chapters.

History^{3/}

Historians generally classify Cambodia's past into three main periods:

- 1/ Constitution du Royaume du Cambodge, amendee et modifiee par la Loi votee par l'Assemblée Nationale en second lecture le 6 Decembre 1955, promulguee par KRAM No. 55-N.S., du 14 Janvier 1956.
- 2/ KRET - a Royal Decree to implement a law.
KRAM - a Decree issued by a Minister that is approved and signed by Parliament.
PRAKAS - an administrative regulation issued by a Minister.
- 3/ Histoire des Institutions Khmères, Jean Imbert, E.K.L.I.P., Phnom Penh, 1961, Chapitres II, pp. 47-65.

1. The Kambuja Period, from approximately 802 A.D. to 1432 A.D., which is often called the Angkor or Khmer Empire Period;
2. The Pre-colonial Period, from 1432 to 1864 A.D.; and
3. The Colonial Period:

1864-1884 - French Protectorate

1884-~~1953~~ - French Colony

In addition, there is the contemporary period which can be called the Post Independence Period beginning in 1953, when the present civil service system was inaugurated. First, there follows a brief description of the organization of the administration of the Kingdom in the Pre-colonial Period.

During the four-hundred^{year} Pre-colonial Period, Cambodia was continuously over-run by the Annamites from the East and the Siamese from the Northwest. It was a period of wars and uncertainties and of the weakening of the once great Khmer Empire. Through it all, the Kingdom remained a Kingdom under a succession of Kings. Absolute power was vested in the sovereign who was guided by the teachings of a Theravada Buddhism. The sovereign appointed the functionaries or mandarins, as they were called, from the nobility. These mandarins were usually appointed for life and were divided into two categories: those of the interior (the Palace), and those of the exterior (the Provinces). It is known that these mandarins formed a high social class and enjoyed a high degree of privilege and material well being.

In 1593, a strong army of Siamese invaded and captured the seat of the government at Lovek. The King and his court scattered, abandoning the Palace, which resulted in the complete destruction of the Kingdom's archives and of the dispersal of its administrative body, the mandarins. What little established system of administration there was, collapsed along with the loss of all the records, for a bureaucrat, even in those days, could not function without his files. It was a severe blow for the Kingdom and it was primarily through the efforts of a Portuguese and a Spanish adventurer that the Royal Khmer dynasty was re-established. Diogo Veloso and Blas Ruiz de Hernan Gonzalez were both appointed governors of provinces and an order of sorts was restored. Both men were influential at court and no doubt influenced the administration and "personnel policies" of the Kingdom. The next most significant period in the development of a civil service system was the system established under French Colonial rule.

During the 1830's and most of the 1840's, Cambodia was torn by wars, invasions and loss of territory to both Siam and Viet Nam. In 1846, after signing a peace treaty, a young heir to the throne, Ang Duong, was crowned King by the representatives of those countries. Ang Duong was convinced that, after his death, Cambodia would be divided between the two neighboring states and the Mekong would become the common border.

Through the counsel and help of a French Catholic missionary, the French Consul in Singapore intervened on behalf of Cambodia in 1858-59. Before completion of his plan to acquire independence through French intervention, Ang Duong died in 1859, but his son, Ang Vodey, who took the name Norodom, succeeded in signing a Protectorate treaty with France on 3 June 1864 at Phnom Penh. Thus, three hundred years of war came to an end, some of the lost territories (Battambang, Stung Treng, Siem Pang), were returned and Cambodia was freed from its more dominant neighbors.

During the twenty year period of the Protectorate (1864-1884), France consolidated its position in the Indo-China peninsula and increased the tenacity of its hold on the government, its people and commerce. There were minor revolts, and other manifestations of unrest. In 1884, final and complete take-over resulted when a French gunboat trained its guns on the Palace and a "Colonial status treaty was forcibly signed. The entire peninsula was now completely under French domination, to be ruled as a group of colonies within a union. Laos, Cambodia, Viet Nam and Cochin China became "the French Union", administered by a bureau in the French Ministry for Overseas Territories.

French civil servants took over all positions of any significance in the administration of the Union. There was a civil service of sorts for indigenous employees, but its importance was relatively minor in the grand scheme of things. Many Vietnamese were brought in to occupy positions in Cambodia's administration. Cambodians occupied positions as "figure heads" at the high levels or served in the very low levels. There was no middle level and little attempt to train a professional cadre. The French civil servants, in effect, had no Cambodian counterparts, which proved to be poor preparation for any form of self-government, and created many difficulties for the new administration.

In March, 1945, the Japanese army abolished French sovereignty and King Norodom Sihanouk proclaimed the independence of his country. A modus vivendi was then signed between France and Cambodia in January, 1946, authorizing a constituent National Assembly.

Elections were held in September of that year and in May, 1947, King Sihanouk officially signed the new Constitution, which was the first step toward democratic government in Cambodia. France did not officially recognize the complete independence of Cambodia, within the framework of "l'Union Francaise", until November, 1948.

The administrative apparatus was gradually turned over to the Cambodians between 1948 and 1953, when full independence was achieved. Independence not only modified old problems and created new ones, but also brought many serious shortcomings into sharp focus. One of these was the obvious lack of a body of trained, qualified and competent civil servants. The practice of not delegating responsibility to Cambodian officials resulted in bitter fruit, which was harvested by the newly independent nation. Actually, the French had established a Cambodian civil service system of sorts. However, the need for a sound body of administrators and a sound system of civil service administration was paramount in importance and quickly recognized. One of the first acts of the new government was the creation of a new civil service law, KRAM No. 793, N.S., promulgated on June 8, 1953. Its provisions, as amended

and supplemented since that date, are described in the chapter following.

United Nations Report^{4/}

A United Nations Consultant in Public Administration, Mr. A. J. Boudreau, arrived in Cambodia in 1954, to study the situation and to submit a report of his findings and recommendations regarding the administration of the Royal Khmer Government. Following is a paraphrased summary of his report, which was completed in August, 1955. These findings are germane to this study because they give a basis for comparison of the situation in 1955 with that of today and a measure of the progress made during this period.

The King is the single center of authority wherein resides all government powers. Administrators are responsible to the King and feel no responsibility to the people, but invariably think in terms of controlling, disciplining and mastering the people. If, at any time, a service is accidentally performed for the people, it is regarded as an act of charity, rather than of duty. There is a strong tendency toward dictatorship on the part of Provincial Governors, for example.

One of the basic principles in the operation of an administrative machinery in a democracy is that every official must be responsive to public control. Failure to assure such control results in a dictatorship of office-holders. It is also essential to define clearly the exact duties and responsibilities of administrators. Responsibility for administrative action or inaction in any governmental service should be traceable directly to an individual.

With the exception of the lower clerical grades, there is a shortage of civil service personnel, particularly in the most important administrative, technical and professional classes, where this shortage is crippling. Consequently, in the intermediate levels of administration, the lack of bodies and the absence of proper qualifications and training are very serious.

The result is that a small group of forty or fifty relatively competent men at the top must assume responsibility for the most insignificant details. They cannot give a second thought to programming, planning or policy formulation or give up through sheer exhaustion. Out of a total of approximately 14,000 civil servants, hardly 5% would qualify for anything above routine clerical work. This imposes an impossible task on top level management, while the lower levels are practically walking on one another.

An essential tool of personnel administration which is lacking in Cambodia is a comprehensive position classification and compensation plan. This is particularly important in view of the haphazard manner in which administrative departments were created, where the lack of inter-departmental co-ordination, and absence of central control, have contributed to an unsound personnel situation.

^{4/} Report on United Nations Public Administration Mission to Cambodia, A.J. Boudreau, Phnom Penh, August, 1955 - Pages 7-26.

A classification system does exist at the present time. However, the system applies to persons only and not to positions. The system is divided into general and departmental classes, determined almost exclusively on the academic achievements of the individuals, with the number of years of experience fixing the grade within the class.

Compensation for general classes is fixed by statute, although special allowance for top-level classes may vary between departments. These allowances may include special amounts for wife and children, lodging, automobile, etc. With the present shortage of qualified personnel, acute and often dishonest competition for their services has developed between services and departments, with consequent demoralization and discontent amongst civil servants.

Due to the absence of a central personnel agency, control system and the acute shortage of qualified personnel, top officials are constantly being switched around. Going from one post to another, very few remain long enough in one place to really know the job or to formulate policy or plans. Nepotism, political patronage and palace intrigues play an important part in appointments, although recruitment of the low-level personnel is by examination.

The whole system seems to breed insecurity, which, in turn, breeds disloyalty. While the civil servants are supposedly protected by an existing statute against unfair treatment, there is no central control authority and there is little or no ^{recourse} ~~resources~~, resulting in insecurity. This instability provides the breeding ground for a genuine lack of interest in the job, irresponsibility of the majority of civil servants and lack of incentive in otherwise competent employees.

The same report made recommendations to the Royal Khmer Government as follows:

- (a) A complete survey of responsibilities presently assumed by the government and their logical and scientific distribution to departments and services;
- (b) Detailed analysis of duties allocated to each administrative area, with a chart for each determining responsibilities and specifying the lines of authority;
- (c) Personnel survey and analysis, classification of positions and evaluation of individuals;
- (d) The establishment of a Directorate or Commission of the Public Service, specifying its prerogatives, functions, responsibilities and operation;
- (e) Re-opening of the National School of Public Administration, for the preparation of civil servants; and
- (f) The establishment of a system of In-Service training in each department and service.

Of the recommendations made by the U.N. Report, only two (d) and (e) were implemented without undue delay. The last (f), is beginning to take place in several ministries, such as Finance, Public Works, Agriculture, Interior and Education.

Organization: The Direction of the Civil Service

It was not long after the recommendations made in the U.N. Report that that KRAM No. 181-N.S. was promulgated creating a Direction de la Fonction Publique, which took place in April, 1957.

This Direction was placed under the authority of the President of the Council of Ministers and located organizationally within the Bureau of the Presidency of the Council.

The Director of Civil Service is appointed by the Council of the Kingdom and cannot enter into any other functions or assume any other responsibilities.

The KRAM invests definite authority, commensurate with the responsibility, in the Director of Civil Service. All propositions, either legislative or regulative, pertaining to the Civil Service, must be submitted to him for his decision of approval, prior to official issuance. A second provision gives him authority to initiate innovations in the regulations pertaining to the conditions of employment, leaves of absence or retirement of functionaries. Here, the Director is empowered to initiate reforms and changes in the system in addition to approving or disapproving changes proposed by the ministries.

A third provision states that the Director of Civil Service will review and coordinate the personnel policies of the ministries without encroaching upon the authority of the responsible ministers. He can be called upon by the President of the Council, after the proper acquiescence of the minister concerned, to render his help and advice in the function of any personnel office of a department. He also gives his consent, after reviewing the case, to the dismissal of any official from a cadre.

The fourth provision charges the Director to supervise the recruitment actions of the government agencies, with a view to assuring that the procedures are proper and that they conform to the laws in force. All nominations of candidates to any position must be communicated to him for his information and recording.

In connection with recruitment, the Director of Civil Service must be consulted on the organization of the examinations, their final grading methods and procedures, to be assured that there are no irregularities.

When irregularities occur, the Director of Civil Service or his representative is called by the President of the Council to act as advisor and consultant to the Committee that is appointed to investigate.

The Director of Civil Service is not competent to decide upon claims made by functionaries, against decisions made by their superiors regarding their careers. He may, however, be invited to give his opinion on the subject before an administrative board of appeals.

The fifth provision requires that the Director study and propose the classification of cadres, the grades and classes, the salary structure, the responsibilities, aptitudes and professional prerequisites of the functionaries. All regulations relative to the establishment of special allowances, in addition to the salary, must be submitted to him for an affirmative decision prior to promulgation. The same applies to non-cadre personnel or special agents.

The sixth provision requires that the Director of Civil Service must approve, in liaison and coordination with the ministries, all training programs and courses for functionaries sent to foreign countries as "training-participants".

The seventh provision makes it mandatory that the Director of Civil Service be consulted in all propositions concerning the organization of the public services and the utilization of personnel. The Director then makes suggestions that will improve or reform in any way, the rendering of public services.

The eighth provision charges the Director with maintaining the documentation required for a complete statistics record on each employee receiving a salary from the government. He is not charged with responsibility for military personnel or the Judiciary, however.

The lines of authority begin in the Council of Ministers and extend into every ministry. Thus, from the Direction of the Civil Service, which is placed within the Bureau of the Presidency of the Council, the Director is empowered to cross all lines of authority in pursuit of his duties.

The Director enters into direct relations with ministers and secretaries of state, who must offer him every facility and help to permit him to exercise his functions. Especially applicable to his personnel record keeping responsibilities is his right to obtain any file or material concerning the personnel of the government.

The Director of Civil Service is assisted by a Deputy and about six clerical personnel. He is also empowered to form a "Consultation Council" to act as an advisory body in formulating matters of personnel policy nature. The members are not limited in number and are chosen by the Director from among the senior administrative cadres. It is obligatory for any official to serve in the council if he is chosen for that purpose by the Director of Civil Service.

By the very nature of his position and function, the Director of Civil Service is a member of the Administrative Council of the Royal School of Administration. This school prepares functionaries for higher positions in the government, hence, the Director is an active member of the policy-making body of the school.

The Role of the Ministries

It is in the Ministries that all of the personnel actions are initiated, passed on for approval, and then promulgated into law or regulation. Each

department has a Bureau of Personnel where all the files are maintained and the personnel system is administered. The ministries, too, are authorized to transcend all lines of authority and to communicate directly with the Director of Civil Service on all matters pertaining to personnel.

Actually, personnel policies, as well as routine actions, originate in the ministries and are submitted as "propositions" to the Presidency of the Council of Ministers, for decision of the President. Submission is then made to the Director of Civil Service for his decision, comment or suggested changes, before it is signed into law.

Coordination with the Director of Civil Service, in all but routine personnel actions, is mandatory for all ministries and independent offices. The Director merely exercises a review function: to assure that the ~~pro-~~positions conform to the public statutes that pertain to the government employees. In proposals for changes to existing laws, initiated by ministries, the review function becomes one of an advisory nature. The Director's opinions and advice are not binding and may even be ignored.

In any case, there can be no direct "veto" of anything by the Director of Civil Service. He merely renders his opinion, supported by documentation, if necessary, and returns the proposals to the President of the Council of Ministers for further action.

Routine personnel actions taken by ministries and other offices are announced by a ministry-level PRAKAS, which does not have to be submitted to the Director of Civil Service. These actions are published in the Journal Officiel, however, and any irregularities may be discovered by a clerk in the Director's office who surveys every official journal.

Thus, in substance, there is no centrally administered civil service system as it is conceived in American personnel administration. The actual administration of personnel, from the routine to the formulation of policy, is carried out by the various ministries. The central Direction of Civil Service has the primary function to supervise, coordinate, advice, and review the administration of others. It also has by law some direct administrative responsibilities of its own in the areas of maintaining central personnel records, initiating or proposing changes for administrative improvement in the organizational structure of the government and the efficient utilization of personnel, and in its responsibilities for the training of government employees. It is apparent that it has done little in the way of exercising these functions.

Relationships between the Direction of Civil Service and the ministries seems satisfactory enough. However, the authority of the Direction is only as effective as the influential ministers and the Director choose to make it. At the present time there seems to be lack of a strong and vigorous execution of the powers vested in the Direction by law. This weakness is instinctively felt by the ministries and their good faith in following the established procedure has lagged far behind the desired cooperation. In proof of this we cite Circular No. 56/PCM/3B/C, signed by the Prime Minister in August, 1961 and

issued to all members of the cabinet and secretaries of state. This circular warning called for the submission of all proposals in regard to personnel to the Director of Civil Service, before submission to the Presidency of the Council of Ministers for final action.

The Circular states that all previously issued warnings, with regard to submitting proposals in regard to personnel to the Director of Civil Service prior to request for promulgation, have gone unheeded.

It goes on to declare that all future warnings seem to be a waste of time and inconvenience, therefore, there will be no more warnings, either verbal or in writing. The Circular closes with the statement that henceforth, no project or proposition will be accepted for deliberation upon by the Council unless it bears the stamp of review, comment and decision by the Director of Civil Service. Documents that do not bear this required notation will be returned to the originating agency without action and without any explanation whatsoever.

Size of the Cambodian Civil Service - 1962

There are approximately 38,000 Cambodian civil servants on the payroll for budget year 1962. This figure includes teachers, national police and provincial guards but does not include, of course, the military establishment. The total sum budgeted for personal service in 1962 amounted to 1,759 million riels which amounts to about 33 percent of the total national budget. For additional statistics on the number and distribution of Cambodian civil servants, refer to appendix 3 of this report.

CHAPTER II

TYPES OF GOVERNMENT EMPLOYEES, REMUNERATION AND HOURS OF WORK

CADRES

The Cadre System

The civil service system in Cambodia is based on a type of employee - classification concept called "cadres" which, as is to be expected, is an inheritance from and patterned after the French civil service system. There are many cadres established by law, each one representing a particular occupational group of career employees in a particular ministry, all subject to the regulations of the Civil Service Law. ^{1/} The exception is the Judiciary. This group is subject to another law with different provisions that apply to all personnel, who are almost entirely lawyers of various degrees.

Cadre personnel are considered "Officials in the Kingdom's Administration", that is, they have permanent civil service status and are in a position leading to a pension from the State Civil Pension Fund. The Cadres are subdivided into sedentary and active cadres, which are determined by KRETS establishing the particular status. The hierarchy, number of officials and special status of each cadre is decided upon by the Council of Ministers and submitted to the Council of the Kingdom (Upper House of Parliament) for approval. In 1962, there are no sedentary cadres of significance, therefore, only active cadres will be referred to.

It is somewhat difficult to describe the cadre system in equivalent American civil service terms and concepts. The system has elements of both an employee-rank classification system (as used in the American military and foreign service) and a position-classification system.

Each particular ministry will have its own cadre structure which will include specialized groups of technical skills unique to the ministry. Also, in some cases, a ministry cadre structure will include a cadre group that is identical with a cadre group in another ministry. For example, the cadre structure for the Ministry of Health consists of a cadre for doctors of medicine, a cadre for pharmacists, a cadre for dentists, a cadre for health officers, a cadre for sanitary agents, and so on. These cadres are unique to the Ministry of Health. On the other hand, both the Ministry of Finance and the Ministry of National Economy have a cadre of Inspectors and Controllers which are identical in job title, ranks and salary. Although identical, these cadres are separate and apart. That is, an individual belongs to the cadre of Inspectors and Controllers in the Ministry of Finance; he does not belong to a government-wide cadre of Inspectors and Controllers. These cadres which are apparently common to several ministries are the exception. Most cadres apply to specific technical skills applicable to a single ministry, although the differences in required job skills or performance may be very slight.

The cadres of administrative personnel, high departmental executives, province and district chiefs, chiefs of offices, clerks, typists and janitors, are located in the Ministry of Interior, which provides this type of personnel for both the central agencies in Phnom Penh and the provincial and district administration.

^{1/} KRAM No. 793-NS., referred to in Chapter I.

The cadre for "Senior Administrators" is reproduced as an example of an administrative cadre:

Administrative Cadre

<u>Rank & Class</u>	<u>Index</u>	<u>Salary</u>
Oudam - Montray - outside of class	660	99,000
Oudam - Montray - first class	620	93,000
Oudam - Montray - second class	582	87,300
Oudam - Montray - third class	546	81,900
Vorac - Montray - first class	514	77,100
Vorac - Montray - second class	482	72,300
Vorac - Montray - third class	454	68,100
Anouc - Montray - first class	426	63,900
Anouc - Montray - second class	400	60,000
Anouc - Montray - third class or trainee	374	56,100

Senior officials honored with this rank are generally department heads, heads of offices, directions, bureaux and other administrative units of the government. They are district chiefs and governors of provinces.

This group is the hard-core administrative hierarchy that functions as the executives of the government in any ministry or office. They have many special privileges (automobiles, homes, etc.), furnished by the government. They occupy the most favored position desired by all ambitious civil servants of the country.

An example of the holder of this top administrative grade is the Director of Civil Service, who is an OUDAM-MONTREY, Outside of Class, which is the very top grade of the civil servant (in rank but not in salary) of the Kingdom. The job position held is usually commensurate with the rank, thus, there is a solid group of equal rank, equal pay, equal position executives administering the functions of the government.

Professional and technical cadres represent a particular professional or technical skill and are based upon the educational requirements of the position and the level of skill required. An individual meets the educational requirements by possessing an academic degree, which is the most important factor in determining his entry into a professional cadre. An example of a technical cadre is that for Health Officers in the Ministry of Health:

Health Officers Cadre

<u>Rank & Class</u>	<u>Index</u>	<u>Salary</u>
Health Officer - exceptional class	524	78,600
Principal Health Officer - outside of class	484	72,600
Principal Health Officer - first class	448	67,200
Principal Health Officer - second class	412	64,800
Principal Health Officer - third class	382	57,300
Health Officer - first class	352	52,800
Health Officer - second class	326	48,900
Health Officer - third class	300	45,000
Health Officer - fourth class	276	41,400
Health Officer - trainee	252	37,800

Thus, an individual's rank refers to his title - Oudam - Montray, Vorac Montray, Principal Health Officer, Health Officer, etc., while his class represents his position within the job title, outside of class, first class, second class, etc. This class level pattern is generally followed throughout the cadre system. A member of a cadre with a certain index number and salary usually finds another person with the same number and salary in another ministry whose job title may be different but whose educational attainment and level of responsibility is nearly equivalent. There seems to be some indication that there is an "equal-pay-for-equal work" attempt in the classification of cadre personnel. For the classification numbering system with pay notes, see appendix 2.

The 1953 law establishing a new civil service formation also was made applicable to all employees of the government, including those who served under the French Indo-China Union. This group of pre-independence functionaries is designated as the "ancienne formation" (former formation), whereas, the post-independence employees are designated the "nouvelle formation" (new formation). Cadre members of the old formation were absorbed into the new system with full benefits, including pension rights, which include time-in-service with the French Indo-China Union, although their salary scale is somewhat less than comparable positions in the new formation.

Cadre personnel are expected to be loyal to the Crown and respect their supervisors and chiefs. Their behavior and conduct must be exemplary at all times. They also have rights and privileges of office. Some of these are listed in the civil service law and are listed in the paragraphs following.

Salary Scale,^{2/} Hours of Work, Conditions of Employment

The top salary in the Cambodian civil service is 110,400 riels per year (\$1.00 = 35 riels official exchange). There are five cadre positions which qualify for this rate; Engineer in Chief-outside of class - Ministry of Public Works, Engineer in Chief-outside of class - Ministry of Agriculture, Engineer in Chief-outside of class - Bureau of Statistics, Inspector General-outside of class - Radio Engineers Cadre-Ministry of Public Works Inspector General-outside of class - Water and Forest Service Director General - Ministry of Post, Telegraph, Telephone.

The various positions in the Engineering cadres run from this top salary down to 56,400 riels per year for a Deputy Engineer-trainee. Other professional cadres are: Doctors - 106,200R - 52,800R; Architects - 96,900R - 56,400R; Professors - 101,400R - 57,600R; Primary School Teachers - 84,000R - 48,600R.

Technically skilled positions requiring less than a college degree are paid as follows: Accountants 64,200R - 32,100R; Sanitary Agents 41,400R - 21,300R; Chief Mechanics 62,100R - 30,900R; Heavy Equipment Operators 51,000R - 27,000R; Radio Technicians 59,400R - 30,000R.

Clerical and typing positions run from about 59,400R per year down to 23,200R. An average policeman receives about 22,500R per year. Chauffeurs receive 35,000R - 18,600R. The lowest paid cadre in the civil service is the Pianton (orderly), whose salary range is 35,100R - 16,200R per year.

^{2/} The salaries reported herein were set in 1953. We cannot find that there has been any government-wide increase since then.

The following table will provide a generalized "rule of thumb".

High rank cadre employee -	6,000₪ - 9,000₪	per month
Middle rank cadre employee -	4,000₪ - 6,000₪	per month
Low rank cadre employee -	2,000₪ - 4,000₪	per month,

depending upon the number of years the individual has been in the civil service.

In addition to the basic salary, each individual will receive a number of regular and special allowances, depending upon the nature of his job and his personal situation. These allowances, which in some cases more than double the basic salary, will be discussed later in this report.

Hours of Work and Conditions of Employment

The present working hours for government offices is 7:00 a.m. to 13:30 p.m., Monday through Saturday, or a thirty-nine hour work-week. All offices are closed on Sundays and holidays as they occur. There are a large number of officially designated holidays. In addition, the government establishes ad hoc holidays in honor of some special occurrence or for a specific purpose relating only to that year. Unofficial count of the number of holidays in 1961 was eighteen.

The appointment, promotion, transfer, detachment placement on special duty, disbanding, dismissal and admission to retirement, is all made official by decree issued by the employee's ministry. The conditions depend upon the special status or category of the official affected and the decrees are initiated by the personnel bureau, either upon the employee's request or by the Chief of Bureau. Thus, all "personnel actions", no matter how insignificant, are published in an official journal, thereby becoming official actions recognized by law.

Any official can be placed on special employment in any of the ministerial departments or at the palace. Also, he can be assigned on special missions within the country or abroad or even for temporary duty within the Armed Forces, where he is given the temporary assimilated military rank that would compare with his civil service rank.

Although an employee is a personal holder of his specific rank, any official can be requested to work at a position different from the one he is assigned. Within each cadre, however, an official of a given rank or class cannot be called upon to work under an official of inferior rank or class, unless he has specifically agreed to do so. When equal in rank and class, the official with the least seniority is placed under the authority of the official ranking highest in seniority.

Every official has a right to be personally and confidentially informed about all memoranda and other documents contained in his file, before any disciplinary action is taken against him or his compulsory transfer is considered. The same right is enjoyed by officials whose promotion by seniority is delayed.

Officials have a right to regular allowances, vacations, leaves of absence, sick leaves, maternity leaves and special pay for service at unhealthy posts and various supplemental allowances, as they qualify. Every case is considered on an individual basis and actual decision is announced by the jurisdictional ministry, by publication of a PRAKAS or KRET (depending upon the rank of the person. KRETS are issued for highest ranks.)

Physical examinations are required for candidates for cadres in the Ministries of Education, Public Health and Agriculture, but the other ministries are generally lax about this requirement and do not enforce it. There has been pressure exercised by the Ministry of Public Health recently to enforce the physical examination requirement for all cadre personnel.

Salary Supplements

In addition to his regular salary, every functionary is entitled to certain supplemental allowances, the basis for which was established by a KRAM 689-N.S., in 1951, the principal one of which is the family allowance. Civil servants are granted family allowances under the conditions following:

Salary under 24,000 Riels Per Year	Monthly Allowances In Riels	
	Per Wife	Per Child
From 24,000 to 40,000 " " "	300	200
Salaries beyond 40,000" " "	400	300
	500	400

There is no limitation to number of children.

The family allowance benefits are accorded to:

- a. The officially recognized Wife No. 1, providing that she is not a functionary, too;
- b. Legitimate children, whether from a former marriage or not;
- c. Legally recognized natural children; and
- d. One legally adopted child, if the child is of the masculine sex.

Family allowances are paid with the salary every month. Payees who neglect or abandon their family or neglect to educate their children, will lose this supplemental allowance. If both the man and wife work for the government, the allowance is included in the family head's salary.

The allowance is increased or decreased by births, deaths or other causes. In every case, written proof is required for authenticating any increase or decrease in the allowance. These documents accompany the payroll voucher to the National Treasury and become a matter of record.

Allowances for children are paid under the following conditions:

- a. Up to the age of 16 years if they do not go to school beyond that age.
- b. Up to 21 years of age for sick, crippled or otherwise incapacitated children; and
- c. Up to 21 years of age for any child attending school up to that age.

There is an exception to the 21 year old age limit. Extension to age 25 can be granted if the child is matriculated in a school of "superior" studies.

Other allowances are payable to functionaries who are transferred from the capital to the province or from one province to the other, as moving expenses. Any other supplements can be paid to functionaries when the situation justifies it. For example, if an official is transferred to an area that has no drinking water, he is paid a water allowance to help defray expenses of water delivery.

Personnel in the Ministry of Foreign Affairs receive a special allowance paid for consular and diplomatic service overseas. Of course, such special allowances are not typical of all ministries. In any event, such special supplemental allowances are not fixed on a permanent basis as is the family allowances. Every special allowance is determined by the minister concerned in terms of justification and exact amount and then published officially as a PRAKAS. Payment then can be officially made by the Treasury.

There are other allowances for senior officials of the government, either in cash or kind, such as an automobile with or without a driver; a government-owned house to live in; entertainment allowances, etc. Many of these special allowances or benefits accruing from position seem to be established by tradition without any legal basis.

Non-Cadre Personnel

Admission to a job with the government in Cambodia is, in most cases, passing a general entrance examination; usually an assembled examination. Unassembled examinations are also used for highly educated personnel or personnel with special training, skills or talents or for various other reasons. This process results in a number of non-cadre personnel on the payrolls. A non-cadre employee is a person who has passed the entrance examination for government employment and has been placed in a ministry as a trainee. His job is usually a routine administrative task, unless he has training in a special field, such as surveying. In any event, the new trainee is in a probationary status for a minimum of two years, beginning upon the date of his appointment.

At the end of the two-year probationary period, the trainee requests admission to a cadre. If he has proven to be satisfactory, he is admitted to the cadre-entrance examination, which, if he passes, admits him to permanent cadre status. If he fails the examination, his file is reviewed

by a committee of his superiors and if he shows promise, he is retained for another year as a trainee. At the end of that year, he must pass the cadre-entrance examination or face dismissal. If he is dismissed, the Pension Fund payroll deductions are refunded to him and in addition, he may be given an extra month's salary.

Entrance examinations for non-cadre trainees are announced by time, place and title on the radio, in newspapers and the official journal. Recently, as the number of secondary school graduates becomes more plentiful, a specific educational level of attainment is declared as qualifying for admission to the administration. The required educational level is usually the Bac 1 or Bac 2 degree, although a certificate testifying to the completion of the 12th or 13th grade, but without the diploma may be accepted.

CHAPTER III

RECRUITMENT, APPOINTMENT, TRAINING, DISMISSAL

Recruitment is generally accomplished by announcing the date, time and place of an entrance examination, as previously described. Unless there is a special urgency, announcements are made three months prior to the date that the examination takes place. Most examinations are administered in Phnom Penh and deviations are always announced. The examination is usually administered at Lycee Sisowath, where the papers are graded and the lists turned over to the ministry concerned. The lists are then posted on bulletin boards and published in the official journal.

Successful candidates must then gather the necessary official documents and wait until they are called for appointment with the ministry. Sometimes this is no easy task.

The Civil Service Law of 1953 states emphatically that no candidate can enter the cadres of the Kingdom's Administration without having proven:

- (1) That he is of Cambodian Nationality; and
- (2) That he is at least 18 years old and not over 25 years old.

There are exceptions to the age limitation, which are as follows:

- (1) The applicants who have diplomas from the French Higher Education system or a school of the (Indo-China), Cambodian Higher Education system, are granted a 5-year age extension, increasing the limit to 30 years.
- (2) Applicants for positions in certain technical cadres who have completed one or several years of study in an institution of higher learning abroad, but who have not obtained the diploma for the completed studies, are granted a one year extension on the age limitation for each completed year of schooling.
- (3) Applicants who have previously served in the French Union Administration and are thereby too old to meet the age requirements for admission to a new position, can be either granted a pension or assimilated into the new cadre, as provided in the regulations of the Civil Pension Fund; and
- (4) For those applicants who have completed their military service either as draftees or as volunteers, the age limitation is extended on the basis of one year for each year served in the armed forces.

Qualifying for certification of acceptance does not end with nationality, age and the successful completion of the entrance examination requirements. Every applicant must further prove:

- (1) That he has not been deprived of his civil, patriotic, political and family rights;
- (2) That he is of good morality and has not been tried for any crime or offense against morality, honor or probity;
- (3) That he is physically fit for the position and that he is applying under conditions complying with instructions and regulations in force;
- (4) That he meets requirements of ability required by the special regulations of the service or position that he intends to enter.

Nationality and age are established either by the submission of certificates issued by the Registry Office or by a sworn statement duly witnessed by the responsible official at the Registry. A certificate that the applicant has not been punished for a crime usually accompanies this statement and both must be less than three months old.

Good morality is proven by a certificate issued by the communal authority where the applicant resides, which is certified by the provincial authority. If the applicant has lived in more than one place, he must request the certificate from each community where he lived for more than two years.

Good health can be proven by a certificate from a licensed doctor. However, as previously explained, this requirement is usually not required, unless the applicant's health is in doubt or the position he is to occupy is strenuous. Proof of ability is usually demonstrated by passing the examination and by the educational qualifications listed on the employee's application and certified by the school which he attended.

All applications and certificates must be submitted to the head of the service concerned or to the bureau of personnel of the ministry:

- (1) Directly when the applicant is not already a non-cadre employee; and
- (2) Through hierarchical channels if the applicant is already a government employee.

The applicants of category 2 above, are eligible for acceptance by cadres only after they have proven that they are free from any obligation toward their previous bureau or service, where their resignation was tendered and accepted. Then, whether they are accepted and placed on special status "outside of cadre" or within cadre is decided by the authorities concerned. Persons who change from one job to another before achieving permanent cadre status are handled as special cases and placed on special status. This special status label remains until they qualify and are admitted to a cadre, which may take two years.

Eligibility Requirements

There is no discrimination per se against other races, nationalities or religious groups. Religious beliefs or affiliations foreign to Cambodia are

not disqualifying. Yet, there is a predominant requirement that imposes a de facto discrimination upon other ethnic groups in Cambodia which are not of Cambodian nationality.

Chinese and Vietnamese born in Cambodia are not citizens of Cambodia until they request that Cambodian citizenship be granted them. Citizenship is usually approved and announced by KRAM. If there is anything in the individual's past history to his detriment, such as misdemeanors, crimes or immoral conduct, citizenship will not be granted. Be that as it may, citizenship still does not entirely remove the "Cambodian Nationality" barrier for naturalized citizens. Some persons who acquire citizenship by naturalization may become candidates for employment and may even be accepted and appointed. However, it is more difficult because the primary criteria for a civil service job remains officially "Cambodian Nationality" and this is not always interpreted as equivalent to Cambodian citizenship.

There are no restrictions placed upon the political activities of civil servants. As a matter of fact, participation in the activities of the Sangkum^{1/} party is encouraged. Civil servants can and do stand for election to the National Assembly. Circular No. 32-PCM/3B/C, dated June 7, 1960, issued by the Prime Minister, declares that any civil servants elected deputies in the National Assembly will be considered as being on "detached service" from their cadres and official functions. Furthermore, their rights to advancement and to a pension will remain unchanged.

The Circular continues with a warning that the quick promotion of newly elected ex-functionary deputies by their former superiors, must cease. Advancement of functionaries elected to the legislature must take its regular course and there are to be no more "special promotions."

Appointment

As explained previously admission to a position in the government is not admission to a cadre. Final admission or appointment to a cadre can be confirmed only after completion of a satisfactory period of probationary training, usually two years. Again, there is an exception for holders of university degrees, who usually are admitted into a cadre by unassembled examination and appointed to a position between the lowest and the highest rank of that cadre.

The two year training period can be extended to three by decision of the nominating authority. During this probationary training period, the employee is to learn the detailed tasks of his position and the specific methods and procedures of his bureau. Training must be considered seriously. It is cancelled and the employee discharged if the trainee does not display sufficient proof of a general capacity to fulfill his job; if his attitude has been faulty, or if he has been found physically unfit for the position. This action is taken by a committee described in a following paragraph.

Final appointment is confirmed by the nominating authority, upon request of trainee's supervisor. Appointments become officially operative for pay and seniority purposes on the day training comes to an end. A specific requirement is that confirmation must be announced within three months

^{1/} The major political party in Cambodia, to which Prince Sihanouk and all the members of the 1962 National Assembly belong.

following the 1st day of training period. Most cadres require that the appointment of ex-trainees to their ranks be subject to the review and decision of a committee. This committee is officially formed and announced by PRAKAS and usually consists of the following; the Minister concerned or his representative, the head of the office concerned and an official, selected, if possible, from the same cadre the trainee is destined to join.

This committee also takes the initial dismissal action if a trainee is found guilty of acts violating the disciplinary code, which is described in Chapter VII.

Dismissal

Any functionary not capable of carrying out his duties due to being physically unfit and who does not meet the requirements for a pension, can be discharged at any time in his career. A proportional pension can be requested and approved if at least 20 years of service have been completed. This sounds rather harsh in a country where crippling debilitating diseases are common. However, there is evidence of leniency in the application of this provision.

Physical unfitness for the performance of the duties is formally established by an official committee consisting of the following; The minister or his representative, the head of the office or his representative, a Doctor of Medicine from the Ministry of Public Health and two officials of at least equivalent rank of the official concerned and belonging to the same cadre.

Should any position be abolished or any reductions in staff be ordered, the first to be affected are officials who have completed the greatest number of years of service and have qualified for a pension.

The next group to be affected is the one with the second greatest number of years of service. Transfers are arranged if the individuals agree to the transfer, providing they fill the requirements of the new position and they accept the same pay. They may also remain in a leave-without-pay status until a position similar to their previous one becomes vacant in the same office or elsewhere within the ministry.

Officials discharged for reasons of abolishment of position, reduction in force or physical unfitness who have no pension eligibility are given special severance pay. Trainees discharged for reasons other than disciplinary ones are also eligible for compensation.

The Civil Service Law of 1953 provides that the discharged employees are entitled to receive the equivalent of one month's pay for each 12 months service. This amount must not exceed a total of 6 months gross pay, which includes the family allowance paid in full for that same period.

This severance pay is the final act taken by the government in behalf of the discharges. There is no restriction for seeking re-employment in another ministry or office, nor is there any restriction against re-entering the government service through examination again. It is to be expected that ex-functionaries who re-enter the government service in this manner will, by virtue of their past experience, be admitted to a cadre without the usual training period. Also, the previous years of service count toward retirement.

CHAPTER IV

Promotions

Promotions in rank and class are made by:

- (a) Selection for merit, or
- (b) Selection and seniority.

Before further explanation of the process, the following cadre from the National Treasury will illustrate the definition of rank and class.

Cadre of Inspectors and Controllers

<u>Rank</u>	<u>Class</u>	<u>Position Classification No.</u>	<u>Annual Salary</u>
Inspector	Outside of class	660	99,000
"	1st class	620	93,000
"	2nd class	582	87,300
"	3rd class	546	81,900
Controller	Exceptional class	514	77,100
Principal Controller	1st class	454	68,100
"	2nd class	426	63,900
"	3rd class	400	60,000
Controller	1st class	374	56,100
"	2nd class	348	52,200
"	3rd class	324	48,600
"	4th class	300	45,000
"	Trainee	276	41,400

(From lowest rank and class to highest can mean 28 years of service.)

The minimum period of time in class before promotion can be considered is two years, with the exception of those cadres with less than 10 classes. Promotion by selection for merit depends upon the performance record of the individual, as indicated on the promotion list. Promotions are granted usually by the minister, who has the final authority, within existing vacancy limits for each rank. However, there can be no promotions if the credits listed in the budget are exhausted. All salary increases are naturally subject to the availability of funds.

In regard to sequence, promotions within the same rank are given for the next class. When the rank changes (see the cadre previously listed), the promotion is for the lowest class of the higher rank. Thus, in effect, an employee moves up the hierarchial ladder one class step at a time. Rank and class promotions become effective in respect to pay and seniority at the date promotions are officially announced by KRET or PRAKAS.

January of each year is the important month for the functionaries eligible for promotion. Section chiefs and service chiefs fill out questionnaires on eligible employees during the month of January. These questionnaires are called "scores certificates," which are indeed scores for or against promotion. These documents are then submitted to each of the officials in the chain of command, who note and annotate each one, according to his opinion on the behavior and performance of each individual. (In the provinces, it is the Chauvraikhet (governor), who submits the questionnaires to the Minister of the Interior.) The questionnaires are submitted as confidential matter to the chief of the agency or to the respective ministers.

The chief of the agency then arranges the lists, with his own annotations, by cadre and seniority. Then he draws up the lists of names that are proposed for promotion. Primarily, each individual on the promotion list must meet the following requirements:

- (1) He must have at least two years of service within the rank and class he is in on the first day of the Cambodian New Year (April 13), and
- (2) He must have been proposed for promotion by his immediate superior.

The "scores certificates" and the individual personnel records of every official entered as a candidate on the promotion list, are then placed at the disposal of the Classification Committee. The actual promotion chart is then formulated by this committee, which is the final authority. The Classification Committee is appointed by each Minister and is composed of; the minister concerned or his representative, the head of the office concerned or his representative and an official of the highest rank and class in the cadre concerned.

In cadres having less than 10 classes, promotion by selection is granted without prior inscription on promotion lists and charts by the minister concerned. Promotion is granted by notice from the authority empowered to grant promotion, who acts upon a simple recommendation of the superior concerned.

The number of promotions for any year must not exceed 50% of the personnel strength of the agency, as authorized by the National Budget. The responsibility for observing 50% limit is placed with the ministries.

Classification Committees, in session, discuss and decide the average score of each candidate for promotion. The score ranges from 0 to 20. Candidates are registered by seniority and order of merit and the selection takes place in this manner, down the chart. Any candidate who has been involved in any form of disciplinary action loses his change for promotion for that year.

Registration on the promotion chart takes place within the limits of actual vacancies and of vacancies that may occur during the year for which the registration is made. The actual number of vacancies per cadre, per year, is determined at ministerial level and officially announced by rank and class, and takes into the consideration the availability of funds and the 50% limitation as described above.

Class promotions, within a rank may take place without any change in job duties, but promotion to the next rank is usually dependent upon a position vacancy in that rank and results in an increase in job responsibilities.

The Civil Service Law of 1953 emphatically states that candidates for promotion, as proposed by their supervisors, must meet the requirements. In special cases, which the Classification Committee alone determines, non-proposed officials who merit attention are registered on the promotion chart and considered for promotion, despite the fact that their immediate supervisors did not list them.

For periods of service completed at unhealthy or dangerous posts (as decided by the minister), the eligibility of those officials affected is increased by 50%. Officials of this category are, therefore, legally eligible for promotion at the end of every year of service completed at an unhealthy or dangerous post. Thus, their position on the seniority list mounts, even though they may be passed over for promotion by the selection method.

Promotions for seniority determined by time in class get intercalated between promotions by selection for merit. This is usually arranged by the minister and passed down as a matter of policy. In any event, promotion by seniority is granted strictly upon the seniority position rank on the list of proposed officials.

An honorary rank and class may be conferred by a minister upon any official who is nominated for a pension and retirement, or who resigns or is discharged for reasons of health. Civil servants may also be honored with titles and medals from the Chief of State at any time during their tenure of service. Such honors are a great boost to the status of the individuals receiving them and are a worthy incentive for "live wire" officials who are capable of the exceptionally outstanding performance required to get them.

CHAPTER V

Leaves of Absence

The Civil Service Law of 1953 made no provisions for the regulation of annual and sick leave, and other types of leaves of absence. As a result, a supplemental law was promulgated establishing leave provisions.

Vacations and leaves of absence are granted functionaries under the conditions and provisions described in KPAM No. 846-N.S., dated 10 February 1954.

Vacations

Vacations of eight work days or less may be granted by the governors of provinces and the chiefs of service of the ministries. No more than thirty days of vacation can be granted an individual during one calendar year and each written "permission to be absent" must be stamped and noted with the date of return to duty. Allowances are always made for Sundays and holidays when computing vacation time and the actual date of return to duty. Anyone returning to duty later than the required date is not paid for the time of his unauthorized absence, unless he presents a "Certificate of Illness" issued by a government medical officer.

Leaves of Absence Defined

The Law defines leaves of absence as periods during which an employee is authorized to be absent from duty for more than thirty days, excluding Sundays and national holidays. The Law provides for six specific types of leaves and they are as follows:

1. Leaves for personal affairs;
2. Administrative leaves;
3. Leaves for convalescence;
4. Leaves without pay;
5. Special maternity leaves; and
6. Leaves of long duration due to tuberculosis, leprosy or a mental condition.

In the pages following, each type of leave is explained to the extent provided for by law.

Personal Affairs leaves are granted for settling family affairs or looking after other personal, private, outside interests, such as property settlements. After the purpose for which the leave is granted changes, the individual should present himself to his chief of service for a clarification of his status and for eventual return to a full duty status. The duration of leaves for personal affairs is not to exceed a period of three months. Absences of a longer

period will automatically bring about the violator's relief from his position. Functionaries thus affected are placed in an "unattached" status and category, are dropped from their cadre and must sit around and wait for re-assignment.

To be on unattached status is also a form of punishment, because while in the "unattached" status, the individual is drawing only half of his pay and allowances. This status can and often does continue for several months before the violator is reassigned to a position equal to his former one, including cadre rank and class.

Administrative Leaves

Administrative leaves are granted functionaries as follows:

- (1) 3 months every 3 years; or
- (2) 6 months every 6 years.

This leave is only granted under the condition that the individual has not had any other leave benefits for the 3 or 6 years of service, as the case may be. If, during this time, the individual has had vacations exceeding 15 days, the total days are deducted from his authorized period of administrative leave.

Leaves of Convalescence

Leaves of convalescence for a total period of 12 months may be granted functionaries in increments of 1 to 3 months at a time for bona fide illnesses. Such leaves are granted only under the advice of a Ministry of Public Health doctor or another medical doctor's certificate. The medical doctor, however, must be one designated for this purpose by the government.

After a period of 12 months of convalescence, the individual functionary is placed in an unattached status for eventual consideration of his reassignment, unless he can no longer return to active service. If the illness is incurable, he is admitted to retirement and a pension, providing he is eligible under the pension law.

Functionaries that do not qualify for a pension because they lack the age or length of service are granted an indemnity. This indemnity is not to exceed one month's salary, net, without the usual family allowances. The total sum paid for a 12 month period must not exceed 6 months of the salary, as computed with full allowances.

During convalescent leave the individual has a right to receive his full salary the first 3 months; $\frac{1}{2}$ of his salary the second 3 months and $\frac{1}{4}$ of his salary during the last six months of the authorized 12 month period.

For certain serious ailments, such as endemic or epidemic illnesses, or even for serious injury on the job, full salary for the whole 12 month period may be granted. This may or may not include the family allowances. The investigation and advice of a council of medical doctors, assigned by the ministry concerned, determines the length of the leave and the degree of the individual's compensation during the leave period.

At no time can any action be taken regarding a convalescent leave unless a certificate signed by a competent, recognized medical authority is presented to the individual's supervisor. A similar certificate must also be presented for the certification of good health and capability to resume the duties of the position. This is mandatory.

Leaves Without Pay

Functionaries may be granted a "leave without pay" status without affecting their regular leave accrual. This leave status is limited to approval for the following reasons only:

1. For service in commercial or industrial enterprises, if such service appears to be of a public or social-interest character;
2. For the specific purpose of:
 - a. Schooling;
 - b. A public mission to a foreign country;
 - c. An affiliation with an international organization; and
3. To exercise a public function which would otherwise be hampered or impeded.

These provisions, somewhat vague in character and more so in a semantic sense, are not used very often and when they are, they are used by the highest levels of government officials.

There is also a limitation to leaves without pay. They may not exceed three years unless the Royal Government declares an exception and requests special legislation to provide for extensions.

Although the salary is not paid, the individual's rights in regard to seniority, promotions, leave and retirement pension remain in full force.

Maternity Leaves

Special maternity leaves are granted female functionaries for a duration of two months before and after giving birth. Full salary and allowances are paid during this period, since the individual is considered as being in an "on duty" status. A medical certificate is required to formally establish the status.

If, after the expiration of the second month of maternity leave the individual is unable to resume a full, active status, she may apply for a leave of convalescence. This leave can be granted for one additional month, which also carries full salary and allowances. A medical examination, report and doctor's certificate and recommendations are required for convalescence beyond the three month period.

Lengthy Leaves for Tuberculosis, Leprosy or a Mental Condition

Leaves of a lengthy duration may be granted functionaries if certified by a commission of medical experts that the individual is a victim of tuberculosis or is suffering from mental illness. The commission is named and convenes for the specific purpose of certifying the presence of one or more of these three maladies.

There are limitations as to eligibility for this type of extended leave. The law excludes the following categories from the benefits of this lengthy leave of absence:

1. Trainees;
2. Functionaries in a "leave without pay" status and no assignment to a cadre for six months;
3. Functionaries in an "unattached" category, excepting those placed in this category at the termination of a leave of absence due to tuberculosis, leprosy or a mental condition; and
4. Functionaries placed in a retirement status because of length of service.

Leaves of a long duration for curing these three illnesses are granted for periods of six months and are renewable thereafter for equal periods for a total of five years. All such leaves are, of course, granted upon the examination and advice of the commission of medical experts. If a functionary thus affected is admitted to retirement and a pension, his sick leave period ends on the same day that his retirement begins.

When a chief of service or other supervisor suspects that the condition of one of his employees is such as to endanger his colleagues through possible contamination, he immediately summons the help of a government-designated medical doctor. If there is no doubt of the diseased condition, he authorizes and arranges for the immediate hospitalization of the individual and presents the case to the commission of medical experts, who take the necessary action as previously described.

During the first 10 periods of 6 months, functionaries in the medical leaves of absence status receive full salary according to their rank and class, excepting the special indemnities or functional allowances that are attached to the position. In the second 6 periods of 6 months, only 1/2 of the salary is received.

If a functionary is found to be a tubercular or leper and is living in a public building, he must vacate the premises without undue delay. His former lodgings are then fumigated and disinfected by the Public Health authorities.

A functionary under treatment and in such a leave category is prohibited from taking any work for remuneration. He is also responsible for notifying his supervisor and the Public Health authorities of any changes in his address.

If, during a routine investigation made periodically it is discovered that an individual is engaged in any activity for remuneration, his salary and allowance cease immediately, but continue as soon as it is established that he has ceased to work. In addition, the period during which the salary was withheld is deducted from accrued vacation allowances.

Under the threat of losing the benefits of treatment, each victim of one or more of the three diseases must submit to medical examination periodically, as determined by the medical authority concerned.

At least once every tri-mester a review is made to determine if the functionary has been taking his medicine and the degree of his response to treatment and his improvement, if any. The Public Health authorities also determine at these periods whether or not the individual should be placed under the care of a specialist or an institution.

At this point, the victim's medical dossier must contain documentation for every action taken, including at least one photograph of the functionary. The supervisor concerned, plus every other office taking any kind of action in regard to the functionary must be kept informed of all actions taken by carbon copies of all papers completed on behalf of the functionary-patient. The Director of Public Health can, at any time, request the commission of medical experts to reconvene for a re-examination of the case.

Every functionary in this leave category has the right to free treatment in hospitals, dispensaries or other public health institutions. On the other hand, no functionary may return to his office or any other job without prior examination and complete medical clearance by the commission. The commission of medical experts has the sole right to certify this category of patient as cured and in a "return to work" status.

When a functionary is certified to return to work by the commission before he has exhausted the total period of leave authorized, he may begin anew should it be necessary for him to return to treatment and/or hospitalization in the extended sick leave status. His former periods of 6 month sick leaves are not counted.

Functionaries having exhausted the total authorized period of this sick leave category and who are still not considered capable or safe to resume work, are terminated without indemnity or retired with a pension if they qualify. In some instances, they may be placed in an "unattached" category, pending final decision on an appeal submitted by the individual.

Longevity benefits for seniority promotion and retirement continue to accrue until termination or retirement.

All functionaries who are being considered for return to active service status must undergo a physical aptitude test, an X-Ray examination and a bacteriological examination, if at all possible. The doctor must also include his professional opinion and judgment of the condition of the individual concerned and whether or not he has been cured.

Salaries, indemnities, hospital costs, medicines, etc., for functionaries in this sick leave category are borne by the National Budget account for personal service.

Unattached Status

Functionaries who cannot take any one of the above leave categories and who are required to be absent from their positions, are placed in the "unattached" category.

Placement in this category is usually for a period of one year. Extensions are usually granted for periods of up to three uninterrupted years. After three years, if the individual has not requested re-admittance to his previously assigned cadre, he is terminated or retired with a pension, if eligible. The time spent in this status does not count toward promotion or retirement.

A request for leaves of any kind or for placement in the "unattached" status must be submitted to the immediate supervisor, where it begins its way to the top through the regular chain of command. If approved by the minister, formal notice is published in the Official Journal.

All leaves are immediately recorded in the personnel record of the individual, which is kept in the personnel office, located in the office of the minister's cabinet.

The placement in an "unattached" status obligates the individual to report in person to the authorizing official, within 24 hours of the approval. This officer then officially and formally relieves the functionary from active service.

Leaves that have not been started within one month of their approval are cancelled. Unless otherwise decreed by the approving authority, all leaves begin on the first day of absence from the job and end on the day preceding the date of return. Any exceptions must be approved and included in the official published decree in the Official Journal.

Leaves for Foreign Affairs Officials

Functionaries in the Ministry of Foreign Affairs are excluded from the previously described leave provisions. Each individual leave is considered on its own merits and the Minister of Foreign Affairs makes a special disposition in a KRET, which takes its course of approval and signature. A KRET is usually signed by the Head of State, the President of the Council of Ministers and the minister originating the KRET.

CHAPTER VI

Discipline, Conflict of Interest, Penalties

One of the first things a trainee learns is that every functionary must obey all laws and regulations and respect the chiefs and supervisors under whose authority he is placed. He is responsible before higher authority for acts of his function and for acts likely to reflect upon his dignity and respectability, even if they occur outside of the office.

Subjected to the regulations of administrative discipline, he must carry out all orders that are within laws and regulations received from any qualified authority, especially those from his own cadre.

Functionaries cannot cease to work or stay away from work without a legitimate excuse and without prior approval from a qualified authority. Any interruption of work or irregular absence will result in official suspension without pay. Pay can be stopped either on the day the individual ceased working or the day he did not report for work without a legitimate excuse.

Conflicts of Interest

The Civil Service Law of 1953^{1/} lists specific prohibitions for functionaries on active service. They are prohibited from:

1. Exercising simultaneously with their function, either in a direct or indirect manner, especially by an intermediary, a trade, profession or an occupation which returns compensation, remuneration or salary;
2. Cause the Administration to be a party to or have an interest in any financial corporation, commercial or industrial, unless the employee is so designated by the government to defend or oversee the interests of the State;
3. Exploit or to cause to have exploited by strangers or by a member of their families, a business or a trade in which they have a right to all or part of the profits; and
4. Publish without previous authorization from the minister under which they serve or to have articles published in a periodical concerning information relative to their functions.

If any of these provisions are violated, the application of one of the disciplinary punishments, without prejudicial penalties, may be invoked.

Functionaries may administer landed property and buildings which happen to be their property or the property of their relatives placed in their care. They may also profit from their personal artistic talents by selling their productions.

They may join or take part in the administration of sporting, literary, scientific, artistic or philanthropic societies with charitable or mutual aims. They may also join or form professional or political associations provided they are properly organized according to the law.

Standards of Performance

Functionaries must give evidence of their constant professional capacities during the exercise of their functions. They are responsible for professional failures and infractions of the law which they may have committed doing their work.

Professional lapses and shortcomings are punished by means of penalties. Inefficiency or incompetence is penalized through retirement and a pension, if eligible. If not, they are discharged from their positions.

In case of discharge for professional inefficiency or incompetency, individuals affected can get reimbursed for pension money deducted from their salary, in accordance with the terms of the Pension Fund regulations.

Penalties

The Law lists specific penalties for its infractions. They are as follows:

1. 1st Degree Penalties

- a. Reprimand;
- b. Reprimand recorded into the personnel file;
- c. Official transfer for disciplinary reasons;
- d. Removal of the name from the promotion chart.

2. 2nd Degree Penalties

- a. Severe reprimand, including removal of the name from the promotion chart, if it is entered there or by deferment of promotion by selection or seniority for a determined period not to exceed two years;
- b. Suspension without pay for a period not to exceed one year;
- c. Official admission to pension or discharge in case of professional inefficiency or inadequacy;
- d. Reduction to one or several lower ranks or classes; and
- e. Dismissal.

The 1st Degree reprimand is addressed in writing from the chief of the office or from the minister concerned, to the affected person. Its entry into the personnel file, the disciplinary transfer or the removal from a promotion chart are inflicted either by a KRET or a PRAKAS, after a hearing of the person concerned.

Generally, second degree penalties are inflicted by means of an act of the authority that has issued the last promotion of the functionary concerned. They can only be inflicted after a decision by a disciplinary board, except in cases as described further on in the chapter.

No disciplinary penalty except reprimand can be inflicted against a functionary before he has had the opportunity to review his personnel file and submit written justification for his behavior.

A demoted functionary is usually incorporated into his new rank or class on the same date that his demotion is decided. It is only possible to register him on a promotion chart again after he has completed the period of service required within his new rank class. The period of service completed in the rank or class prior to reduction to the lower grade will not be taken into account and the time accrued there for promotion is lost.

Dismissal results in the complete withdrawal of functions, authority and titles vested in the functionary. It may even involve, upon explicit decision, the discontinuance of acquired rights to a pension and the reimbursement of money withheld by the Pension Fund.

Disciplinary action is ordained according to the cadre of the functionary involved by means of an act of the authority entrusted with nomination. This is accomplished upon report to the qualified chief of the office or the minister.

For functionaries of all cadres appointed by KRET, with a rank or statutory pay, equivalent or superior to salary of an Oudam Montrey, 3rd Class (81,900 per annum), disciplinary or judicial action can only take place after the Cabinet has issued authorization to the minister concerned.

For functionaries of all cadres whose rank and pay are inferior to that of an Oudam-Montrey, 3rd Class, the minister concerned can, if he believes necessary, refer the case to the Cabinet. However, he is not compelled to.

Whatever the rank, however, disciplinary or judicial action can only be taken upon the authorization of the Cabinet, as requested by the minister concerned, for all CHAUVAISROKS and CHAUVAIKHETS (District Chiefs and Governors of provinces).

The KRET or PRAKAS announcing disciplinary proceedings also announces the suspension of the functions of the functionary involved until the case is decided. Also, the functionary can be thus informed that he must henceforth reside outside of the district where he originally assumed his responsibilities. This measure of banishment does not entail a reduction in pay for the functionary. The disciplinary board, however, must meet within one month, unless the functionary is subject to legal action or for reasons beyond that group's control.

The decision for suspension is only valid for a period of three months. Suspensions can be renewed for one-month periods, which are limited to three in number only.

Suspension without pay can be decided upon for especially serious cases, which may result in disciplinary penalties of the 2nd Degree. If penalties of the 1st Degree only are ordered, this measure will be applied with retroactive effect. Following is a clarification for the penalties of the 2nd Degree:

1. If the penalty ordained is suspension, total deprivation of pay will correspond to the duration of pronounced suspension; and
2. If the penalty ordained is reduction to a lower grade, the reduction of pay involved is in force from the actual date of the decision of the penalty.

Disciplinary proceedings consist of a preliminary survey followed by a hearing before the disciplinary board. The board considers the facts as presented and proposes, if necessary, the penalty to be imposed to the minister concerned. A representative of the minister, appointed by a PRAKAS and of superior rank, class and seniority to the functionary in question, is entrusted with conduction of the preliminary survey.

The record of the results of the preliminary survey is passed on to the chief of the office concerned, who decides whether the functionary involved should be turned over to the disciplinary board. He may also decide upon the closing of the disciplinary proceedings without prejudice to the employee. In such a situation, high authority may overrule that decision and inflict the application of the 1st Degree penalties.

The turning over of the case to a disciplinary board, the appointment of the board's members, the closing of the board's proceedings and its decisions, are all formalized by being published in a KRAM or PRAKAS, according to the cadre and grade of the functionary.

The Disciplinary Board

The disciplinary board is composed of three members appointed by the minister concerned, as follows:

1. One senior functionary, who acts as: President
2. " " " " " " Chairman
3. One functionary, who acts as: Member,
and who belongs to the same cadre as the functionary
being disciplined but of higher rank or seniority.

The official or officials from whom the report or complaint originates or relatives of the accused individual cannot become members of the disciplinary board. If, under these terms, the circumstances make the establishment of the board impossible, the composition of the members of the board is decided upon by the authority having the power of nomination.

Upon nomination of the disciplinary board, the minister concerned transmits the complete record of the case, as well as the personnel file of the accused, to the president of the board. The president then transmits the file to the chairman.

The chairman then allows the accused functionary to review his dossier and personnel file. At this time, the functionary must submit a list of witnesses that are to be heard, plus the name of an advisor to assist him in his defense. This advisor must be acceptable to the board chairman and approved by him, before proceedings begin.

The chairman then begins the hearing by requesting the exhibition of all the pertinent documents, the review of all evidence and any oral examination he considers necessary. He also formally receives written explanations and other statements at this time, if there are any.

The chairman then draws up a summary report of his findings, which must be strictly devoid of his personal opinion in the matter. This report is then presented to the president of the disciplinary board.

When the president has read the report, he calls a meeting of the board. The functionary is also summoned. However, he has the right to decline. If he consents to be present, he may be assisted by his advisor.

Here again, either the accused or his advisor produce explanations and any other means of defense, either orally or in writing. The witnesses may be summoned again, if the president of the board deems it necessary. Also, any additional information may be ordered if it is found to be necessary for further clarification.

The president of the board is also empowered to extend the meeting of the board to some later date or take other measures considered as useful in the revelation of the truth. The president cannot, however, take any action that interferes with the authority of a law or a previously established judicial decision.

After the closing of the hearing, the board retires to deliberate in privacy. The discussion must bear on the exclusive questions proposed formally and officially in the KRET or PRAKAS. After deliberation a succession of ballots take place until a majority is reached on one of the penalties proposed, beginning with the highest penalty.

When a final accord has been reached, the president of the disciplinary board prepares a report and submits it to the minister, after informing the accused functionary of the report's contents. The receipt of the report must be acknowledged by a signed receipt.

Finally, the penalty is announced by KRET or PRAKAS, according to the Degree of the penalty. Actually, the final authority (minister) is not bound by the decision of the disciplinary board. Also, if at any time during the proceedings it is discovered that the functionary is liable to prosecution for his acts or behaviour, he is delivered to the Ministry of Justice for further action. An example of an actual disciplinary board is presented as follows:

MINISTRY OF PUBLIC WORKS & TELECOMMUNICATIONS

PRAKAS No. 1,204, 5 April 1962

ARTICLE 1. - A Disciplinary Board composed of:

M.M. Tes Phnieth, Chief of the Department of Public Works and Telecommunications;	President
Chhut Chhoeur, Director of Public Works;	Chairman
S.A. Phat Sowath Satharangsi, Principal Meteorology Observer, 1st class.	Member

will meet upon the order of its President to investigate the reproachful behavior of:

M. Nguyen Van Dang, Meteorological Observer,
2nd class, serving at the Direction of Meteorology
at Phnom Penh,

and to recommend the applicable, lawful disciplinary penalty that he must suffer.

ARTICLE 2. - The Disciplinary Board must answer specifically by YES or NO, the following questions:

1st Question: Has it been firmly established that M. Nguyen Van Dang has been absent from his post since 14 May 1961?

2nd Question: Is this prolonged absence to be considered as abandoning his post?

3rd Question: In the affirmative, is M. Nguyen Van Dang liable to

- (a) Revocation?
- (b) Demotion? Of one class only?
- (c) Delay of promotion for one year? Two years?

Judicial Actions

The functionaries that are found to be liable to prosecuting for crimes are turned over to Justice, after the Minister of Justice has proposed this action to the minister concerned. This courtesy is only extended to the officials of the highest ranks in the administrative cadre, as well as for CHAVALSROKS (District Chiefs), or CHAUVAIKHETS (Governors of Province). Officials with lower rank are unceremoniously delivered to the Minister of

In the case of functionaries actually caught in an illegal act, the Office of the Public Prosecutor can order immediate imprisonment, without waiting for the proceedings and authorizations previously described. The minister concerned, however, is notified immediately.

In the case of high ranking officials, if the authorization to proceed is granted by the minister, the Minister of Justice then orders the judicial authority to prepare for prosecution.

Any functionary turned over to Justice can be suspended during judicial proceedings. This suspension is established under the same conditions and consequences as stipulated for disciplinary proceedings. Suspension can be ordained either with or without pay. This measure is cancelled with retro-active effect if a verdict of "not-guilty" is pronounced.

Verdict of "non-suit" and "not-guilty" by a Court of Justice in favor of the defendant does not free him from disciplinary action for the same matter. The Disciplinary Board regains jurisdiction over the functionary if the nature of his act was:

- (1) Professional failure;
- (2) Offenses against honor or honesty; and
- (3) Serious carelessness.

Any sentence pronounced against a functionary for a crime committed, automatically results in his dismissal from the government services, which becomes permanent. Permanent dismissal can also be ordained for a minor offence, if that offence results in a sentence being pronounced by a Court.

If suspension without pay had not been decided upon prior to the court trial, it can be ordered effective immediately during the trial, after the trial or even after an appeal has been filed by the convicted functionary.

It can be added here that only in the most serious cases does it become necessary to transfer a functionary to the Courts via the Ministry of Justice. The ministers generally like to "wash their dirty linen at home", which is popularly accepted as proper since it is a more quiet way of "saving face" all around.

CHAPTER VII

Retirement & Pensions

An inspection of the majority of the cadres reveals that, providing that promotions come rather regularly, it takes a civil servant between 22 and 28 years of service to reach the top rank and class of his cadre. Considering that it takes a life-time to reach a top rank grade and salary, the advent of retirement with its drastic reduction in pay is not appealing. Retirement in Cambodia is mandatory when an employee has reached 55 years of age and has completed 30 years of favorable service.

The Law ^{1/} also lists exceptions which are given special consideration. Officials with at least three dependent children may get an extension. This extension consists of one year for each child and cannot exceed three years. The age limit for retirement may also be extended by one year for officials who are the fathers of at least three children when they reach the age of 50 years. This privilege cannot be added to the one referred to in the previous paragraph, however. Any extension in service beyond age 55 depends upon the physical fitness of the individual. The first concern is his ability to carry out his assigned duties effectively.

Functionaries entitled to benefit from these exceptions are subject to an examination by a committee on physical fitness (previously described in Chapter III). This committee expresses its opinion on the physical fitness of the functionary concerned, with recommendations for or against his extension of service.

In regard to the committee members, at least two of them must be fathers of at least three living children and hold a rank equal to that of the individual in question. If at all possible, members of his own cadre are chosen.

The decision of the committee is final and there is not a great deal for the individual to do but to accept immediate retirement if the committee so decides. If an extension is authorized, retirement at the end of the period of extension is mandatory.

During the first meeting of the newly elected 12th National Congress of the Kingdom of Cambodia on July 20, 1962, one of the first items on the agenda was the current retirement age. It seems that there is considerable sentiment to raise the mandatory retirement age to retain experienced officials. The Judiciary has always had a retirement age of 60 years and this measure was considered proper for all cadres and functionaries, to avoid the "unpleasantness of two weights and two measures." A member of the Council of the Kingdom thereby presented a proposed amendment to the present law which changes the age of retirement. This amendment reads, in part "... right to a pension for length of service is acquired by those concerned after 58 years of age." This amendment has not yet been passed into law and it is expected that other changes, provisions and eligibility clauses will be added. Retirement with a pension remains an active topic among the civil servants of Cambodia and there is a great deal of speculation at present regarding this new retirement age proposal.

1/ KRAM No.-9-N.S., 25 May 1955; amended by KRAM No.-204-N.S.,
11 June 1957.

Pensions

The right to a pension for length of service is automatically acquired after the following requirements are satisfied:

- a. For Judges: 60 years of age;
- b. For Functionaries: the double condition of 30 years of service and the attainment of 55 years of age.

There are the usual exceptions. One is the approval of a pension upon demand, regardless of age, providing that the incumbent has served 30 full years. Another exception permits proportional pensions for 20 or 25 years of service for valid reasons, such as ill health.

The right to a pension is a personal right that cannot be inherited. Provisions are established for widows and orphans under a system of proportional grants, which are determined for every situation on an individual basis. The types of pensions are as follows:

- a. Length of Service (regular);
- b. Proportional;
- c. Invalid; and
- d. Widows and Orphans.

Amount of Pension

Pension eligibility is based on "length of service". All other pensions are considered "special" and are determined by special computation to arrive at a legally valid and equitably acceptable amount. The annual pension is determined on a proportional rate based upon length of service as follows:

$1/60$ of average annual base salary last three years times years of service for those serving between 10 and 20 years;

$1/50$ of average annual base salary last three years times years of service for those serving between 20 and 29 years;

$1/40$ of average annual base salary last three years times years of service for those serving 30 years or more.

An example of a computation to determine the pension amount of a retiring functionary is offered below. This civil servant has reached the top rank and class in his cadre, has held the grade for three full years and is retiring after 30 years of service, at the age of 58.

Retirement Pension

FUNCTIONARY: M. Kim Choy, Classification No. 660

TITLE, RANK & CLASS: Inspector, Outside of Class

SERVICE: National Treasury

CADRE: Cade of Inspectors and Controllers

AVERAGE SALARY FOR LAST 3 YEARS: 99,000 Riels

COMPUTATION:

1/40th of 99,000 Riels for 30 years of service is:
2,475 Riels times 30 years is: 74,250 Riels

Yearly Pension Amount is: 74,250 Riels

The yearly pension amount is equal to the 3/4ths of the average 3 year base pay of 99,000 Riels and thus conforms to the law provisions in force.

The Civil Pension Fund

There must be a source for pension funds, which is, in Cambodia, La Caisse des Pensions Civiles (Civil Pension Fund). This agency is an autonomous organization of the government. It administers the funds and is final authority for approval of all matters pertaining to pensions, which are actually paid monthly by the various National Treasury cashiers throughout the Kingdom.

The resources of the Civil Pension Fund are as follows:

- a. A monthly deduction and retention (by the National Treasury), 6% of the base pay of all persons receiving salaries or other pay from government funds;
- b. A deposit of 14% of the total personnel allotment shown in the National Budget, to the Fund, each year by the government;
- c. Other contributions from the Budget (not further explained by the Law);
- d. Interest accrued from money deposited in the Fund; and
- e. Any gifts or other contributions.

Here, again, each action taken to admit an individual to retirement and pension status is effected by an administration decree (PRAKAS), of the ministry concerned. The PRAKAS specifies all particulars of date of final salary, date of actual retirement, date the pension begins and amount.

With a national total of some 38,000 budget-authorized civil servants, the majority of whom have been hired since 1953, the number that retire every year is very small at present but will grow to sizable proportions in future years.

CHAPTER VIII

PRE AND POST ENTRY TRAINING SCHOOLS

Ecole Royale d'Administration

The Royal School of Administration was created by the French Colonial Administration in 1917 to train senior officials of the Colony in French public administration techniques. It was then called "The School of the KROMOKARS." (Kromokars are the lowest ranking members of the senior administrative cadre). The school admitted officials through selection by virtue of their rank and position in the administration. This method of selection and the school itself have undergone a great deal of change since independence in 1953.

The present Law allows both government employees and non-government employees to matriculate in the school. All candidates must be citizens of Cambodia and be holders of a "Bac 1" or high school diploma.

Examinations for admission are announced periodically. The students that are admitted then take part in a two-year curriculum of study in Geography, Law, Administrative Law, History of Southeast Asia, French language, Political Science, Political Economy and Institutions and Culture of Cambodia. The successful completion of this two-year course enables functionaries to rise to a superior level in cadre rank and salary. Non-government employees who successfully complete the two-year course are qualified to join a cadre at the intermediate level.

The age limitation is 23 - 28 years for the middle functionaries or those individuals who are near the top rank of their cadres. Although such limitations are meant to restrict admissions to the school, each candidate is individually considered and his "special qualifications" are evaluated. People with such special qualifications usually have college or university degrees in law, the sciences, or in letters. There are always exceptions for such individuals and especially those with knowledge and experience in General Administration, Economics, Finance and Foreign Affairs. For senior officials from the Ministry of Foreign Affairs who want to attend the courses designed for their level, there is a special language requirement in addition to knowledge of French.

For admission to the yearly class and for the granting of the final degree, there is a committee composed of the following: the President of the Council of Ministers (representing the Crown); a member of the Presidency of the Council of Ministers (representing the P.C.M.); a member of the Ministry of Education (representing the Minister of Education); the Director of the Ecole Royale d'Administration; the Director of Studies of the School; and the Secretary General of the School.

These officials pass formal decisions on the admission of candidates, their expulsion and on the awarding of the final completion certificates.

The School is open to all qualified candidates of both sexes. All salary and allowance payments continue while the functionaries attend the

payments continue while the functionaries attend the school. For non-government employees, there is a monthly scholarship ranging from 800 Riels to 2,500 Riels; the actual amount received depends upon the level of attainment and amount of previous schooling.

While in school, all students must maintain a passing average or face dismissal. The Committee reviews each case and makes the final decision. In the case of functionaries, they are returned to the ministry they belong to, where they are either reassigned to their former positions or transferred to other positions.

From time to time, special evening courses are announced for the self-improvement of holders of a Bachelor's degree or its equivalent. This requirement precludes the admission of all but the best educated functionaries and the course material is essentially of an advanced college level. Participants in the special courses are either senior civil servants or lesser individuals destined for high-level positions by virtue of their high educational background. Only civil servants are admitted to the special courses. There is no age limit for the participants, who are called "Auditors".

In January, 1961, a special course was announced by PRAKAS. It was destined for a duration of 12 months of late afternoon and evening lecture periods. The subjects were announced as follows:

	<u>Hours Per Week</u>
I Cambodian Administrative Law	1
II Legal and Administrative Aspects of the Cambodian Civil Service System	1
III Final and Public Accountability (Legislative and Practical Application)	2
IV Political and Rural Economy	1
V Administrative Staff Work and Office Procedures	1
VI Problems of Underdeveloped Countries and Actual Problems of Cambodia	1
VII General Cultural Situation (Contemporary World Problems)	1

The announcement of this special course concluded with the ominous statement that, in the event of continued, unjustified absences from class, the absentee "auditors" would be summarily dismissed from the course. The dismissal is by written notification signed by the President of the Council of Ministers, upon the recommendation of the Director of the Royal School of Administration.

The Administration and Faculty

The Royal School of Administration has a Cambodian Director, Secretary General and two professors; a French Director of Studies, a French professor, an American Political Science professor on contract, and other lecturers from the government on a part-time basis. This school has been directed by leading French academicians and the curriculum has been developed for Cambodian needs. In the past several years, it has graduated several hundred people who have largely become a professionally trained core of middle level civil servants. Fortunately, the nature and purpose of this school has the support of the Chief of State and the government and its importance and prominence have grown. Each new class every year is filled to capacity and many candidates must wait a whole year to attend. The Ecole Royale d'Administration remains one of the best educational institutions in Cambodia and its former students bask in the glow of its prestige.

Professional Training Center of Public Works

On May 21, 1962, the Chief of State signed a law creating a new personnel training center for the manual arts employees of the shops of the Ministry of Public Works. It is formally called "Centre de Formation Professionnelle des Travaux Publics." Although other ministries have training programs of some kind, this new Center is on a grand scale and is perhaps an example of what is to follow.

The new training center is directed by a senior engineer of the Ministry of Public Works, appointed by merit for his excellent qualifications, by the Minister. He is assisted in the administration by an office staff and in the actual training by qualified personnel of the Ministry's shops, who are the best master technicians in the shops are selected by competence and function.

The Center is composed of two main divisions of training: (a) The division of overseer training and (b) The division of specialized craftsmen training. Each division is composed of a number of sub-divisions of training relating to specific specialties, such as: carpentry, brick-laying, engine mechanics, electricians, plumbers, etc. All training is of a practical nature and takes place within the workshops and motor pools of the Ministry of Public Works. The duration of training is fixed at 6 months for the Trainee Craftsmen Specialists and for 12 months for the Trainee Overseers.

Admission to the Center is declared to be accomplished exclusively by way of passing an entrance examination. All details, time, place, conditions, and type of examination are announced by the Minister of Public Works in a PRAKAS, the radio and newspaper.

Candidates of either sex may present themselves for the entrance examination for Overseers, providing that they are of Cambodian nationality and can submit proof of completion of at least six grades of schooling. For Craftsmen, the only difference is the lower schooling requirement of four grades completed.

Trainees at the Center are not considered as employees, but as potential employees with civil service status. Because of the duration of training and the importance of a small incentive, a stipend is paid monthly until the end of the training courses. Craftsmen are paid 300 Riels per month and Overseers 400.

Discipline

These trainees are not civil servants and, therefore, are not subject to the jurisdiction of the system of discipline described in Chapter VI. Disciplinary reprimands, as they become necessary, are issued by the Director of the Center. Actual dismissal, however, is made by the Minister of Public Works if his review of the case warrants, in his opinion, such a drastic measure.

Graduation

Only those trainees having achieved the median grade of 10/20 or better, receive a diploma and a title at the end of their respective training courses. The titles conferred are as follows:

Overseer of the Training Center of Public Works; and

Craftsman Specialist of the Training Center of Public Works.

Trainees having a final grade inferior to 10/20 but superior or equal to 8/20 may be readmitted for one more chance. This second chance may be for either repeating the course or repeating the examination. This decision is made by the Director of the Center. Those individuals having a final grade inferior to 8/20 are dismissed without a diploma and without a title.

There is no indication whatsoever of "insured employment" after the successful completion of the course. Neither is there any evidence of the establishment of a cadre to accommodate graduates that are employed as civil servants. These two points may be clarified before the end of the first training class, which is still in progress at this writing.

Royal School of Nursing and Mid-Wifery

Another important school was created by KRET No. 366-CE in August, 1961, the Ecole Royale d'Infirmiers, Infirmières et de Sages-Femmes d'Etat, or Royal School of Nursing and Mid-Wifery. This new school was placed under the authority and control of the Ministry of Public Health. Its mission and purpose is to provide the Kingdom of Cambodia with trained nurses of both sexes and midwives who will be licensed and registered by the State.

The School is placed under the technical direction of the Director General of Health of the Ministry of Public Health. The Director of the School is assisted by a Deputy Director for Mid-Wifery and a Committee of Improvement of ten members.

The training program contains courses in theory as well as practical courses. In addition, patients are available to enable the trainees to observe and practice actual application.

Regulations and the training courses of the School are decided upon by the Committee in full session. The Director of the School then presents the Committee's recommendations to the Minister of Public Health and a PRAKAS is published listing the courses. Professors or teacher specialists are chosen by the Director, confirmed or rejected by the Committee and finally, announced by PRAKAS of the Minister of Public Health.

Admission to the School is by way of an entrance examination for male and female candidates, who are Cambodian citizens, between the ages of 18 and 21, and have a secondary school certificate or have completed at least six years of school. Candidates for entry into the civil service cadre upon graduation are granted a "scholarship" during their years at the School. The monthly grant is 720 riels for midwives and 600 riels for nurses.

The training period is three years for midwives and nurses and one year for nurses aids and attendants. There is a year-end examination for each category. The final graduation examination is judged by a special committee appointed by PRAKAS issued by the Minister of Public Health. Observations made during the practical application training are given special weight in the final analysis. Thus, a trainee who is poor in writing has an excellent chance to be passed.

Upon the completion of training, the graduates receive the following diplomas and titles, depending on the course of study and level of attainment:

- a. State Diploma of Nursing;
- b. State Diploma for Midwifery;
- c. Diploma of Nurses Aids; and
- d. Diploma of Attendants.

The School has been in operation for one year and the first classes of Nurses and Midwives are due to graduate at the end of 1964. It is anticipated that new cadres will be drawn up in the meantime, to accommodate the first graduating class.

CHAPTER IX

MISCELLANEOUS

This chapter contains miscellaneous information which may be of lesser interest to a general reader but is included here to provide a comprehensive coverage of the Cambodian civil service system.

Use of Special Incentive Pay

From time to time, a situation develops in certain agencies where it becomes necessary to authorize special incentive pay, in addition to the salary rate and family allowances established by regulation. An example of this was demonstrated by KRAM No. 47-C.E. authorizing a special allowance for personnel of the National Treasury.

This particular allowance was established due to the repeated transfers and low morale of the National Treasury personnel, which was caused by the difficult and exacting work required. Bookkeeping entries were by hand in endless ledgers of large size and weight. The special allowance was requested and approved after it was apparent that above and dependable personnel could not be recruited and retained in their assigned positions. Trained personnel were constantly transferring to easier assignments in other agencies. The added incentive of a substantial monetary supplement to the regular salary brought an improvement in the Treasury personnel situation.

Bonus rates were established for three distinct groups of Treasury cadres. These rates were fixed as follows: 2,500 Riels per month for Inspectors and Controllers, Principal Class; 1,500 Riels per month for Controllers, Regular Class and 500 Riels per month for Secretaries.

The law was carried out "in urgency" and the Treasury operation was stabilized. The situation is now reversed; there is now a waiting list for personnel in other ministries who want to transfer to the National Treasury.

Government Corporations

There are a number of governmental corporations engaged in industrial or commercial activities which are organized and operated outside the regular governmental structure. They are empowered to establish their own cadres and conditions of employment. Corporations which are fully government owned are managed and controlled by an organization called the Office des Entreprises d'Etat (Ofenet).

Ofenet was created by KRAM No.-361-N.S. to increase the diversification of production in Cambodia, to accelerate the development of economic activity, and to cultivate more markets abroad for Cambodian products. In this endeavor it was authorized to engage contractual specialists to fulfill its purpose.

For regular employees, Ofenet created its own cadres, following the same basic pattern as the ministries in regard to the entrance examination and other provisions, as described in previous chapters.

The beginning operation was established with personnel "borrowed" from the various ministries, but as time went on, the usual adjustments took place, as precipitated by the creation of cadres and the recruitment of personnel. The job titles, position numbers and salary in the new cadres was patterned after and followed very closely similar cadres in the regular civil service. These employees have the same rights and benefits as do regular government employees as they pertain to allowances, leaves and retirements. Thus, although by law Ofenet has the power to establish its own personnel administration, by choice and habit it has established a system which, in effect, does not differ in any important element from the regular civil service system.

Following is the Ofenet cadre formation:

<u>Cadre Title</u>	<u>Minimum Salary</u>	<u>Maximum Salary</u>
Engineers	58,500J	110,400J
Technical Assistants	42,300J	82,800J
Foremen, Master Craftsmen, Workmen	12,300J	39,900J

Relationships With the Military

Functionaries Drafted into the Armed Forces

On the 4th of April, 1960 KRET No.-178-N.S., was promulgated into law establishing provisions and conditions applying to civil servants "integrated" into the Forces Armees Royales Khmeres (F.A.R.K.). Functionaries, by virtue of their education, position, experience and the fact that they passed the entrance examinations for admission to a cadre, are considered as officer material.

Such candidates must have had schooling either at home or abroad. Also, a preparatory one course session at the military school is required. For professionals or specialists, such as engineers, surveyors, etc., a diploma or a certificate of successful completion of the specific training must be submitted for verification.

Every pending "integration" of a functionary into the armed forces must first be submitted to the head of the individual's office or department, who may agree or disagree and state his reasons. Then, whether the functionary is retained or allowed to enter the armed forces remains to be decided by the President of the Council of Ministers. This depends essentially upon the rank and importance of the individual concerned. In any event, final decision is announced by KRET and published in the Official Journal.

If the "integration" becomes effective, the new officer is assigned an assimilated rank equivalent to the civil service rank of his last promotion. For the level of field grade officers and for senior captains, the armed forces actually submit "requisitions" for particular individuals. These are usually for specialists that are needed for limited periods to perform special tasks.

Should any functionary elect to remain in the armed service permanently, his length of service, seniority and pension rights are transferred to his new status. If he returns to his civil service position, his military time is computed as government service and counts toward promotion, retirement and pension.

Functionaries who are chosen to serve in the military in non-commissioned grades have the right to petition their former head of office or department for either return to their former position or to remain in the military permanently. The final decision remains for the Crown to make and is announced by KRET.

Survivor's Benefits

In March, 1962, the 12th National Congress voted special monetary grants to "employees of the State" who are killed by "enemy" action. The declaration was announced by a PRAKAS circular from the Presidency of the Council of Ministers.

The grants are of two kinds:

- a. Two months pay; and
- b. Twelve months pay.

The two months pay is granted to widows or to legitimate children, or to illegitimate children who have been recognized, of the head of a family who was killed on duty or in a leave status.

Grants of twelve months pay are made to survivors of a government official or agent killed by "the enemy" while on an officially assigned mission that is properly commanded. The same grant is approved if the official or agent disappears while on a mission.

The legal survivors, in order to be eligible for the money, must present a copy of the marriage certificate, a copy of each birth certificate of the children and a declaration in writing announcing the new head of the family, namely, the widow or the guardian of the children. There are no exceptions to the provisions of this regulation. The grant is paid to personnel in uniform, civil servants and agents or contractual personnel.

CHAPTER X

ANALYSIS AND EVALUATION OF THE SYSTEM

In the preceding chapters we have described the Cambodian civil service system as it is formally prescribed by law and regulation. However, there is a wide discrepancy between the legally established form of the system and its real application in day-to-day administration. This is to be expected in a transitional society, such as Cambodia's, which is moving from a traditional, semi-feudal, family based society, whose standards and patterns of behavior are largely determined by personal relationships, to a modern, pluralistic society, in which administrative behavior and the functioning of the bureaucracy more nearly conforms to standards established by laws and regulations based upon the consensus of society. ¹

The following description and evaluation of the actual working of the system is not meant to be critical or derogatory. It is presented for those who wish to understand the degree of divergence between the form and the substance, and the analysis is presented in the hope that from it some recommendations can be formulated which will result in administrative improvements.

The information presented hereafter is not merely the surmise of the authors but is based upon many informal conversations with civil servants at all levels, observations and comments of other foreign technicians and personal observation. Many of the deficiencies have been recognized by His Royal Highness Prince Norodom Sihanouk, who has called for their correction in several of his public speeches.

The Civil Service as a Career

When Cambodia achieved her complete independence in 1953 and the French withdrew, there was a resulting administrative vacuum. Never having held the reins of full responsibility and not having been trained in preparation for self-rule or self-administration, there was a serious lack of Cambodian functionaries to take over the numerous bureaucratic functions. This need was quickly recognized and became manifested in a broad social drive for education, which was considered the long-term solution.

School construction began in haste and many persons with only a third grade education were rushed through rapidly assembled teacher-training courses. This demand for education became a dynamic force and spread rapidly, for its rewards were the opportunity for social and economic advancement through the promise of secure positions as functionaries in the newly independent government. For the first time, illiterate rice planters saw an opportunity for their children to rise above them by achieving a new status; the honored position of a functionary in the service of the Kingdom.

^{1/} For a discussion of some administrative characteristics of transitional societies, see Fred W. Riggs', "The Sala Model: An Ecological Approach to the Study of Comparative Administration", Philippine Journal of Public Administration, January, 1962, Vol. 6, No. 1.

During this period, those few students who had received the Premier Baccalaureate (12th grade diploma), were immediately welcomed by the government to fill the administrative gap between the lowest and the highest ranks. Furthermore, it was not necessary to have the final diploma. It was enough to have spent twelve years in school. At this time, even a little schooling was the key to a position in an office.

As the call went out, the nation's capital filled with candidates from the provinces seeking job opportunities with the government. Once employed, the new functionaries became assimilated in the new life of the capital and in their new roles and status. They adopted the values and attitudes that prevailed among the senior groups and became a strong, unifying force that is greatly aiding the transition of their nation. This early group has formed the nucleus for the cadres that are now stimulating and directing projects in the functional areas of agriculture, public health and primary and secondary education.

Today, almost a decade later, this early group has risen to the middle and upper-middle level of the hierarchy. Many have risen to senior positions as members of the Administrative cadre. They have gained job experience but they have never undergone formal training for preparation in fulfilling management functions.

Education remains the dynamic motivating force and coveted goal of the young. It also accounts for the largest single civil expenditure in the national budget. The principal objective is still to go as high as possible in school and then to become a functionary in the nation's civil service system, which also includes teaching in the national school system. To be sure, there is a growing recognition that education can provide other career opportunities but the majority of the students continue to prepare for a life time career in the civil service. There seems to be very little inclination toward a career in commercial, agriculture, or private crafts and professions, none of which provide the equivalent prestige and security.

While this situation may be desirable from the point of view of attracting the best qualified people to the civil administration, it is certain that the civil service will be unable to absorb the thousands of new secondary school graduates that will be coming into the economy in the near future. In addition, non-governmental forces and institutions need to be created and strengthened, not only to provide for the economic and social progress of the nation, but to provide the external social pressures for an improved public administration.

The General Nature of the System

Conditioned by the characteristics of the society in which it operates, the Cambodian civil service can be described as highly legalistic and formalized in its apparent operation, with an outward form in respect to major elements of the system which measures rather well when compared to generally accepted standards of a good system. However, in the real application of these elements it is paternalistic, actions are based upon the personal relationships and influences of individuals - not on law or regulation - and administrative behavior is highly permissive and characterized either by a

strict, literal performance of the job duties as defined, or a complete disregard of them. In other words, the system is good in form but deficient in its application.

Although the system can be defined as having most of the elements of a "merit" system provided by law, in actual practice, merit, as measured by objective standards applied universally, is not always the determining factor in the entrance, placement or promotion of the individual.

The Examination Process; General Entrance and Cadre.

There is no centrally controlled system of competitive examination, either for general entrance to government employment or to a cadre, which assures selection by merit through the use of uniform testing designed to measure job ability, and administered impartially and objectively. The whole examination process is very loose and excessive use is made of the unassembled type of examination even for recruitment to the lower ranks. Responsibility for the preparation and administration of an examination to select personnel for a newly created cadre, for example, is assigned to an official of the ministry concerned. There is no standard procedure as to who drafts the questions, who supervises the examination, or who grades the papers. Eventually a list of the successful candidates is posted on various bulletin boards and appears in the Journal. The fact that the entire process is vague and somewhat covert gives rise to much speculation on the part of both the successful and unsuccessful candidates that there are elements of nepotism, favoritism and special influence in the methods of selection.

Placement

If the examination is for a certain cadre, that is where the accepted candidate is destined to be placed, classification then takes place in the personnel office of the ministry. The candidate is assigned the classification number, which automatically places him in a specific salary group, usually at the lowest rank and class of the cadre.

The exception is the "better qualified" candidate, who probably received a high score on the examination and may have more schooling, or experience, or both. This candidate is placed in a higher rank and class within the cadre. His classification does not relate to the type of position he is to fill unless special techniques are necessary.

The evaluation of a person's qualifications, and his resulting placement and salary, depend upon the decision of an official in the minister's cabinet. There are no central guide lines nor standards to supervise it.

The Probationary Training Period

The majority of newly recruited employees are placed in a trainee status for a period of two years. With some exceptions, there is very little training done during this period. The employee will be given some specific instruction as to his job duties and that's the end of it. The usual attitude of the supervisor is that the trainee will gradually absorb something that will render him fairly useful after two years. Thus, this period is much more of a probationary period than it is a training period. Certain agencies are an

exception, but there seems to be a general attitude that after an employee is qualified for his position by prior examination and has entered the service, no further training is required. In fact, it is not uncommon to find that an employee, assigned to an in-service training course to improve his job skills or learn new ones, will resent this assignment as a disparaging implication on his abilities. There is no central Cambodian organization to promote in-service training activities within the agencies or even to encourage acceptance of the concept.

Work Habits and Promotion

Someone has said that promotion in the system is like nightfall, you just have to wait long enough and it comes. Once an individual has passed the examination to attain cadre status, no more testing of his job performance takes place as he moves up the hierarchical ladder. The selection procedure is based upon the written rating of the succession of supervisors up the line of authority. Out of a list of perhaps twenty persons in a cadre, about half will be promoted and the other ten will wait until next year. The only time a promotion is halted is for disciplinary action, and this is rare. There are no performance and work standards and little incentive for outstanding performance. Promotion will come anyway and at about the same rate of speed. Although it is true that merit is sometimes rewarded and is taken into account in preparing the promotion list, there is no real incentive for "live wire" employees. In fact, aggressive, ambitious employees are often looked upon with disfavor. Eligibility for promotion is based primarily on being on the job with no disciplinary action on the record. This does not make for good work habits, nor does it aid the supervisor's task. Unauthorized absenteeism is very prevalent at all levels, and it is not unknown to walk into an office and find employees sleeping at their desks.

Sick and Annual Leave Policy

The leave benefits provided by the system are liberal, fair and necessary in a tropical climate where health problems are acute. The only shortcoming in this area is a somewhat loose method of record keeping which tends to permit some abuse of the legally established provisions.

Retirement and Pensions

A good retirement system is an absolute requirement for good personnel administration. Cambodia's present retirement system appears good, although we would support the move to increase the mandatory retirement age from 55 to 60. The government's contribution to the retirement fund of 14% of total personnel costs is liberal and the pension rate averages about two-thirds of the basic monthly salary which seems adequate.

Discipline and Appeal Procedures

Discipline procedures are carefully established by law. However, regulations should be more specific in relating degrees of infractions to penalties. Under the present system one employee may receive a severe penalty for a relatively minor violation and another employee will receive a minor penalty

for a much more serious breach of contract. The penalties inflicted are based upon the decisions of the various disciplinary boards which are established for each case and there is little uniformity among them. This system permits the authority and position of the disciplined employee to influence the degree of his penalty.

Except in those cases referred to the courts for criminal prosecution, there is no adequate appeal procedure established for those employees who believe they have been unjustly disciplined. Should an employee wish to appeal his case he must submit his application to the persons who have condemned him in the first place, his supervisor and his minister. There is no objective or impartial review board to review his case and protect him from unjust or arbitrary action.

The subject of disciplinary measures and appeals has never been given much attention in Cambodia; perhaps because there has never been any great necessity for it. The need for disciplinary action is not common.

Salary Levels

The low salaries of civil servants has often been used as an excuse to explain some of the obvious deficiencies in the general performance and quality of the civil servant and a general pay raise has been supported as the most important action to improve the efficiency and effectiveness of administration. We are not certain such action would achieve the desired results, nor do we believe it is the most significant step that could be taken to improve Cambodian administration. Although sufficient data is not available to prove it, we believe the salaries paid to civil servants are generally higher, at least for middle and top level positions, than comparable salaries paid for equivalent work in the private sector. Certainly increased salaries are not needed to attract the best qualified individuals to the civil service since government employment with its concomitant security, retirement benefits, and prestige, is presently the most attractive career opportunity in the economy.

However, civil servants generally believe their salaries are too low and we agree with them because of one factor, the sharp increase in the cost-of-living since 1953. Present salary scales were set in 1953 and there has been no general pay raise since that year. During the period from 1953 through 1961, the cost-of-living has increased from about 60% to 80%, depending upon the income group, with the greatest increase applying to the upper income group. On this basis there is an urgent need for an increase in either the base salary scale or the family allowances, or both.

The same situation, of course, applies to the pensions of retired civil servants. Any increase in the basic salary or in the family allowance should be accompanied by a corresponding increase in the monthly pensions for retired employees.

The Cadre System: Employee Classification Versus Position Classification

One of the major recommendations of the 1955 United Nations Report referred to in Chapter I was that there should be a comprehensive personnel survey made in order to establish a position classification system based upon job analysis and description. This is a project of considerable scope and

complexity and a favorite recommendation of personnel systems analysts. We believe that there are a number of administrative changes of much lesser magnitude that could be made in Cambodia's civil service system that would achieve greater overall benefits.

As mentioned in Chapter II the Cadre system contains elements of both an employee classification system and a position classification system. Cadres are designed to include positions requiring specific skills and techniques associated with job performance. It is a relatively simple system understood by all. In general it also appears to follow an equitable plan of equal pay for equivalent type work and responsibility. Similar positions, no matter in which ministry, have the same number and salary level, although the position title may vary. Basically, we believe the Cadre system is good, and that with some relatively minor revisions, such as establishing government-wide cadres for technical positions such as engineers, rather than separate cadres within each ministry, and granting periodic step-increases in pay for each rank, rather than promotion to a new rank every two years, this type of classification system will work well for Cambodia.

Evaluation of the Organizational Structure of the System: The Direction of Civil Service and the Ministries

Many of the shortcomings in the system which have been mentioned previously result from the fact that personnel administration in Cambodia is almost completely decentralized. Each separate ministry has the responsibility and authority to administer its personnel system almost as it sees fit, with no strong central authority with the power to establish and enforce uniform standards and objective, impartial administration. Except for a minor record keeping function, the Direction of Civil Service has no direct administrative responsibility at all. By law the Director of Civil Service has broad powers to establish policies, review, approve and coordinate personnel actions, and generally supervise ministry personnel administration. However, this power is largely ineffective or not exerted because of the basic formation of Cambodia's executive branch of government.

Executive power in Cambodia is vested in the Council of Ministers, headed by the President of the Council, who functions as chief executive. In actual practice each minister has almost autonomous power in his own area and there is no strong central authority coordinating and reviewing his operations. The Council of Ministers could act as a self-regulating body, but in actual practice each minister is hesitant to "interfere" in the work of another. The Director of Civil Service, and his small agency of seven employees, officially is under the authority of the President of the Council, but in fact all of his actions are reviewed and approved by the Council, which is composed of the very officials he is supposed to ^{be} controlling.

There is some indication that at the time the office of the Director of Civil Service was created the influential ministers assured themselves that it would be in no position to interfere in their day-to-day actions by placing it in a position responsible to and subordinate to themselves. That this situation is evident to many officials in the government is illustrated by a circular warning to the "Members of the Government" regarding the application

of the provisions of the Civil Service Law of 1953, issued by Prince Norodom Sihanouk, Chief of State. In this circular, His Royal Highness chastised the ministries for laxities and inaccuracies in their personnel administration. The circular states that there were too many different interpretations of the Law and that the very objectives of the Law were lost.

The major complaint was that each Ministry applied the provisions of the Law in a different manner and that there was evidence of inequitable treatment of functionaries as a whole, producing a sizable morale problem among "the Kingdom's civil servants." The warning emphasized the exercise of caution to prevent future inconsistencies.

The Circular then ended with the promise to take disciplinary action against offenders.

That such a warning became necessary is readily apparent, with every ministry and office issuing ^{its} ~~their~~ own personnel actions from recruitment to retirement without answering to anyone at a higher level of authority. The circular supports the complaint of the Civil Service Director that there is an obvious need for a strong central authority to review every personnel action taken and to coordinate the system. However, it will be no easy task to establish a stronger central authority because present practices are deeply ingrained in the system and changes may adversely affect many people. The ministries are reluctant to surrender their authority or to allow anyone to "look into their cards." Although the Civil Service Director has Under Secretary of State rank and is a Prince of the Royal family, the ministers are not prepared to relinquish their personnel authority to a functionary who is subject to their direction, control and even removal. This remains the first barrier to a more effective system of personnel administration in Cambodia.

Without changing the organizational relationships of the Director of Civil Service vis a vis the Council of Ministers, (there is really no other place to locate the agency that would be more effective), it probably would be possible over time to improve the system by enlarging the staff of the Direction of Civil Service and giving it direct administrative responsibility over a number of personnel functions. For example, we would recommend that the Direction of Civil Service be given the responsibility to prepare, administer, and grade all examinations and prepare and publish the certified list of successful candidates. On the basis of established standards and the examination results it should make the initial classification of the employee within his cadre. It could also be given the power to establish government-wide cadres and specify the requirements for entry. The power of the Director of Civil Service to review and approve all personnel actions should be insisted upon. No personnel action should become effective until it has passed through the civil service agency for authorization.

Two powers, already located with the Direction of Civil Service but never applied, should be implemented. The first is its responsibility for supervising the in-service training of civil servants. The Civil Service Agency should have a small staff of employees who would be capable of providing specialized

knowledge and initiative to stimulate programs of in-service training within the ministries. This same staff could also concern itself with the training of agency personnel officers, either directly or by administering a program of participant training.

The second area of responsibility that could be implemented gradually is the provision that gives the Director authority to make recommendations on all propositions concerning the organization of the public service and the effective utilization of personnel. A small Organization and Methods Management Section could be located in the Direction of Civil Service with the responsibility to initiate administrative improvements and reform in the ministries.

The Direction of Civil Service should review all disciplinary penalties levied. Appeal procedures should be established by law and the Direction should include a permanent Board of Appeals to which civil servants who believe they have been unjustly disciplined may refer their complaint.

Summary of Recommendations for Improvement in the System

Most of the recommendations that we would propose for improvement in the system have been presented or implied in the foregoing evaluation. For this reason they will be only briefly listed here.

1. Strengthen the authority and responsibility of the Direction of Civil Service by enlarging its staff with trained people and giving it direct government-wide administrative responsibilities:
 - a. Over all the processes of examination and recruitment, including the initial classification of the employee within his cadre.
 - b. To revise the cadre system and create government-wide cadres for those types of positions common to more than one ministry.
 - c. To actively carry on government-wide employee training both of personnel officers and in-service within ministries.
 - d. To establish an organization and methods unit to make administrative studies and propose management improvements.
 - e. To review all disciplinary actions.
 - f. To operate a Board of Appeals.
2. A government-wide cost-of-living pay raise should be granted to all employees, including those on retirement.
3. The policy of almost automatic promotion should be revised. Promotion should only take place when there is an increase in job responsibilities. Concomitant with this change should be the establishment of a system of annual or biennial step-increases in pay for employees whose performance is satisfactory but whose job duties and rank has not changed.

4. The Direction of Civil Service should actively promote the establishment of improved work habits throughout the civil service generally.

5. The retirement age should be increased to age sixty.

6. Reform in the disciplinary procedures is indicated to insure equitable and uniform treatment of civil servants. A new law should be passed establishing a "code of ethics" and relating degrees of infractions to the types of penalties that can be inflicted. This law should also create the Board of Appeals and establish appeal procedures.

APPENDIX No.1

Table of the Cadres
of the
Civil Service System

GRADES OU EMPLOIS	Classement indiciaire	OBSERVATIONS
1.- MINISTERE DE L'INTERIEUR		
A.- Personnel du Ministère et des Provinces		
1.- Cadre Administratif (Nouvelle formation).....	374-660	
2.- Cadre Administratif (Ancienne formation).....	226-604	
3.- Cadre du personnel des Chefs, S/Chef de Bureau et Rédacteurs..	248-514	
4.- Cadre des Secrétaires des Bu- reaux et des Provinces.....	200-396	
5.- Cadre des Dactylographes.....	188-368	
6.- Cadre des Yoskbat.....	180-340	
7.- Cadre des Plantons.....	108-234	
B.- Police Nationale		
8.- Cadre des Contrôleurs et Commis- saires (Nouvelle formation)....	374-660	
9.- Cadre des Contrôleurs, Commis- saires et Inspecteurs (Anc. form)	226-604	
10.- Cadre des Secrétaires de Police	248-514	
11.- Cadre des Inspecteurs de Police Nouvelle formation).....	248-514	
12.- Cadre des Secrétaires-Interprètes	200-396	
13.- Cadre des Brigadiers, S/Briga- diers et Agents.....	124-296	
C.- Police Municipale		
14.- Cadre Brigadiers, Sous-Briga- diers et Agents.....	124-296	
D.- Services Pénitentiaires		
15.- Cadre des Surveillants des Services Pénitentiaires.....	120-246	

GRADES OU EMPLOIS	Classement indiciaire	OBSERVATIONS
II.- MINISTERE DES FINANCES		
A.- Services Financiers		
1.- Cadre des Inspecteurs Généraux, Inspecteurs et Inspecteurs- Adjoints.....	374-660	
2.- Cadre des Contrôleurs.....	248-514	
3.- Cadre des Economes-Comptables....	214-408	
4.- Cadre des Secrétaires.....	200-396	
B.- Douanes et Régies		
5.- Cadre des Inspecteurs Généraux, Inspecteurs et Inspecteurs- Adjoints.....	374-660	
6.- Cadre des Contrôleurs.....	248-514	
7.- Cadre des Secrétaires.....	200-396	
8.- Cadre des Brigadiers, S/Brigadiers et Préposés.....	126-304	
C.- Trésor		
9.- Cadre des Inspecteurs et Contrô- leurs.....	276-660	
10.- Cadre des Secrétaires.....	200-396	
11.- Cadre des Gardiens de Caisse.....	118-240	
D.- Enregistrement, Domaines et Timbre		
12.- Cadre des Inspecteurs et Inspec- teurs-Adjoints.....	374-660	
13.- Cadre des Receveurs.....	248-514	
14.- Cadre des Secrétaires.....	200-396	
III MINISTERE DE LA SANTE		
1.- Cadre des Médecins titulaires du Doctorat en Médecine.....	422-708	
2.- Cadre des Médecins provenant des cadres local et supérieur indochinois.....	352-604	
3.- Cadre des Pharmaciens.....	422-708	
4.- Cadre des Chirurgiens-Dentistes..	374-660	
5.- Cadre des Officiers de Santé.....	252-524	
6.- Cadre des Infirmiers et Infirmières.....	196-390	

GRADES OU EMPLOIS	Classement indiciaire	OBSERVATIONS
7.- Cadre des Sages-Femmes	196-390	
8.- Cadre des Agents Sanitaires.....	142-274	
9.- Cadre des Surveillants de l'hôpital Psychiartrique de Takhmau..	134-248	
IV. MINISTERE DES TRAVAUX PUBLICS ET DES COMMUNICATIONS		
1.- Cadre des Ingénieurs en Chef et Ingénieurs Principaux.....	472-726	
2.- Cadre des Ingénieurs et Ingénieurs-Adjoints.....	374-646	
3.- Cadre des Architectes des Travaux Publics.....	374-646	
4.- Cadre des Conducteurs des Travaux Publics.....	244-542	
5.- Cadre des Chefs de Chantier des Travaux Publics.....	206-414	
6.- Cadre des Dessinateurs ou Opérateurs des Travaux Publics provenant du cadre fédéral.....	200-396	
7.- Cadre des Dessinateurs ou Opérateurs des T.P. diplômés du cours de formation de Phnom-Penh.....	180-340	
8.- Cadre des Secrétaires des Travaux Publics.....	200-396	
9.- Cadre des Ouvriers Spécialistes et Conducteurs Mécaniciens.....	180-340	
10.- Cadre des Surveillants des Travaux Publics.....	154-296	
11.- Cadre des Chefs d'équipe des Travaux Publics.....	116-240	
12.- Cadre des Conducteurs d'automobile	124-234	
13.- Cadre des Chefs-Patrons et Patrons de la Flottille.....	146-260	
14.- Cadre des Chefs-Mécaniciens et Mécaniciens de la Flottille.....	166-296	
15.- Cadre des Caporaux-Chauffeurs et Chauffeurs de la Flottille....	118-218	
16.- Cadre des Caporaux-Matelots et Matelots de la Flottille.....	118-218	
V.- MINISTERE DES POSTES ET TELECOMMUNICATIONS		
1.- Cadre des Directeurs et Inspecteurs.....	472-736	

GRADES OU EMPLOIS	Classement indiciaire	OBSERVATIONS
2.- Cadre des Ingénieurs Radioélec- triciens des Installations Télé- graphiques et Téléphoniques.....	374-736	
3.- Cadre des Receveurs.....	270-528	
4.- Cadre des Contrôleurs des P.T.T....	248-514	
5.- Cadre des Contrôleurs des C.T.T....	248-514	
6.- Cadre des Contrôleurs des I.R.....	248-514	
7.- Cadre des Conducteurs des Lignes...	248-514	
8.- Cadre des Secrétaires.....	200-396	
9.- Cadre des Radiotechniciens.....	200-396	
10.- Cadre des Electrotechniciens.....	200-396	
11.- Cadre des Radiotélégraphistes.....	180-340	
12.- Cadre des Chargés.....	190-312	
13.- Cadre des Chefs d'équipe.....	154-296	
14.- Cadre des Dames-Téléphonistes.....	154-292	
15.- Cadre des Surveillants.....	116-240	
16.- Cadre des Facteurs.....	114-234	
17.- Cadre des Ouvriers Spécialisés.....	114-234	
18.- Cadre des Facteurs Ruraux.....	100-202	
VI.- MINISTERE DE L'EDUCATION NATIONALE		
1.- Cadre des Professeurs de l'Ensei- gnement Secondaire.....	384-676	
2.- Cadre des Professeurs de l'Ensei- gnement Technique.....	376-646	
3.- Cadre des Inspecteurs de l'Ensei- gnement Primaire.....	360-564	
4.- Cadre des Professeurs de l'Ensei- gnement Primaire.....	324-560	
5.- Cadre des Chefs d'Atelier de l'En- seignement Technique.....	248-514	
6.- Cadre des Secrétaires de l'Instruc- tion Publique.....	272-514	
7.- Cadre des Instituteurs et Institu- trices du degré complémentaire.....	240-462	
8.- Cadre des Instituteurs et Institu- trices du 1er degré.....	200-392	
9.- Cadre des Moniteurs de l'Enseigne- ment Technique.....	200-392	
10.- Cadre des Moniteurs et Monitrices des Arts.....	200-392	
11.- Cadre des Moniteurs et Monitrices de l'Enseignement Khmer.....	170-310	
VII.- MINISTERE DES SPORTS ET DE LA JEUNESSE		

GRADES OU EMPLOIS	Classement indiciaire	OBSERVATIONS
1.- Cadre des Professeurs d'Education Physique et Sportive.....	376-646	
2.- Cadre des Maîtres et Maîtresses d'Education Physique et Sportive...	248-490	
3.- Cadre des Moniteurs et Monitrices d'Education Physique et Sportive...	200-392	
VIII.- MINISTERE DE L'ECONOMIE NATIONALE		
A.- Cadastre		
1.- Cadre des Ingénieurs en Chef et Ingénieurs Principaux des Travaux Cadastraux	468-720	
2.- Cadre des Ingénieurs et Ingénieurs- Adjoints des Travaux Cadastraux	374-646	
3.- Cadre des Inspecteurs et Contrô- leurs de la conservation cadas- trale (Nouvelle formation).....	374-660	
4.- Cadre des Inspecteurs, Contrôleurs et Conservateurs de la Conserva- tion Cadastrale (Ancienne formation)	226-604	
5.- Cadre des Conservateurs de la Con- servation Cadastrale (Nouv. form.)..	248-514	
6.- Cadre des Géomètres-Conservateurs..	244-542	
7.- Cadre des Artistes cartographes....	284-514	
8.- Cadre des Dessinateurs cartographes	200-396	
9.- Cadre des Arpenteurs-Dessinateurs..	200-396	
10.- Cadre des Agents de Bureau Foncier	180-340	
11. Cadre des Opérateurs.....	180-340	
B.- Eaux et Forêts		
12.- Cadre des Inspecteurs Généraux, Conservateurs et Inspecteurs.....	390-736	
13.- Cadre des Contrôleurs (recrutés avant le 11-9-40).....	256-552	
14.- Cadre des Contrôleurs (recrutés après le 11-9-40).....	248-514	
15.- Cadre des Secrétaires.....	200-396	
16.- Cadre des Brigadiers, S/Brigadiers et Gardes.....	126-304	
C.- Agriculture		
17.- Cadre des Ingénieurs en Chef et Ingénieurs Principaux.....	472-736	

GRADES OU EMPLOIS	Classement indiciaire	OBSERVATIONS
18.- Cadre des Ingénieurs et Ingénieurs Adjoints.....	374-646	
19.- Cadre des Contrôleurs.....	248-514	
20.- Cadre des Agents de Culture.....	196-390	
D.- Service Vétérinaire et des Epizooties		
21.- Cadre des Vétérinaires-Inspecteurs titulaires du Doctorat Vétérinaire	374-660	
22.- Cadre des Vétérinaires provenant des anciens cadres local et supé- rieur indochinois.....	352-604	
23.- Cadre des Contrôleurs des Epi- zooties et de l'Élevage.....	248-514	
24.- Cadre des Vaccinateurs.....	196-390	
25.- Cadre des Identificateurs du bétail	142-274	
E.- Statistique		
26.- Cadre des Ingénieurs en Chef et Ingénieurs Principaux des Travaux Statistiques.....	472-736	
27.- Cadre des Ingénieurs et Ingénieurs Adjoints des Travaux Statistiques	374-646	
28.- Cadre des Conducteurs des Travaux Statistiques.....	244-502	
29.- Cadre des Secrétaires des Travaux Statistiques.....	200-396	
F.- Personnel relevant directement du Ministère		
30.- Cadre des Chimistes.....	374-660	
IX.- MINISTERE DES CULTES		
1.- Cadre des Professeurs Laïcs de l'École Supérieure de Pâli.....	170-310	
2.- Cadre des Smiens de l'Institut Bouddhique.....	154-292	

Vu:

Pour être Annexé au Krâm No.808-NS
du 26 Août 1962

S.A.R. le Président du Conseil de Régence
(Kret No.441-NS du 20-9-52)

Signé: Norodom SURAMARIT

APPENDIX No.2

Table of Salary Indices and Salaries

Indices	0	2	4	6	8
	RIELS	RIELS	RIELS	RIELS	RIELS
100	15,000	15,300	15,600	15,900	16,200
110	16,500	16,800	17,100	17,400	17,700
120	18,000	18,300	18,600	18,900	19,200
130	19,500	19,800	20,100	20,400	20,700
140	21,000	21,300	21,600	21,900	22,200
150	22,500	22,800	23,100	23,400	23,700
160	24,000	24,300	24,600	24,900	25,200
170	25,500	25,800	26,100	26,400	26,700
180	27,000	27,300	27,600	27,900	28,200
190	28,500	28,800	29,100	29,400	29,700
200	30,000	30,300	30,600	30,900	31,200
210	31,500	31,800	32,100	32,400	32,700
220	33,000	33,300	33,600	33,900	34,200
230	34,500	34,800	35,100	35,400	35,700
240	36,000	36,300	36,600	36,900	37,200
250	37,500	37,800	38,100	38,400	38,700
260	39,000	39,300	39,600	39,900	40,200
270	40,500	40,800	41,100	41,400	41,700
280	42,000	42,300	42,600	42,900	43,200
290	43,500	43,800	44,100	44,400	44,700
300	45,000	45,300	45,600	45,900	46,200
310	46,500	46,800	47,100	47,400	47,700
320	48,000	48,300	48,600	48,900	49,200
330	49,500	49,800	50,100	50,400	50,700
340	51,000	51,300	51,600	51,900	52,200
350	52,500	52,800	53,100	53,400	53,700
360	54,000	54,300	54,600	54,900	55,200
370	55,500	55,800	56,100	56,400	56,700
380	57,000	57,300	57,600	57,900	58,200
390	58,500	58,800	59,100	59,400	59,700
400	60,000	60,300	60,600	60,900	61,200
410	61,500	61,800	62,100	62,400	62,700
420	63,000	63,300	63,600	63,900	64,200
430	64,500	64,800	65,100	65,400	65,700
440	66,000	66,300	66,600	66,900	67,200

Indices	0	2	4	6	8
	RIELS	RIELS	RIELS	RIELS	RIELS
450	67,500	67,800	68,100	68,400	68,700
460	69,000	69,300	69,600	69,900	70,200
470	70,500	70,800	71,100	71,400	71,700
480	72,000	72,300	72,600	72,900	73,200
490	73,500	73,800	74,100	74,400	74,700
500	75,000	75,300	75,600	75,900	76,200
510	76,500	76,800	77,100	77,400	77,700
520	78,000	78,300	78,600	78,900	79,200
530	79,500	79,800	80,100	80,400	80,700
540	81,000	81,300	81,600	81,900	82,200
550	82,500	82,800	83,100	83,400	83,700
560	84,000	84,300	84,600	84,900	85,200
570	85,500	85,800	86,100	86,400	86,700
580	87,000	87,300	87,600	87,900	88,200
590	88,500	88,800	89,100	89,400	89,700
600	90,000	90,300	90,600	90,900	91,200
610	91,500	91,800	92,100	92,400	92,700
620	93,000	93,300	93,600	93,900	94,200
630	94,500	94,800	95,100	95,400	95,700
640	96,000	96,300	96,600	96,900	97,200
650	97,500	97,800	98,100	98,400	98,700
660	99,000	99,300	99,600	99,900	100,200
670	100,500	100,800	101,100	101,400	101,700
680	102,000	102,300	102,600	102,900	103,200
690	103,500	103,800	104,100	104,400	104,700
700	105,000	105,300	105,600	105,900	106,200
710	106,500	106,800	107,100	107,400	107,700
720	108,000	108,300	108,600	108,900	109,200
730	109,500	109,800	110,100	110,400	110,700
740	111,000	111,300	111,600	111,900	112,200

Vu pour être annexé au Krâm
No.808-NS du 26 Août 1953

S.A.R. Le Président du Conseil de Régence

(Kret No.441-NS du 20 Septembre 1953)

Signé: Norodom SURAMARIT

APPENDIX No.3

TABLE OF RKG PERSONNEL COMPLEMENT AUTHORIZED

	1958	1959	1960	1961	1962	
ASSEMBLEE NATIONALE	146	121	132	136	132	
CONSEIL DU ROYAUME	55	55	55	53	55	
PRESIDENCE DU CONSEIL DES MINISTRES	203	216	176	218	299	
MINISTERE DU PLAN	81	109	112	127	103	
MINISTERE DES AFFAIRES ETRANGERES	307	357	454	588	660	
MINISTERE DES FINANCES	1,840	1,800	1,784	1,853	1,932	
MINISTERE DE L'INTERIEUR	1,457	1,338	1,517	1,561	1,575	
MINISTERE DE L'INFORMATION	145	307	298	299	444	
MINISTERE DE LA JUSTICE	472	489	514	540	576	
MINISTERE DES CULTES	130	131	133	143	144	
MINISTERE DE L'EDUCATION NATIONALE	11,770	13,685	13,653	13,653	12,553	
MINISTERE DE L'ECONOMIE NATIONALE (COMMERCE)	152	178	136	136	155	
MINISTERE DE L'AGRICULTURE	2,097	2,152	2,167	2,156	2,374	
MINISTERE DE LA SANTE	2,020	2,431	2,746	2,903	3,296	
MINISTERE DES TRAVAUX PU- BLICS ET TELECOM.	1,774	1,810	1,781	1,882	1,945	
MINISTERE DU TRAVAIL ET DE L'ACTION SOCIALE	93	110	109	130	152	
MINISTERE DE LA DEFENSE EN SURFACE	9,573	9,370	10,082	10,008	10,229	
SECURITE NATIONALE	1,214	1,206	1,231	1,227	1,227	
From P.A.D. files. (Taken from National Budget) Nov., 1961, JLO.	TOTAL CIVILIAN PERSONNEL	33,529	35,865	37,080	37,613	37,851

ROYAL KHMER GOVERNMENT OF CAMBODIA
CIVIL PERSONNEL STATISTICS
1962 BUDGET

Unit	<u>No. of Personnel</u>	<u>Budget Allotment in Cambodian Riels*</u>	<u>(1,759,265,980) Percentage of Total Personnel Allotment</u>
National Assembly	132	13,307,300	.7
Council of the Kingdom	55	5,006,500	.3
Members of the Government	20	3,990,000	.2
Presidency of the Council of Ministers	211	11,249,000	.6
General Commissariat for Sports and Youth	68	6,641,700	.4
Ministry of Labor and Social Action	152	7,748,098	.4
Ministry of Plan	103	6,600,000	.4
Ministry of Industry	28	1,863,000	.1
Ministry of Foreign Affairs	660	99,870,000	5.8
Ministry of the Interior	1,575	90,671,600	5.0
National Police	11,456	266,478,000	15.1
Ministry of Information	444	20,322,100	1.2
Ministry of Education	12,553	674,917,900	38.4
Ministry of Commerce	155	9,591,200	.5
Ministry of Agriculture	2,374	138,125,100	7.9
Ministry of Justice	576	38,504,230	2.2
Ministry of Cultes	144	9,720,900	.6
Ministry of Public Health	3,296	129,061,310	7.3
Ministry of Public Works and Telecommunications	1,945	94,749,042	5.4
Ministry of Finance	1,932	130,849,000	7.5
		<u>1,759,265,980</u>	<u>100.0</u>

Total Budgeted for Personnel -
1962

1,759,265,980

Total RKG Budget - 1962

5,300,000,000

% of Personnel Allotment of
Total Budget

33.2%

Total Number of Budget

Authorized Personnel

37,879

(Note: Military Personnel not
included in this analysis)

(Source: 1962 RKG Budget, Prepared by USAID/Cambodia,
Public Administration Division)

*.35 Cambodian Riels = 1 U.S. Dollar