KINGDOM OF
CAMBODIA

Public Administration
Country Profile

Division for Public Administration and Development Management (DPADM)

Department of Economic and Social Affairs (DESA)

United Nations

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CAMBODIA

Source: The World Factbook - Cambodia

The signing of the Paris Peace Agreements in October 1991 launched Cambodia in a process of reconstruction after two decades of conflict and civil war. The process, which was backed by a United Nations presence until the first national elections in May 1993, facilitated the foundation of a constitutional monarchy with King Norodom Sihanouk as head of State, and led to the establishment of a power-sharing government.

Two co-prime ministers were appointed: Prince Ranariddh of the royalist FUNCINPEC party and Hun Sen of the Cambodian People's Party (CPP). The process came to a halt in July 1997 when First Prime Minister Prince Ranariddh was ousted after armed clashes between the two main parties of the government coalition.

The national elections in July 1998 resulted in a National Assembly composed of 3 parties: CPP, FUNCINPEC and the opposition Sam Rainsy Party. The first ever Communal Elections took place in February 2002 as part of the Government's decentralization policy.

Source: European Commission (External Relations) - Political Context

Government type
Multiparty democracy under a constitutional monarchy established in September 1993

Independence
9 November 1953 (from France)

Constitution
Promulgated 21 September 1993 (click here)

Legal system
Primarily a civil law mixture of French-influenced codes from the United Nations Transitional Authority in Cambodia (UNTAC) period, royal decrees, and acts of the legislature, with influences of customary law and remnants of communist legal theory; increasing influence of common law in recent years

Administrative divisions
20 provinces and 4 municipalities

Source: The World Factbook - Cambodia

1. General Information

1.1 People	Cambodia	Lao PDR	Viet Nam	[1]
Population				a
Total estimated population (,000), 2003	14,143	5,657	81,377	
Female estimated population (,000), 2003	7,257	2,829	40,827	
Male estimated population (,000), 2003	6,886	2,828	40,550	
Sex ratio (males per 100 females), 2003	95	100	99	
Average annual rate of change of pop. (%), 2000-2005	2.4	2.29	1.35	
Youth and Elderly Population				b
Total population under age 15 (%), 2003	41	42	31	
Female population aged 60+ (%), 2003	6	6	8	
Male population aged 60+ (%), 2003	3	5	7	
Human Settlements				c
Urban population (%), 2001	18	20	25	
Rural population (%), 2001	82	80	75	
Urban average annual rate of change in pop. (%), '00-'05	5.54	4.59	3.06	
Rural average annual rate of change in pop/ (%), '00-'05	1.74	1.71	0.71	
Education				d
Total school life expectancy, 2000/2001	7	8.3	10.4	1
Female school life expectancy, 2000/2001	7	7.4	..	1
Male school life expectancy, 2000/2001	8.2	9.2	..	1
Female estimated adult (15+) illiteracy rate (%), 1998	42.8	46.6[i]	9.3[ii]	2
Male estimated adult (15+) illiteracy rate (%), 1998	19.8	23.8[i]	5.5[ii]	2
Employment				e
Unemployment rate (15+) (%), 2000	..	..	..	1
Female adult (+15) economic activity rate (%), 1999	74	..	74[iii]	2
Male adult (+15) economic activity rate (%), 1999	81	..	82[iii]	2

Notes: [i] 1995; [ii] 1999; [iii] 1989

1.2 Economy	Cambodia	Lao PDR	Viet Nam	[2]
GDP				a
GDP total (millions US$), 2002	3,677	1,680	35,110	
GDP per capita (US$), 2002	294	304	436	
PPP GDP total (millions int. US$), 2002	20,585	9,280[i]	180,344	
PPP GDP per capita(int. US$), 2002	1,649	1,678[i]	2,240	
Sectors				b
Value added in agriculture (% of GDP), 2003	34.5	48.6	21.8	
Value added in industry (% of GDP), 2003	29.7	25.9	40.0	
Value added in services (% of GDP), 2003	35.9	25.5	38.2	
Miscellaneous				c
GDP implicit price deflator (annual % growth), 2003	-0.5	16.4	5.4	
Private consumption (% of GDP), 2003	78.7	..	66.0	
Government consumption (% of GDP), 2003	5.9	4.8	6.9	

Notes: [i] Estimate is based on regression; other PPP figures are extrapolated from the latest International Comparison Programme benchmark estimates; [ii] xxxx; [iii] xxxx; [iv] xxxx; [v] xxxx

[1] United Nations Statistics Division:
[a] Statistics Division and Population Division of the UN Secretariat; [b] Statistics Division and Population Division of the UN Secretariat; [c] Population Division of the UN Secretariat; [d1] UNESCO ; [d2] UNESCO; [e1] ILO; [e2] ILO/OECD
[2] World Bank - Data and Statistics:
[a] Quick Reference Tables; [b] Data Profile Tables ; [c] Country at a Glance

1.3 Public Spending	Cambodia	Lao PDR	Viet Nam	
Public expenditures				3
Education (% of GNP), 1985-1987	..	0.5	..	a
Education (% of GNP), 1995-1997	2.9	2.1	3	a
Health (% of GDP), 1990	..	0	0.9	
Health (% of GDP), 1998	0.6	1.2	0.8	
Military (% of GDP), 1990	2.4	..	7.9	b
Military (% of GDP), 2000	2.4	..	..	b
Total debt service (% of GDP), 1990	2.7	1.1	2.7	
Total debt service (% of GDP), 2000	1	2.5	4.2	

Notes:

1.4 Public Sector Employment and Wages						
Data from the latest year available		Cambodia 1991-1995	Cambodia 1996-2000	East Asia & Pacific average[4] 1996-2000	.. average[4] 1996-2000	Low income group average[4] 1996-2000
Employment						
Civilian Central Government[5]	(,000)	160.0	26.6			
	(% pop.)	1.54	0.23	0.63	..	0.46
Sub-national Government[5]	(,000)	..	33.8			
	(% pop.)	..	0.29	0.63	..	0.46
Education employees	(,000)	..	78.1			
	(% pop.)	..	0.68	0.76	..	0.91
Health employees	(,000)	..	18.3			
	(% pop.)	..	0.16	0.16	..	0.62
Police	(,000)	..	..			
	(% pop.)	..	..	0.26	..	0.30
Armed forces	(,000)	89.0	139.0			
	(% pop.)	0.86	1.21	0.53	..	0.33
SOE Employees	(,000)	..	..			
	(% pop.)	..	..	1.18	..	13.1
Total Public Employment	(,000)	..	..			
	(% pop.)	..	..	..	..	..
Wages						
Total Central gov't wage bill	(% of GDP)	..	4.3	9.4	..	5.4
Total Central gov't wage bill	(% of exp)	..	..	24.4	..	24.7
Average gov't wage	(,000 LCU)	..	1,027			
Real ave. gov't wage ('97 price)	(,000 LCU)	..	895			
Average gov't wage to per capita GDP ratio		..	1.1	2.9	..	4.4

Source: World Bank - Public Sector Employment and Wages

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[3] UNDP - Human Development Report 2002
[a] Data refer to total public expenditure on education, including current and capital expenditures.
[b] As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).
[4] Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.
[5] Excluding education, health and police – if available (view Country Sources for further explanations).

2. Legal Structure

The Constituent Assembly, now called the National Assembly, promulgated Cambodia's sixth Constitution on 24 September 1993. The 1993 Constitution was amended in March 1999 to establish the Senate, a new legislative body.

The Constitution declares liberal democracy and a multiparty system as the foundations of the political regime of the Kingdom of Cambodia. Under the Constitution, the Cambodian people are masters of their own country, possess all powers, and exercise their powers through the National Assembly, Senate, Royal Government, and Judiciary. It also stipulates that the Legislative, Executive, and Judicial branches of government shall be separate. Furthermore, all Khmer citizens possess the right to establish associations and political parties.

Source: Cambodia Development Resource Inst. - Enhancing Governance for Sustainable Develop. (2000) - Chapter 3

2.1 Legislative Branch

Bicameral consists of the National Assembly (122 seats; members elected by popular vote to serve five-year terms) and the Senate (61 seats; two members appointed by the monarch, two elected by the National Assembly, and 57 elected by "functional constituencies"; members serve five-year terms).[6]

women in parliament: 12 out of 122 seats: (10%). 8 out of 61 seats (13%).[7]

The Constitution stipulates that the National Assembly holds primary legislative power. The National Assembly possesses the right to approve laws, in particular with regard to the national budget, state planning, loans and lending, the creation, change or annulment of taxes, administrative accounts, amnesties, treaties or international conventions, and declarations of war. Decisions on draft laws are made by a simple majority of the entire Assembly membership. The National Assembly may also discuss any urgent issues or any issue submitted to the Assembly by the Government.

Fact box:
elections: National Assembly - last held 27 July 2003 (next to be held in July 2007); Senate - last held 2 March 1999 (next to be held in 2004)
election results: National Assembly - percent of vote by party - CPP 47%, SRP 22%, FUNCINPEC 21%, other 10%; seats by party - CPP 73, FUNCINPEC 26, SRP 24; Senate - seats by party - CPP 31, FUNCINPEC 21, SRP 7, other 2 (2003)

In 1993, UN-organized elections resulted in a coalition government between two main political parties. They formed a Constituent Assembly, today known as the National Assembly, which approved a new Constitution. Today, the National Assembly consists of at least 120 members (currently 122) elected through national elections to serve five-year terms. The first national election under the Constitution was held in July 1998. The National Assembly holds ordinary sessions twice a year, and each session lasts for at least three months. An extraordinary session can be called by the Permanent Committee of the National Assembly following a proposal from the King, the prime minister, or at least one-third of the Assembly members.

The Constitution also establishes standing commissions. Their organization and functioning are determined by the Internal Rules of Procedure of the National Assembly. Currently, there is a Permanent Committee of the National Assembly and nine standing commissions. The Permanent Committee - consisting of the President

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[6] Source of fact boxes if nothing else stated: The World Factbook - Cambodia
[7] Inter-Parliamentary Union - Women in National Parliaments

of the National Assembly, two vice-presidents of the National Assembly, and the chairpersons of the nine commissions - manages the work of the Assembly and calls extraordinary sessions, when necessary.

Members of the National Assembly, the Senate and prime minister can initiate legislation. National Assembly members also have the right to propose amendments to laws.

The Government may be formed by a vote of confidence by a two-thirds majority of the National Assembly. Assembly members have the right to raise a motion against the Government. Motions must be submitted in writing through the president of the National Assembly.

Source: Cambodia Development Resource Inst. - Enhancing Governance for Sustainable Develop. (2000) - Chapter 3

2.2 Executive Branch

cabinet: Council of Ministers appointed by the monarch
elections: None; the monarch is chosen by a Royal Throne Council; following legislative elections, a member of the majority party or majority coalition is named prime minister by the Chairman of the National Assembly and appointed by the king

The Executive branch of the Government is in charge of overall execution of national policies and programs, and is accountable to the National Assembly.

The Council of Ministers is the Royal Government of Cambodia. It is led by one prime minister, assisted by two deputy prime ministers with senior (or state) ministers, ministers, and secretaries of state as its members. The Government consists of both civil administration and the armed forces.

The Office of the Council of Ministers, led by a Senior Minister, is the highest administrative unit that guides and controls the agenda of the government for purposes of political coordination and administrative monitoring.

Fact box:
chief of state: King Norodom SIHANOUK (reinstated 24 September 1993)
head of government: Prime Minister HUN SEN (since 14 January 1985) and Deputy Prime Ministers SAR Kheng (since 3 February 1992), Prince SIRIVUDH, SOK An, LU Laysreng, TEA Banh, HOR Namhong, NHEK Bunchhay (since 16 July 2004)

A ministry is usually led by one minister, supported by two secretaries of state and five under - secretaries of State. All of these officials are political appointees.

Source: Cambodia Development Resource Inst. - Enhancing Governance for Sustainable Develop. (2000) - Chapter 3

2.3 Judiciary Branch

Supreme Council of the Magistracy (provided for in the constitution and formed in December 1997);
Supreme Court (and lower courts) exercises judicial authority.

The Judiciary is explicitly established as an independent branch of government. Article 128 states, "the Judicial power shall be an independent power". The Constitution reiterates this idea by reaffirming that Judicial power, defined broadly to cover all lawsuits including administrative cases, "shall not be granted to the legislative or executive branches". The authority of the Judiciary rests exclusively with the Supreme Court and lower courts. To be precise, only judges have the right to adjudicate.80The Constitution also protects the Judiciary from interference by other branches of government by expressly prohibiting the dismissal of judges

The Constitution mandates that the King is the guarantor of the independence of the Judiciary with the assistance of the Supreme Council of Magistracy (SCM)

The Constitution identifies four distinct components of the Judiciary: (1) the Constitutional Council, (2) the SCM, (3) the courts, and (4) the prosecutors.

1) The Constitutional Council holds the constitutional duty to safeguard respect for the Constitution by interpreting the Constitution and all laws passed by the National Assembly and reviewed by the Senate. The Council, which consists of nine members holding staggered, nine-year terms, is also empowered to decide cases involving the election of Assembly and Senate members.

2) Under the Constitution, the Supreme Council of Magistracy (SCM) is the prime guardian of the independence of the Judiciary. Only the SCM is empowered to discipline judges and forward proposals to the King on appointment of all judges and prosecutors. The organic law creating the SCM, the Law on the Organization and Functioning of the Supreme Council of Magistracy (the "SCM Law"), more specifically defines its powers. The SCM must be consulted on any draft laws concerning the functions and organization of the Judiciary.

3) Although the Constitution says that rules governing judges, prosecutors, and the functioning of the Judiciary shall be defined in specific laws, no such laws have been enacted in the six years since establishment of the Constitution. In 1993, prior to the UN-organized elections, the State of Cambodia passed a Law on Definition and Activities of Courts in the State of Cambodia, re-defining the court system. This law left many issues of jurisdiction among courts unsettled and provides no standards for resolving jurisdictional disputes.

At present (2000), the Cambodian Judiciary consists of 117 judges, of which approximately 11 percent are women. A Supreme Court, with nine judges and four prosecutors, sits atop the court system. There is one Appeal Court, located in Phnom Penh, also consisting of nine judges and four prosecutors. The Appeal Court was established in 1993 during the period of the UNTAC. Lower courts are located in each province and municipality.

4) Cambodia's Judiciary includes 54 prosecutors. In the present legal system, prosecutors charge people with crimes. However, the prosecutor's power is often limited by the role of the investigating judge. Once criminal charges are filed, the case is managed by an investigating judge who conducts an investigation. He/she reviews evidence, examines witnesses, and compiles a case file. The investigating judge decides whether enough evidence exists to send the case to trial.

There are key structural problems that make the Judiciary susceptible to intrusions from the other branches.

First, the Law on the Organization and Functioning of the Supreme Council of Magistracy (the "SCM Law") on its face appears inconsistent with both the letter and spirit of the Constitution. Specifically, the prominent role given to the Minister of Justice in the constitutional body charged with overseeing the Judiciary would appear to violate the separation of powers provisions of the Constitution.

Second, the SCM Law gives Ministry of Justice and the Ministry of Economy and Finance the power of the purse over the SCM, e.g. the annual budgets of the SCM and courts are allocated from the budget of Ministry of Justice.

2.4 Local Government

The Constitution divides the territory of the Kingdom of Cambodia into provinces and municipalities. Currently, there are 20 provinces and four municipalities (Phnom Penh, Sihanoukville, Kep, and Pailin). Each province is divided into districts (srok), and each district into communes (khum). In addition, there are a group of villages (phum), although they are not considered formal administrative units. Each municipality is divided into sections (khan), each section into quarters (sangkat).

Article 127 of the Constitution stipulates that provinces, districts, sections, communes, and quarters are governed according to an organic law. However, no such organic law has been adopted by the National Assembly. Currently, subnational governments are governed by a series of anu-kret (subdecrees) issued by the Council of Ministers and prakas (ministerial implementing regulations) issued by Ministry of Interior.

By subdecree, the Ministry of Interior is in charge of administering provinces and municipalities. Provincial and municipal governors are appointed by the prime minister. At the moment, governorships are allocated among three political parties: 11 provinces and 1 municipality for CPP, 9 provinces and 2 municipalities for FUNCINPEC, and 1 municipality (Pailin) for the Democratic National Movement (former Khmer Rouge). First, second, and third deputy governors are also appointed for each province and municipality.

Source: Cambodia Development Resource Inst. - Enhancing Governance for Sustainable Develop. (2000) - Chapter 3

3. The State and Civil Society

3.1 Ombudsperson

Source: <u>Institution - Title</u>

3.2 NGOs

Prior to the signing of the Paris Peace Accords[8] in December 1991, there were relatively few NGOs operating in Cambodia. Their numbers increased dramatically after the Accords were finalized. According to a Council for Development (CDC) database, 296 NGOs, including both international and Cambodian, were involved in more than 500 projects in 1998. Of these NGOs, 133 are international NGOs, 159 are Cambodian NGOs, and 4 are NGO peak bodies (umbrella organizations). The actual number of NGOs may far exceed this number. There are several membership organizations of NGOs, including the Cooperation Committee for Cambodia, NGO Forum Cambodia, Ponlok Khmer, Medicam, and Educam.

The presence of NGOs in Cambodia is also substantial in financial terms. In 1998, total disbursements by NGOs accounted for $83 million, of which $56 million (or 68 percent of total NGO disbursements) came from private donors, religious organizations, philanthropic organizations, and NGO funding agencies. The remaining $26 million (or 32 percent of total disbursements) was channeled through multilateral and bilateral aid organizations. Of the total $83 million in NGO disbursements, some $11 million was spent by Cambodian NGOs. Through their work with the Government, NGOs contributed 7.4 percent of total public expenditures in 1997.

According to 1998 statistics, a large portion of NGO disbursements was earmarked for the provinces. Sixty-three percent of total disbursements was spent in areas outside the capital of Phnom Penh, 26 percent was spent on projects in the capital, while 11 percent of total disbursements was spent on nation-wide programs.

The activities of NGOs are diverse. Trends in the primary areas of NGO activities can be summarized from disbursement data. According to the CDC database, NGOs spent 38 percent of total disbursements in the health sector. This is followed by area development which includes roads and rural development initiatives (23 percent) and social development (21 percent). Meanwhile, human resource development (10 percent) makes up the remaining bulk of NGO disbursements. In addition, a significant number of local NGOs are active in human rights and provide free legal aid to the poor. There are also a number of NGOs associated with religious organizations.

Although several versions of an NGO law have been drafted at the Ministry of Interior and Office of the Council of Ministers, there is no law that specifically governs the activities of NGOs in Cambodia. NGOs themselves recognize the importance of legally binding guidelines. In a recent statement, NGOs commented, "without this (clear guidelines for NGO operations), NGOs may make decisions in a vacuum, or government officials may give discretionary interpretations of the status or standing of NGOs"

Source: <u>Cambodia Development Resource Inst. - Enhancing Governance for Sustainable Develop. (2000)</u> - <u>Chapter 3</u>

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[8] <u>Click here</u> for Peace Agreements

3.3 Civil Society

The Constitution and the Law on Press Regime, adopted in July 1995, provide the legal framework for the print media in Cambodia. Article 41 in the Constitution guarantees the freedoms of expression, press, and publication. The Press Law establishes a legal framework that conforms to the 1993 Constitution. Currently (2000), Cambodia has no law on broadcast media.

Media organizations operating in Cambodia are numerous. Currently (2000), there are more than 200 newspapers and magazines, including foreign language newspapers in English, French, and Chinese. For broadcast media, six TV stations currently operate in Phnom Penh, one of which is owned by the State (National Television of Kampuchea). Two other TV stations hold licenses.

Thirteen FM radio stations operate in Phnom Penh; one of them is State owned. There is only one AM radio station in Cambodia (National Radio of Cambodia). The Government owns some press agencies including Agence Khmére de Presse and the Ministry of Women's and Veterans Affairs-operated Ch'pous Tov Muk magazine.

The increase in public-civil dialogue has much to do with Cambodia's emerging civil society - private businesses and nonprofit, civil organizations such as NGOs - since the Paris Peace Accords in 1991.

Source: Cambodia Development Resource Inst. - Enhancing Governance for Sustainable Develop. (2000) - Chapter 3

4. Civil Service

The law on the Establishment of the State Secretariat of Civil Service 1996 provides for The State Secretariat for Civil Service. The Secretariat administers and regulates the civil services of the Kingdom of Cambodia and The State Secretariat for Civil Service is established under the Office of the Council of Ministers.

Source: "On the Establishment of the State Secretariat of Civil Service"

The Royal Government of Cambodia has outlined its goals for civil service reform through the National Program for Administrative Reform (NPAR), and its implementation strategy through the Strategy to Rationalize the Civil Service (SRCS), approved by the Council of Ministers in October 2001. The Government's administrative reform efforts are coordinated by the Council Administrative Reform (CAR), an inter-ministerial body established by a sub decree in June 1999.[9]

Source: Asian Development Bank & World Bank - "Enhancing Service Delivery..." (11/2003)

4.1 Legal basis

Kram on Common Statute of Civil Servants (/NS-RKM-1094-006)

Council of Jurists, Laws and Regulations, Office of the Council of Ministers, Cambodia

Deals with various aspects of work of civil servants. Divided into 5 parts. Part 1 contains general provisions. Part 2 regulates recruitment of civil servants. Part 3 provides for probationary period, permanent employment and removal. Part 4 deals with promotion; Part 5 with discipline.

Source: International Labour Organization - NATLEX

4.2 Recruitment

According to Part 2, Article 13 of the Common Statute of Civil Servants the recruitment of civil servants shall, in principle, be undertaken through competitive examination, except for contrary arrangements enacted by the Royal Government".

The date of the competitive entry examinations for a body shall be established and published three months before the preparation of the examinations. In case of emergency, this period may be reduced to 30 days. All competitive entry examinations in the civil service shall be undertaken in the presence of a representative of the Secretary of State of the Civil Service.

Source: Common Statute of Civil Service of 1994

4.3 Promotion

A promotion in grade and class of civil servants shall be effected solely through selection or seniority. Normally, the minimum period of time required to obtain a promotion shall be two years. Any promotion shall be subject to prior inclusion in a promotions list. In the case where the civil servant is recognized for the exceptional qualities of his/her work, the promotion shall be automatic without taking seniority into account.

Civil servants may, in the same grade, be promoted only to the next highest class, or if they change their grade, to the lowest step of the next highest grade. In case of a change from one civil service body to another higher ranked body through a

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[9] Cambodia Development Resource Inst. - Enhancing Governance for Sustainable Develop. (2000) - Chapter 5

competitive entry examination, the salary level shall be the same or immediately above the civil servant's last salary level.

Each year in January, any civil servant entitled to apply for a promotion in step or grade shall fill out a professional evaluation form that shall be annotated by his/her department head. Professional evaluations of departmental heads of provinces or cities shall be submitted to the respective provincial or city Governors that shall assess their behavior, discipline and cooperative attitude.

The list of promotions shall be prepared by a ranking committee appointed upon the request of the department head, the Secretary of State, or the Minister.

Promotions through seniority shall be alternated with promotions through selection, according to the provisions provided by the particular statutes of each body. Promotions through seniority shall be undertaken by rigorously following the order of seniority of civil servants appearing on the list of public agents proposed for promotion.

Source: Common Statute of Civil Service of 1994

A New Career Path System (classification system) is being implemented. The new classification system allows for better management and progression of careers within the Administration. Diplomas and number of years in schools determine entry points within the classification. The performance of individuals determine rate of progression and access to position of responsibility.

Source: Consultative Group Meeting on Administrative Reform (6/2002)

4.4 Remuneration

The Royal Government of Cambodia, based on its Governance Action Plan (GAP) and the National Program of Administrative Reform (NPAR), has made notable progress in the following key area: civil service remuneration, in which average monthly pay increased to approximately US$ 33 as a result of the introduction of a new classification system in 2002 (according to 2002 budget data);

Compared to its low income country peers, the Cambodian civil service is about average in terms of cost (the wage bill as a percentage of GDP, current expenditures, or revenues) and size (civil servants as a percentage of population).

In terms of the wage bill as a share of revenues, Cambodia, at 33 percent, falls slightly below the low and lower middle income country average of 37 percent

With respect to the share of civil service employment to the total population, Cambodia, at 1.4 percent in 2001, falls just below the low income country average of 1.6 percent.

It is widely acknowledged that civil service pay is inadequate. Comparing the average wage to per capita GDP finds that a Cambodian civil servant only makes slightly more than the annual per capita GDP. Cambodia's ratio of the average civil service wage to per capita GDP is one o f the lowest in the region. Public officials themselves view low salaries as the most important cause of corruption.

With the exception of a very limited number of high level staff, most civil servants earn very little, in either absolute or relative terms. Moreover, the compression ratios (the ratio of average pay of each category to the lowest category) are very low by international standards.

The Government's Strategy to Rationalize the Civil Service (SRCS) is based on a medium term wage bill framework (MTWF) for the period 2002-2006. The MTWF

would allow the average civil service wage to be increased from US$ 28 in 2002 to US$ 5 1.5 in 2006.

The end result - though not the ultimate objective - of the existing MTWF is to increase the average civil service wage to that of the current minimum wage in the garment industry. However, the average wage in the garment industry, as in other parts of the private sector, is much higher than the minimum wage.

<div align="right">Source: <u>Asian Development Bank & World Bank - "Enhancing Service Delivery..." (edited) (11/2003)</u></div>

The pay and employment reform (New Pay and Remuneration System – NPRS) adopted by the Royal Government in October 2001, as part of the SRCS, seeks to raise the basic pay of the vast majority as much as possible to levels sufficient to meet costs of living and to meet urgent priority needs to attract, retain and motivate qualified personnel. It also seeks to maintain the size of the Civil Service at current levels and accommodate urgent needs particularly in Education.

The government had envisaged to do more to increase salaries but was advised to limit options to those that could be financed within available known means. Thus the innovative approach adopted: a remuneration package made of a basic salary and a set of allowances targeted at priorities (teachers, senior management for example).

<div align="right">Source: <u>Interim Consultative Group Meeting on Administrative Reform (1/2003)</u></div>

4.5 Training

One out of the four key components of the Strategy to Rationalize the Civil Service (SRCS) is to "strengthening civil servants' capacities and skills". This will be done through:

- Completing the Master Plan for Human Resource Development, and then implementing it to the full;

- Implementing the Economic and Public Sector Capacity Building (EPSCB) project incorporating the Global Development Learning Centre (GDLN); and

- Disseminating the legal framework so as to sensitize civil servants about their rights and their obligations.

<div align="right">Source: <u>Consultative Group Meeting on Administrative Reform (6/2002)</u></div>

4.6 Gender

<div align="right">Source: <u>Institution - Title</u></div>

5. Ethics and Civil Service

5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
		2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
Rank	**Country**						
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
..	Cambodia	..	..	..	..	..	..
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: Transparency International - Corruption Perceptions Index 2003

Surveys Used: Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.
Standard Deviation: Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.
High-Low Range: Provides the highest and lowest values of the sources.
Number Institutions: Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.
90 percent confidence range: Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

A recent study carried out at the request of the supreme council on administrative reform of the council of ministers (World Bank, 2000a) found that Cambodian households believe that public sector corruption is Cambodia's leading problem, and it is worse than three years ago. However, the enterprises surveyed found it by a close margin the second worst problem after street crime.

Households, enterprises, and government officials surveyed all rank the courts as having the least integrity, followed by the Officer of the Prosecutor and the Customs Authority. Yet for the poor households surveyed, which among all households pay the largest percentage of their income in bribes, the largest bribes go to health and education authorities.

Further analysis shows that corruption is reduced in agencies with merit-driven personnel systems that reward skills, competence and performance. Corruption is increased where there are low public sector salaries, delayed salary payments, weak performance evaluation and disciplinary procedures, extra-budgetary funding mechanisms, and lack of complaint mechanisms leading to disciplinary action. Thus, there is reason to hope that corruption will decline as a result of broad-ranging reforms to the State that were launched in 1999.

At a meeting (Royal Government of Cambodia, 2001) chaired by Prime Minister Samdech Hun Sen, the ADB (2001a) launched its Cambodia governance assessment. ADB (2001b) updated the findings of the governance study on Cambodia in a new study launched in May, which compares governance challenges in four countries of the Mekong sub-region.

The Cambodia governance study has been useful to the Government (council for administrative reform, 2001) in preparing its Governance Action Plan (GAP). These

studies have led to Cambodia taking major steps in the past year to promote good governance and to improve public sector performance. Some examples include:

- Public administration reforms include a civil service census, identification of ghost workers, the first phase of military demobilization, and crystallizing the concept of priority mission groups;

- An independent supreme audit authority is being set up, reporting to the National Assembly.

- An anti-corruption unit has been set up in the Council of Ministers, and an anti-corruption law has been drafted.

- A legal framework and enforcement mechanisms are being established.

Source: Asian Development Bank - "Combating Corruption in Southeast Asia"

5.2 Ethics

A Manual on the Obligations of Civil Servants has been prepared and will be circulated, and a Code of Ethics for Civil Servants is under preparation.

Source: Consultative Group Meeting on Administrative Reform (6/2002)

6. e-Government

e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indexes: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

Web Measure Index:
A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.
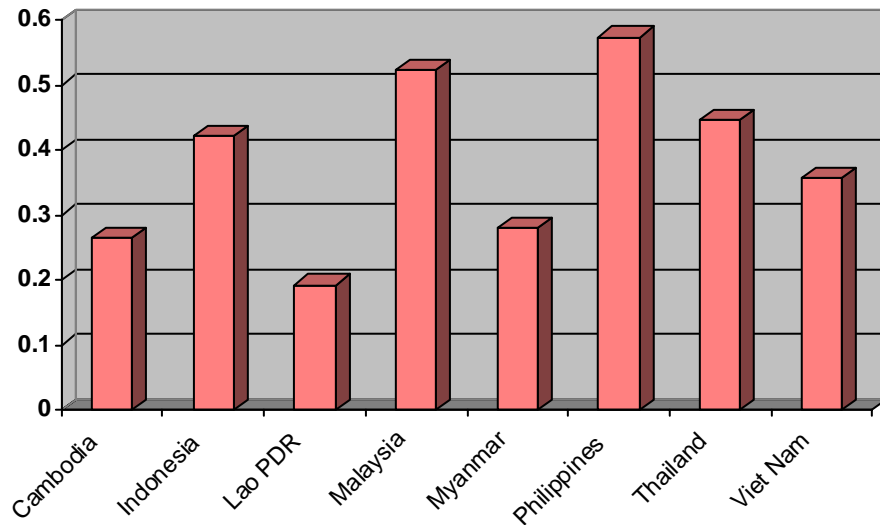
Telecommunications Infrastructure Index:
A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infra-structure capacity.

Primary indicators are: PC's, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

e-Government Readiness Index

Countries: Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Thailand, Viet Nam

Source: United Nations – World Public Sector Report 2003

Legend: Web Measure Index, Telecom. Infrastructure Index, Human Capital Index

Countries: Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Thailand, Viet Nam

Source: United Nations – World Public Sector Report 2003
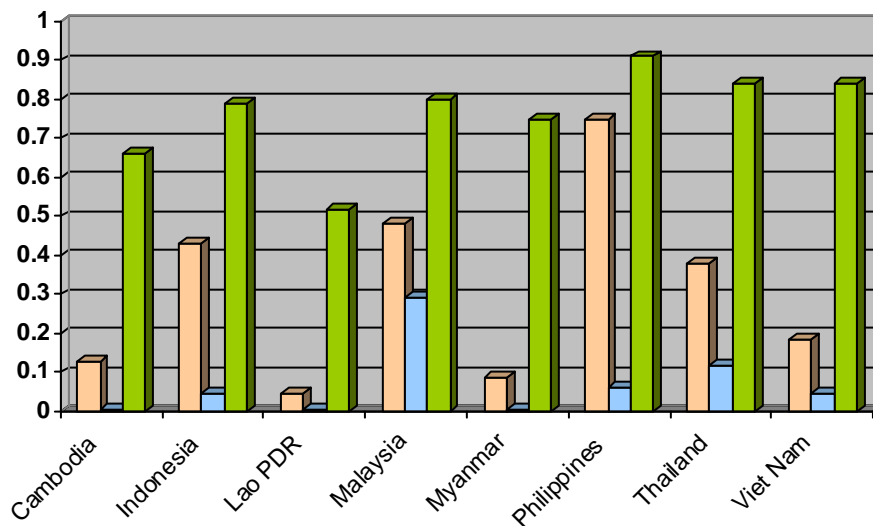
Human Capital Index:
A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.

e-Participation Index:

Refers to the willing-ness, on the part of the government, to use ICT to provide high quality informa-tion (explicit know-ledge) and effective communication tools for the specific purpose of empower-ring people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.
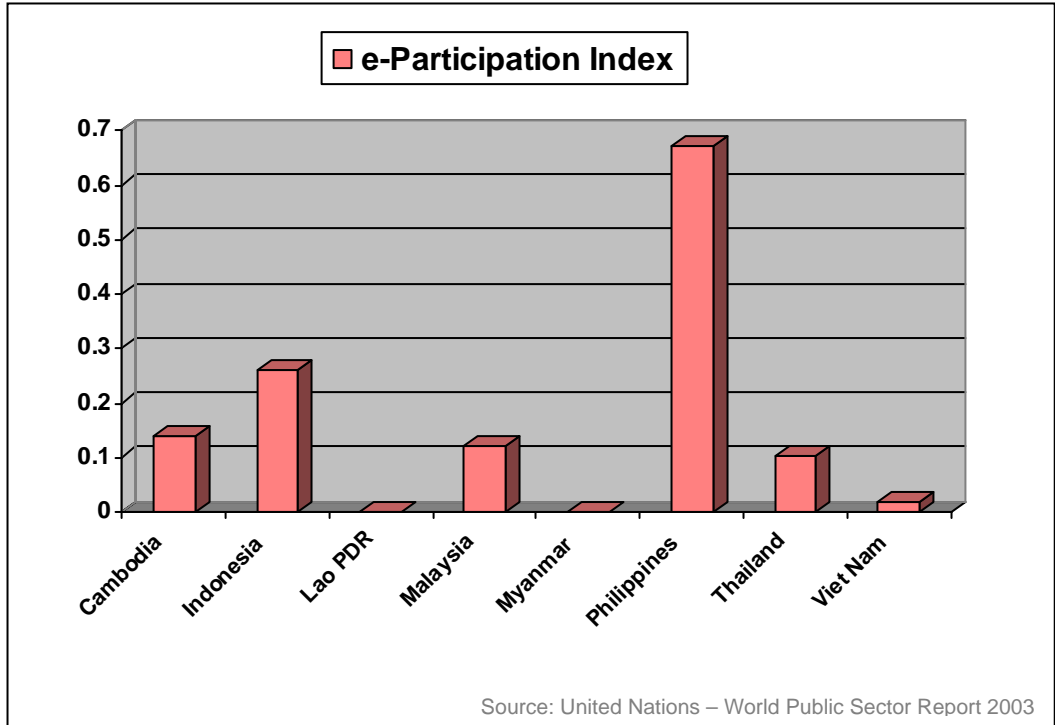
e-information:

The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for dissemi-nating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.
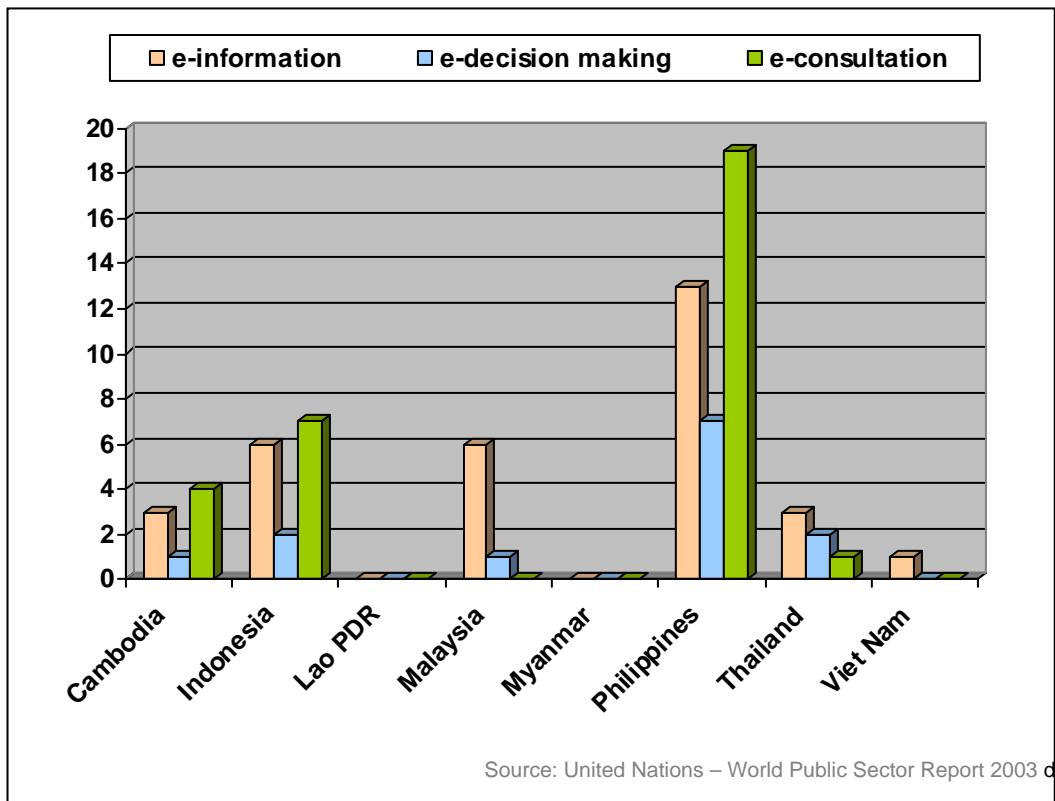
e-decision making:

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

e-Participation Index

Source: United Nations – World Public Sector Report 2003

Source: United Nations – World Public Sector Report 2003

e-consultation:

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.

7. Links

7.1 National sites

Authority	Topic
Cambodia e-Gov Homepage	http://www.ocm.gov.kh/
The Council of Ministers	http://www.camnet.com.kh/ocm/
Senate	http://khmersenate.org/
National Assembly	http://www.cambodian-parliament.org/
Ministries	http://www.cambodia.gov.kh/unisql1/egov/english/...
Council for Administrative Reform	http://www.car.gov.kh/
Council of Jurists	http://www.bigpond.com.kh/Council_of_Jurists/

7.2 Miscellaneous sites

Institution	Topic
Asian Development Bank (ADB)	http://www.adb.org/Cambodia/default.asp
AusAID	http://www.ausaid.gov.au/
European Union (EU)	http://europa.eu.int/comm/external_relations/cambodia/...
United Nations Development Programme (UNDP)	http://www.un.org.kh/undp/index.html
United Nations in Cambodia	http://www.un.org.kh/
World Bank (WB)	http://www.worldbank.org/kh