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REPORT

ON THE
INTERNAL SECURITY SERVICES
OF

CAMBODIA

**NATIONAL POLICE
MUNICIPAL POLICE
SURFACE DEFENSE FORCE**

REVIEWED AND DECLASSIFIED by Lauren J. Goin, Director, OPS, February, 1975

FOREIGN OPERATIONS ADMINISTRATION

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The following report on the internal security services of the KINGDOM OF CAMBODIA was compiled during a field study of the Cambodian National Police, the Municipal Police, and the Surface Defense Force for the Foreign Operations Administration.

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Dated: Phnom Penh, Cambodia
April 1, 1955

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SUMMARY

The responsibility for the Internal Security of Cambodia is shared by three organizations responsible to the Minister of Interior; the National Police (1012 officers and men - 635 assigned to Headquarters, Phnom Penh - 377 to the Provinces), the Municipal or Urban Police (787 officers and men at Phnom Penh - 576 in Provinces) and the Surface Defense Force or Provincial Guard (66 officers, 5,500 men regulars, 6,675 auxiliaries, approximately 27,000 volunteers - 13,309 considered active).

The National Police is responsible for the investigation of major crimes, including espionage, sabotage, and subversion throughout Cambodia. They operate in civilian clothes but the officers wear uniforms on special occasions. The officers of the National Police may arrest with or without a warrant and may detain arrested persons for 24 hours prior to arraignment. The men operate mainly on orders of the officers and may arrest only on sight. Officers of the National Police serve in executive positions in the Municipal Police.

There are eight sections comprising the National Police - Secretariat, Administrative Police, Special (Political) Police, Judicial (Criminal) Police, Immigration Police, Port Police, Economic Police, and Identification Bureau. All of

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which are located in Phnom Penh. In addition, there is a Bureau of Inquest which serves as an Inspector-General's unit for the entire government. There are also five French Police Inspectors assigned to the force for aid and training.

The Municipal or Urban Police are uniformed and responsible for the maintenance of public safety and in general investigate minor crimes and administrative offenses. There are 15 Urban Police Departments located in each Provincial Capital of Cambodia. They are paid by local funds and are responsible to the Governor of the Province in which they are located. The jurisdiction of the Municipal Police is confined to the city limits of each capital but in hot pursuit they may apprehend beyond its limits.

The Provincial Guard or "Surface Defense Force" has the mission of 1) police operations and maintenance of public safety in rural areas 2) guarding sensitive points, routes of march, surveillance of controlled areas and assisting civilian administrative authorities 3) relieving the Royal Army of its responsibility for static defense thus freeing it for combat operations. The Provincial Guard has a General Staff located in Phnom Penh and 15 Provincial Brigades. The Provincial Brigades are commanded by the Provincial Governors. There are over 1,000 Provincial Guard Posts located throughout Cambodia.

Deficiencies noted in Internal Security Services are a lack of professional training, poor command organization,

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administration and distribution of personnel, inadequate communications, lack of central records, facilities, and equipment and obsolete weapons.

It is concluded that the Cambodian Internal Security Services are incapable of maintaining public safety or of effectively combatting communist infiltration and subversion. It will require a minimum of from 2 to 5 years of effort to build these services into efficient organizations.

It is recommended that material and technical aid be granted the Cambodian Government for the purpose of strengthening its internal security services provided that prior assurance is obtained from the highest governmental level indicating an understanding of the problems faced by Cambodia in this field, a willingness of the Government to undertake a long-range program for the improvement of its internal security services and of the ramifications attendant upon such a course of action.

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NATIONAL POLICE OF CAMBODIA

I. GENERAL INFORMATION

The police system of Cambodia is national in character and is divided into three categories: the national police, the municipal or urban police, and the provincial guard. (Chart No. 1)

National Police:

The National Police force is highly centralized. They maintain their headquarters in Phnom Penh and have branches in each of the provinces. They also have technical supervision over all municipal police forces, and all personnel of officer grade of the municipal police are members of the national police. (Chart No. 2)

Background: The National Police organization is basically French in concept. It is an outgrowth of many years of police control by the French with varying degrees of participation by the Cambodians and generally follows French police organization plans.

In 1886, after several years of colonial rule by the French, a treaty was made with the Cambodians in which the latter recognized the rights of the French and accepted the role of a colony under the French. At that time the French established the police force which remained substantially the same until the Japanese set up an "independent" all-Cambodian police force in 1945. In the earlier period of the French police administration, the Cambodians were relegated to very minor roles

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and functioned only in the enlisted grades of the police force. In later years, some of the Cambodians were permitted to rise to the rank of sub-brigadiers and brigadiers; roughly corresponding to the rank of sergeant in the American or English police forces. Later on, this system was modified somewhat and a few Cambodians acquired officer (Inspector and above) grades. However, orders of Cambodian officers were always subject to countermanding by French sergeants.

As mentioned in the previous paragraph, the first all-Cambodian police force was established by the Japanese during their occupation on March 9, 1945. When the French returned, they permitted the all-Cambodian police force to remain in existence but set up an additional police force known as the Federal Police (Police Federals), which was French-controlled and staffed by French, Cambodians, Vietnamese, and some other nationalities such as Indians. The Federal Police had jurisdiction over both Cambodian and foreigners. The Cambodian police were limited to arrests of their own nationals.

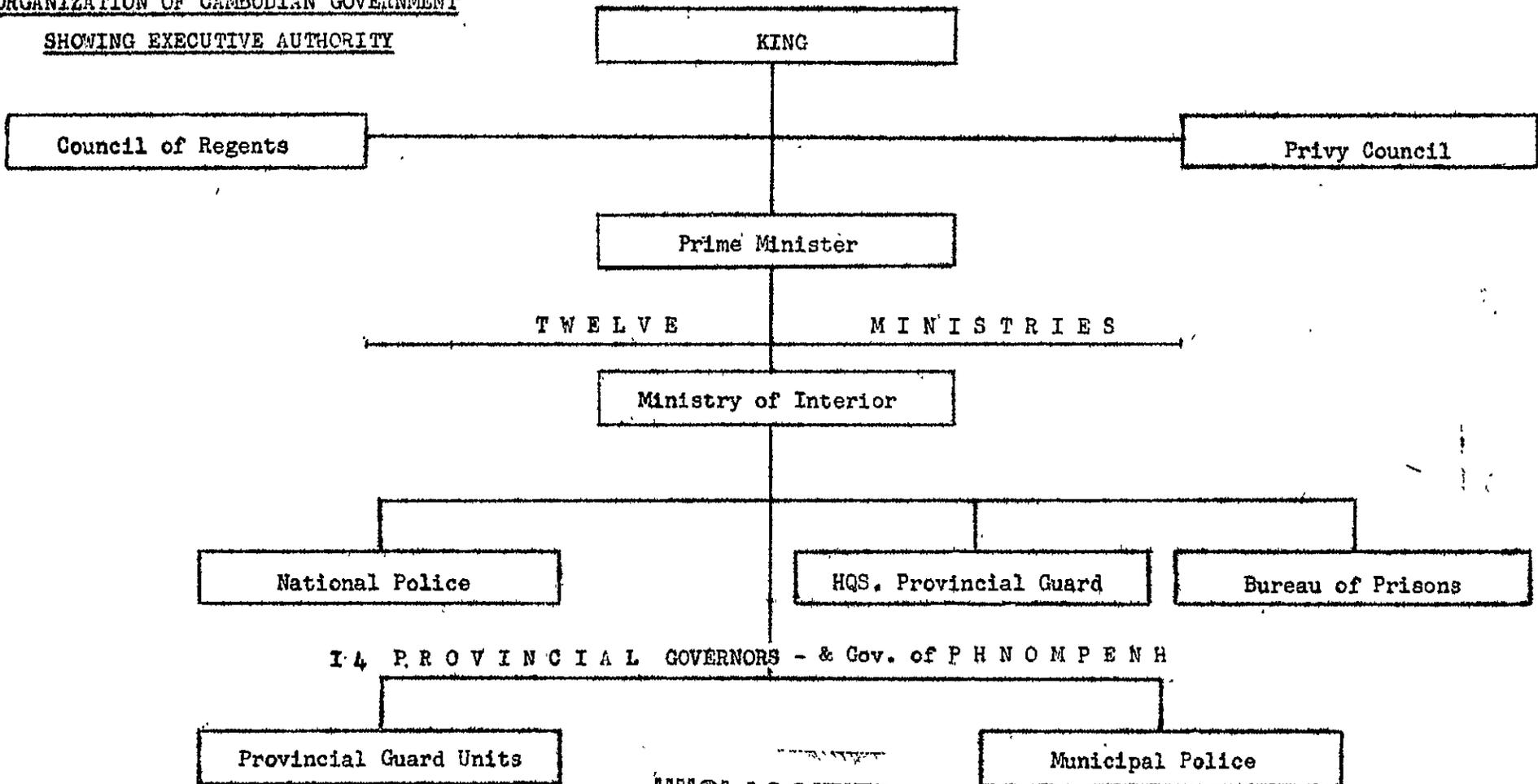
Courts were also established having jurisdiction over Cambodians while other French courts were established with authority over French and other foreign citizens.

At the time of transfer of authority (competence) and jurisdiction from the French to the Cambodian Government on September 1, 1953, the French Federal Police and the Cambodian Police were combined into what is now known as the National Police of Cambodia (Police Nationale du Cambodge). At that

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CHART N° I

ORGANIZATION OF CAMBODIAN GOVERNMENT
SHOWING EXECUTIVE AUTHORITY



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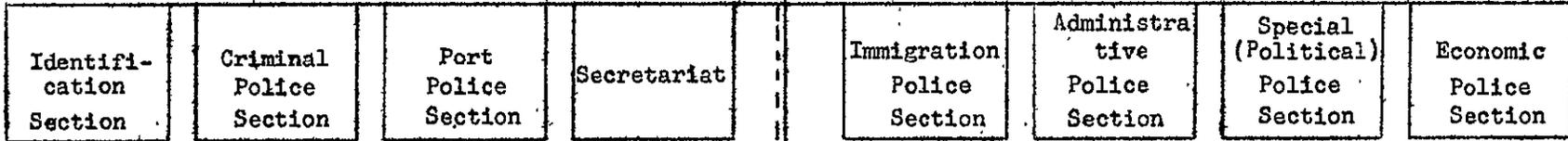
CHART N° 2

ORGANIZATION OF THE CAMBODIAN NATIONAL POLICE

MINISTER OF THE INTERIOR

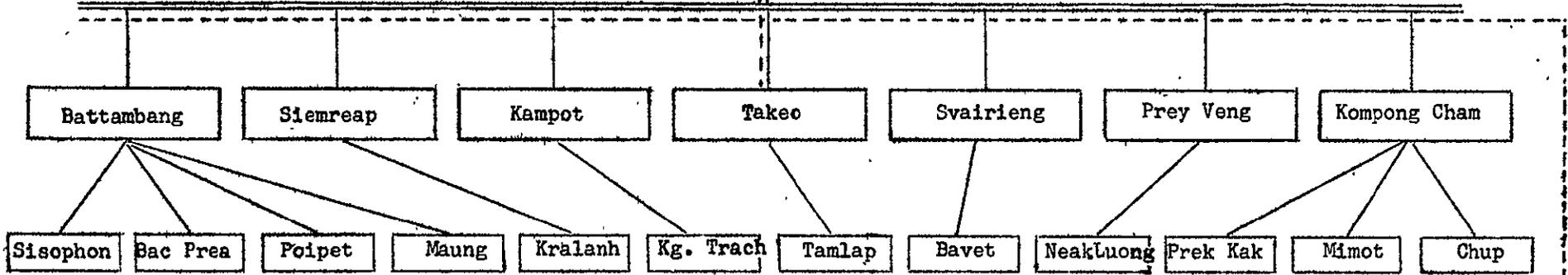
CHIEF NATIONAL POLICE

First Deputy
Second Deputy



FOURTEEN

PROVINCES



Note : Provinces not shown have no sub-stations

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All Municipal Police Departments

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time, all equipment, buildings, grounds, and other facilities were transferred to the National Police. French personnel were, of course, not included.

The new Cambodian Police administration began immediately to purge its ranks of Vietnamese, most of whom were returned to Vietnam and of Cambodians who were pro-French or had been active on behalf of the French against the Cambodians. This weeding out process still continues.

Since most police authority had been exercised by French officers and most of the administration had been done by the French with the Cambodians relegated to minor police positions, the new police force was faced with the task of filling senior office positions with personnel with little experience in police administration. It remains one of the major problems of the Cambodian police.

At the time of transfer, however, the Cambodian Government requested and obtained the services of five French police advisors. They are all of the junior officer grade of inspector. One and one half years later, they are still serving with the Cambodian police. They are being paid by the French Government. Their contract is for two years and expires in 1955.

According to one high-ranking Cambodian police official, the reason for the Cambodian Government's request to the French was on the basis of investigating Communism. The official said that the Cambodians felt if they had some French police assigned for the purpose of anti-communist activities, it might avert

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possible accusation in the United Nations or other sources that the Cambodians were not participating actively against the Communist threat. Actually, as far as the writers could determine, the French advisors are not assigned to anti-communist activities nor do they participate in any way in investigations involving political ideologies. One is assigned to the Identification Section; one to the Judicial Police (Criminal), and the other three spend their time instructing at the National Police School with the first two assisting in giving lectures to the current class of 32 students.

II. GENERAL ORGANIZATION OF NATIONAL POLICE HEADQUARTERS

There are 1012 National Police; 635 are assigned to Headquarters and 377 to the provinces. The Headquarters is located in Phnom Penh and directed by a Chief of the National Police and two Deputies. The Chief of the National Police is directly responsible to the Minister of Interior. Headquarters is divided into eight sections and an Inspection Bureau, (Bureau of Inquest).

The responsibility for administering the eight sections is roughly divided between the two Deputies with the First Deputy responsible for the operational phase of the National Police; such as, criminal and political investigation; and the Second Deputy controlling the sections primarily concerned with administrative types of offenses. This is only a generalization, however; actually most of the sections and even sub-sections report directly to the Chief of Police.

There is also a Bureau of Inquest described below, which is directly responsible to the Chief of Police, and conducts special investigations for the Chief into matters involving personnel of the National Police or high functionaries of the Cambodian Government. In many respects, it is a sort of inspector-general unit.

The Headquarters Sections are as follows:

Secretariat

Administrative Police

Special (Political) Police

Judicial (Criminal) Police

Immigration Police

Port Police

Economic Police

Identification Section.

All are located in Phnom Penh. Four are located in the central headquarters and the identification building, which is immediately adjacent; the Judicial (Criminal) and the Administrative Police have their own building a few blocks away. The Immigration Police and the Port Police are also in separate buildings but all are located in down-town Phnom Penh.

A. ORGANIZATION AND FUNCTIONS OF SECTIONS AND UNITS OF HEADQUARTERS

1. The Secretariat

The Secretariat section is concerned with the over-all housekeeping and administrative problems of the National Police.

It is concerned with the recruitment, promotion, and retirement of personnel, accounting and financing, the purchase and maintenance of arms and vehicles, the contracting for construction and further, maintains the telephone and courier service.

The Secretariat has eight units as follows: (SEE Chart No.3)

(a) Personnel

The Personnel Unit handles the administrative work necessary in connection with recruitment, promotion, distribution and retirement of the personnel of the National Police. It also handles the administrative work connected with the awarding of honorary distinctions etc.

Personnel: Five secretaries, non-commissioned officers, and agents.

(b) Administration and Mailroom

Typing, preparation, registration of incoming and outgoing mail, the maintenance of personnel files; generally functions as a mailroom.

Personnel: 13 secretaries, non-commissioned officers, agents, and messengers.

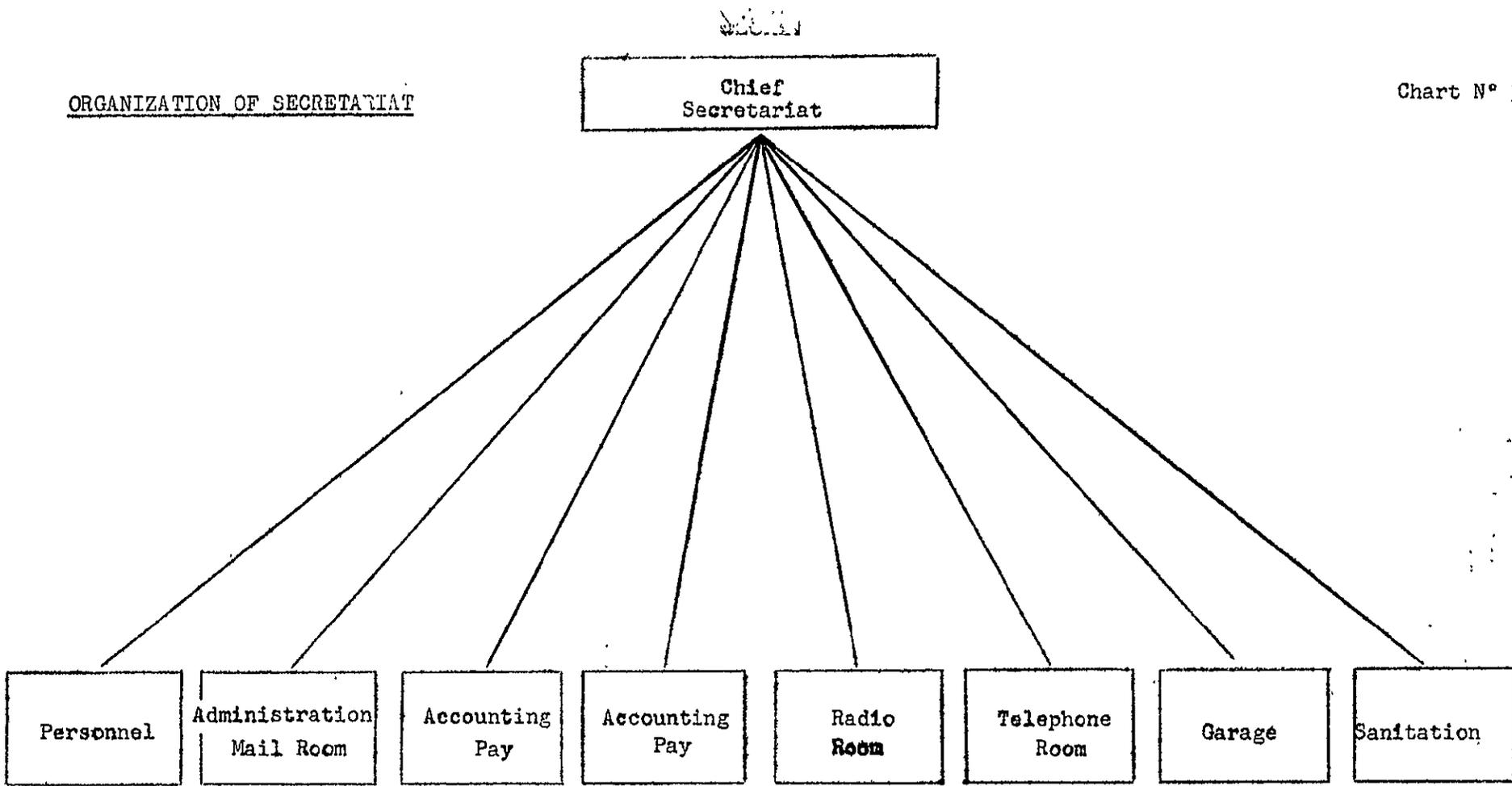
(c) Accounting (Pay)

Performs the administrative work necessary in connection with the salaries of the National Police. It also makes up the budget and handles all correspondence concerned with pay.

Personnel: 1 superintendent, seven secretaries and agents.

ORGANIZATION OF SECRETARIAT

Chart N° 3



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(d) Accounting (Purchasing)

Administrative work necessary in connection with the purchase of vehicles, weapons, ammunition and new construction. It is also concerned with the maintenance of the foregoing.

Personnel: one secretary and one agent.

(e) Radio

Handles radio communications between the headquarters of the National Police and the Provincial Police stations - supposedly on 24-hour basis. Control of radio messages is by the Special Police section.

Personnel: Five radio operators.

(f) Telephone

Operates telephone communication at Headquarters and to provincial stations.

Personnel: Seven telephone operators.

(g) Garage

The maintenance and minor repair of the vehicles assigned to the headquarters of the National Police.

Personnel: 15 chauffeurs.

(h) Sanitation

Janitor service for the various sections of the National Police.

Personnel: 1 agent and six coolies.

2. The Administrative Police

The Administrative Police handle those matters not delegated specifically to other sections and which are administrative rather

than criminal in character. This includes many functions which in the Anglo-American system are delegated to departments other than the police. Many of them are not normal police functions in the Western sense; for example, they collect fines for numerous offenses, investigate identity of persons required to register with the police, conduct personnel background investigations, particularly record searches involving several of the police sections. They also issue weapon permits, conduct investigations of residents applying for passports, and are concerned with the deportation of foreigners and citizens of the "Associated States" Laos and Vietnam who commit crimes. They also maintain detention quarters of the National Police. Much of the work of the Administrative Police is closely related to immigration activities; that is, the registration and control of Associated States nationals, the deportation of these individuals, the investigation of all persons required to have identity cards, and investigations of residents who apply for passports.

The Administrative Police are composed of six units as follows: (SEE Chart No. 4)

(a) Administrative Secretariat

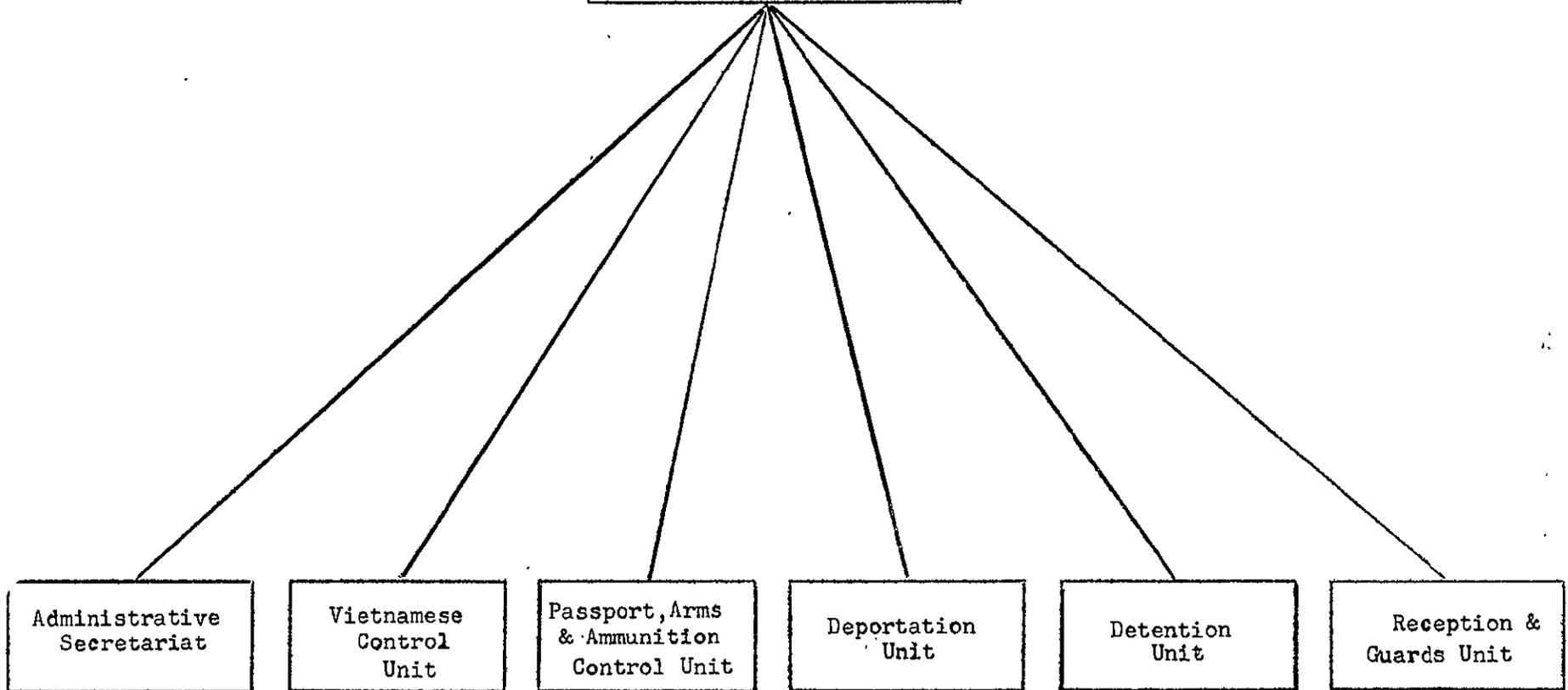
This unit registers incoming and outgoing official communications, collects fines, conducts record and background checks of individuals of interest to the police and to the Government Agencies and prepares and types correspondence for the other Administrative Police units.

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Chief
Administrative Police

Chart N° 4

ORGANIZATION OF ADMINISTRATIVE POLICE



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Personnel: 1 Inspector, 10 non-commissioned officers.

(b) Vietnamese Control

Investigates the identity of Vietnamese, issues identity cards to nationals of the Associated States other than Cambodians, and prepares the administrative details related to the deportation of Vietnamese and Laotians.

Personnel: 1 Inspector and 4 agents.

(c) Passport, Arms, and Ammunition

Conducts background investigations on nationals of the Associated States. It issues all permits to purchase or possess fire arms and permits for the sale or purchase of ammunition.

Personnel: 1 Inspector and 2 agents.

(d) Deportation

Processes and handles the administrative work concerned with the deportation of foreigners who have been sentenced for crimes in Cambodia. Also investigates the identity of Cambodians, Chams, and Laotians.

Personnel: 8 agents.

(e) Detention

Handles the booking processing administration of the jail and release of all detainees arrested on administrative and criminal matters by the National Police. Also detains persons arrested by the Administrative Police in connection with verification of identity. The detention quarters (jail) function mainly as a hold-over since (officially) arrested persons can only be held for 24 hours before arraignment for normal criminal and administrative offenses.

Personnel: 6 agents.

(f) Reception and Guards

This unit provides the Administrative Police with receptionists and duty agents to handle visitors and receive phone calls and messages during off-duty hours when the administrative section is normally closed.

Personnel: 3 agents.

3. Special (Political) Police

The Special Police is responsible for the internal security of Cambodia. It is charged with the responsibility for the investigation of espionage, sabotage, communist infiltration or any movement or persons considered a threat to the internal security of the country.

It has the further responsibility of maintaining dossiers on communists and other persons who can be considered a threat to the country. In actual practice, the Special Police go beyond their jurisdiction and appear to have the right to probe into any activity whatsoever which the chief considers necessary. The Special Police also maintain control of radio communications between headquarters of the National Police and the Provinces.

The following are the units of the Special Police:

(SEE Chart No. 5)

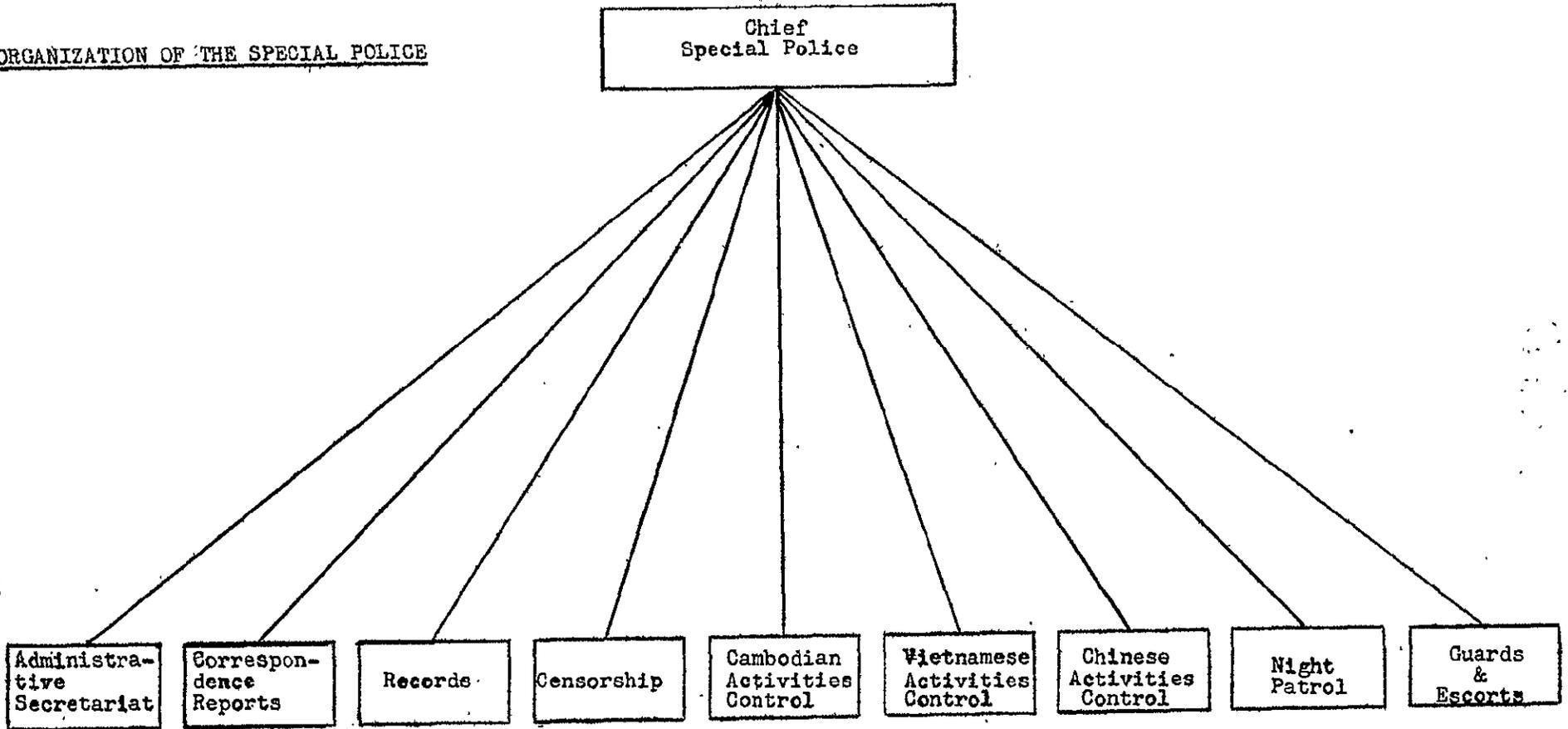
(a) Administrative Secretariat - Mailroom

Handles the registration of incoming and outgoing mail, typing, and messenger service. Also controls the operation

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Chart N° 5

ORGANIZATION OF THE SPECIAL POLICE



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of radio communications which, in principle, are supposed to be in operation or available for operation at all times. The radio maintains contact at scheduled intervals with each of the fourteen provinces. Actually the National Police radio communication per se is maintained only between the headquarters, the Provinces of Battambang, and Kampot. This 3-way communication is tied into the radio network of the Provincial Guard, which extends throughout Cambodia. (SEE Chart of Radio Communications - Appendix No. 1)

Personnel: 1 Superintendent, 12 secretaries, non-commissioned officers and agents and 8 messengers.

(b) Correspondence - Reports

Prepares all correspondence and official reports for the signature of the chief.

Personnel: 2 Inspectors and one secretary.

(c) Records

Maintains dossiers on all persons of political interest. At present, there are approximately 42,000 separate dossiers. Also maintains correspondence, files, miscellaneous files, and special files. This is explained in detail under "Facilities and Equipment".

Personnel: 1 Controller, 12 secretaries, and agents.

(d) Censorship

Spot censors incoming and outgoing mail and telegraph communications. The mail of suspect persons is opened and inspected.

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Personnel: 3 Superintendents (commissaires), one inspector, three secretaries and agents.

(e) Cambodian Activities' Control

Probes into the activities of Cambodians and all foreigners except Chinese and Vietnamese for the purpose of ascertaining those individuals who may be considered a threat to the internal security of the country. The unit maintains contact with informants with a view to the development of information in the following fields: loyalty, religion, education, military, commerce and tradesmen, communists, and all political parties, and press control. This unit also maintains the detention quarters or cells for the political prisoners.

Personnel: 4 Inspectors, 4 secretaries, and 33 non-commissioned officers and inspectors.

(f) Vietnamese Activities' Control

Performs the same services in connection with all Vietnamese in Cambodia as above listed in connection with Cambodian activities.

Personnel: 1 Inspector, 15 non-commissioned officers and agents.

(g) Chinese Activities' Control

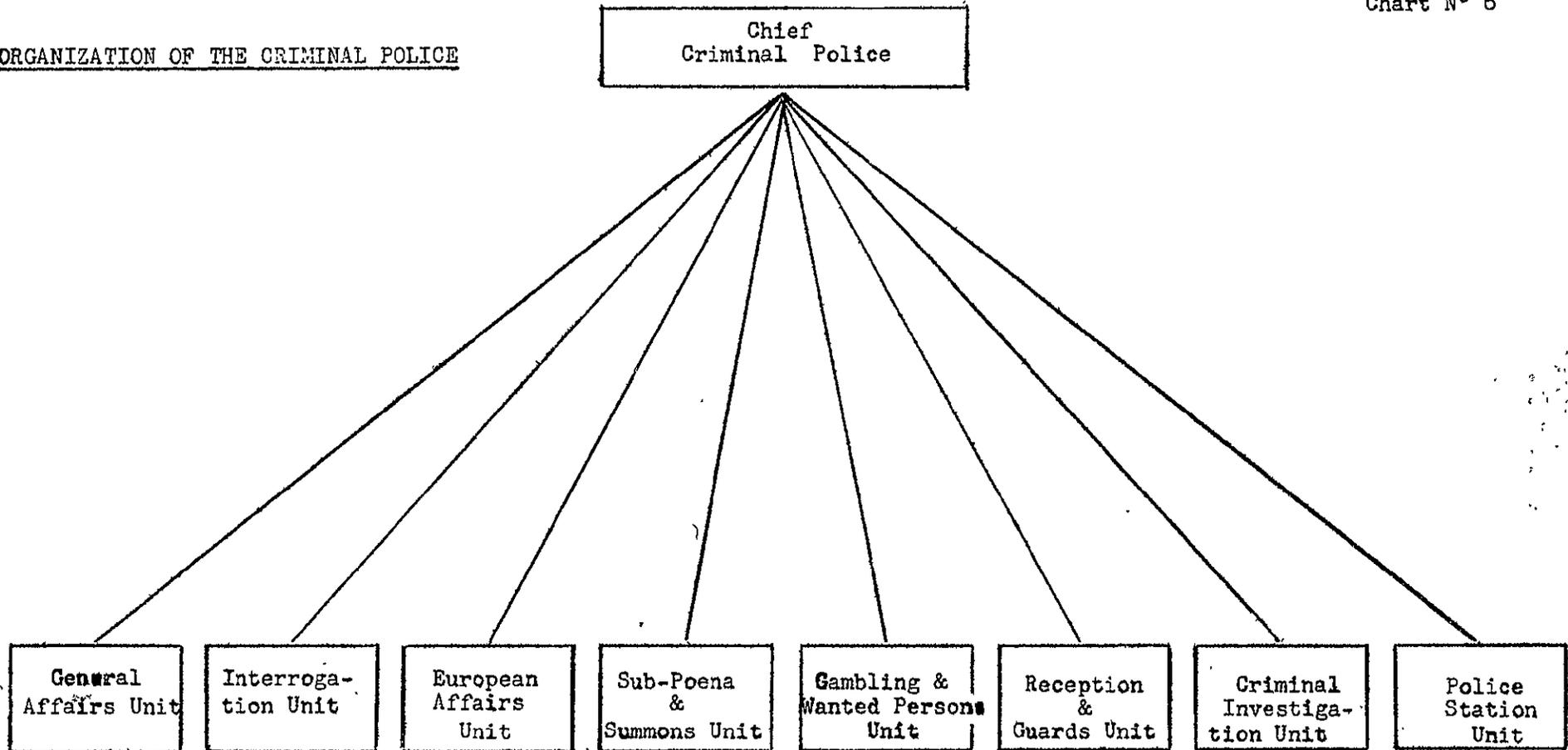
Performs the same services in connection with all Chinese in Cambodia as above listed under Cambodian and Vietnamese activities.

Personnel: 1 Inspector, 15 secretaries and agents.

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Chart N° 6

ORGANIZATION OF THE CRIMINAL POLICE



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(h) Night Patrol

Acts as a mobile patrol for security service at night within the city of Phnom Penh. Supposedly it is used in emergency to support and reinforce the Municipal Police.

Personnel: 1 Inspector, 26 agents.

(i) Guards and Escorts

Supplies escorts and guards for high Government functionaries and the various foreign Embassies and Legations; also furnished escorts for official receptions.

Personnel: 33 agents.

4. Criminal Police (Judicial)

The Criminal Police Section of the National Police is charged with the responsibility for the investigation of crime and the apprehension of criminals throughout Cambodia. Any major offense for which the statutory punishment is imprisonment falls under the jurisdiction of the criminal police.

The Chief of the Criminal Police reports directly to the Chief of the National Police. The personnel of the Criminal Police operate in plain clothes and have the authority to arrest without warrant and to hold for twenty-four hours. A magistrate can grant an extension for an indefinite period of time in order to allow the police to complete their investigation. These extensions are usually granted for periods of fifteen days.

The Criminal Police are supposed to supplement the stations and posts of the National Police in the provinces whenever necessary. However, most of their personnel work in Phnom Penh where they duplicate to a large extent the work of the Municipal Police resulting in a considerable waste of manpower.

The Criminal Police have eight units as follows: (SEE Chart No. 6)

(a) General Affairs

Furnishes escorts and guards for the protection of high Government Officials, receives reports and daily summaries from other units for preparation in final form, maintains records of court orders and other legal documents, and prepares monthly statistics for the section. Work files are limited to an alphabetical file and some dossiers, all of which are said to be duplicated in the Identification Bureau. Completed investigations are forwarded to the Ministry of Justice. All persons arrested are fingerprinted at the Identification Bureau.

Personnel: 1 Inspector; 18 secretaries.

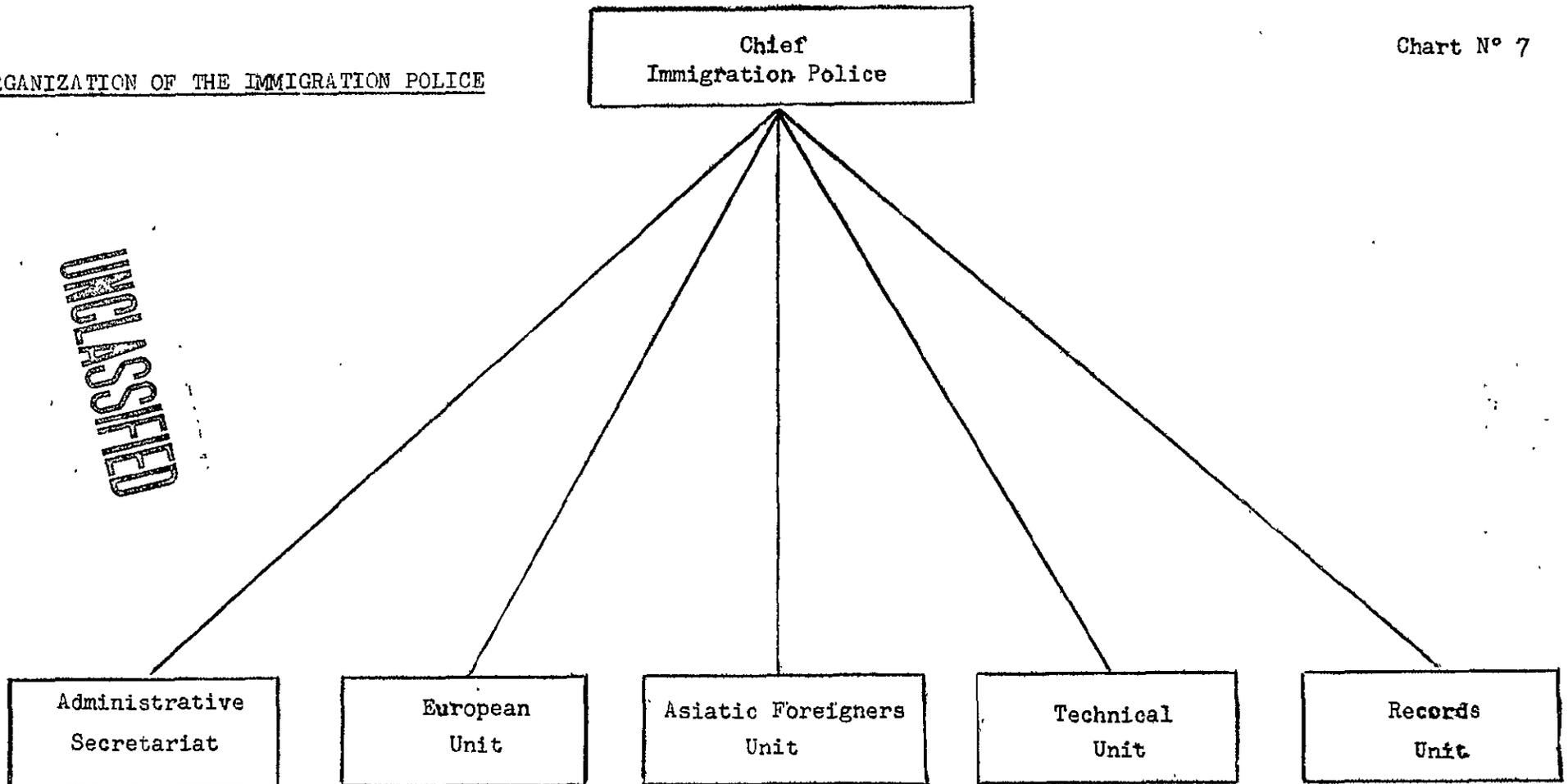
(b) Interrogation

Prepares the results of investigations into dossier form for action by the prosecuting officials in the Ministry of Justice, after the arresting officers have interrogated the prisoners and obtained the raw information.

Personnel: 8 agents

ORGANIZATION OF THE IMMIGRATION POLICE

Chart N° 7



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(c) European Affairs

Investigates crimes committed by foreigners.

Personnel: 1 Inspector and 4 agents. Note: The one Inspector assigned to this unit is one of the group of French advisors to the Cambodian Police, Andre Bertrand.

(d) Subpoena and Summons

Serves subpoenas and other legal processes.

Personnel: 4 agents.

(e) Gambling and Wanted Persons

This unit has two main functions: 1. Conducts raids on illegal gambling establishments 2. Locates and apprehends wanted persons.

Personnel: 1 Inspector, 15 agents.

(f) Reception and Guards

Maintains personnel on duty twenty-four hours for the purpose of acting as guards and receptionists in order to receive messages during off-duty hours and notify responsible officers. The unit services the entire National Police Headquarters.

Personnel: 27 agents.

(g) Criminal Investigation

Conducts criminal investigations in the city of Phnom Penh and in the provinces.

Personnel: 7 agents.

(h) "Police Station"

This unit is located at the National Police Headquarters and functions as a plain clothes riot or "strong-arm" squad. It is heavily armed with machineguns and rifles and supposedly is organized for the purpose of quelling a domestic disturbance and the apprehension of pirate bands. Note: According to the Chief of the Criminal Police, this unit has been transferred to the Special Police and according to the Chief of the Special Police has been recently dissolved. At any rate, it appears to be a waste of manpower and nothing more than a "strong-arm" squad for the police force which appears to be extremely apprehensive of any political opposition to the Government.

Personnel: 2 Inspectors, 36 agents.

5. Immigration Police

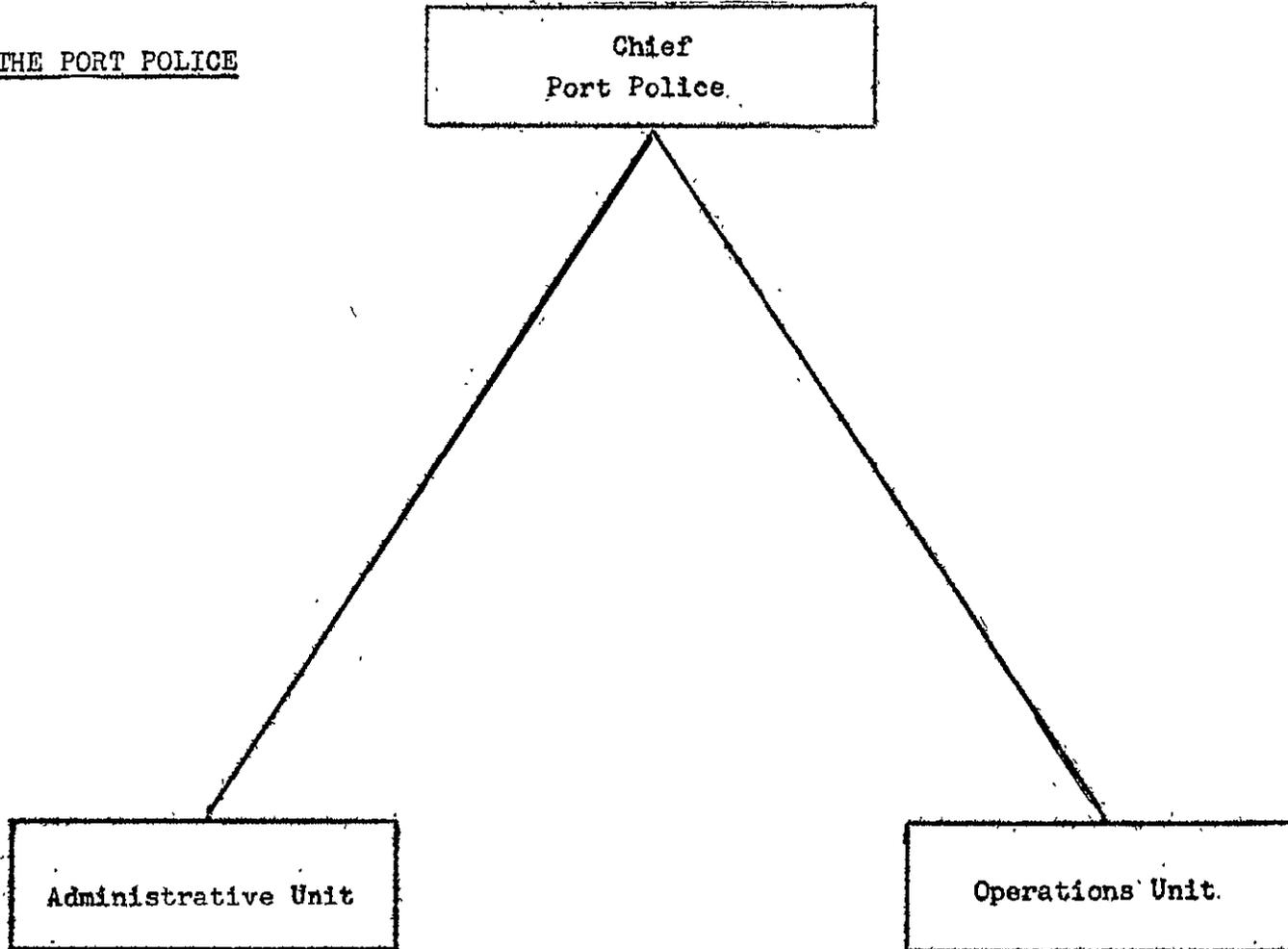
The Immigration Police Section was established in 1944 and is responsible for the control of foreigners entering and leaving Cambodia and of their activities while in Cambodia. Generally speaking, the Immigration Police functions more as a staff. Operations from the standpoint of immigration are conducted by the Port Police.

The issuance of visas is the responsibility of the Ministry of Foreign Affairs through its various consulates. In areas where no consulates are maintained, applications for visas are received by the French Diplomatic Service which forward the applications to the Ministry of Foreign Affairs at

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ORGANIZATION OF THE PORT POLICE

Chart N° 8

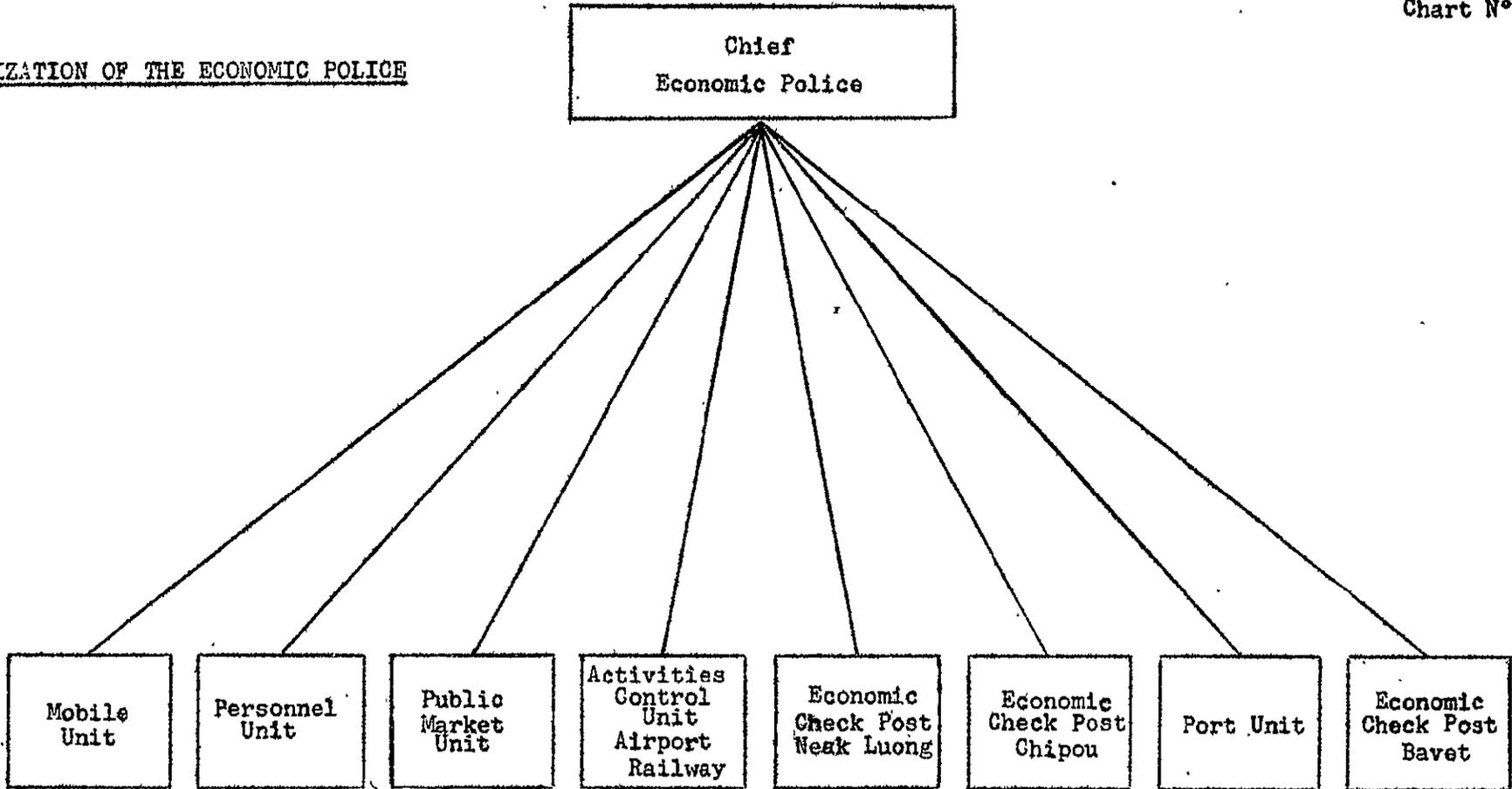


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Chart N° 9

ORGANIZATION OF THE ECONOMIC POLICE



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Phnom Penh where they are processed and returned to the particular consulate. Inasmuch as the police are responsible for the security of the country, they have considerable voice in the acceptance or rejection of all visas or immigration permits, for entry or residence in Cambodia.

There are two general categories of individuals who come under the jurisdiction of the Immigration Police:

- (a) Resident Immigrants - Includes all foreigners who enter Cambodia for the purpose of establishing residence or those who desire to remain after entering on a temporary visa.
- (b) Non-immigrants - Includes those foreigners who enter Cambodia for temporary visits not to exceed three months. Visitors' visas may be extended for one time for an additional three months.

The Immigration Police have the following units: (SEE Chart No. 7)

(a) Administrative Secretariat

Accounting, finances, personnel matters and correspondence in and out of the Immigration Police.

(b) European

Handles all matters concerned with the entry and exit of all Europeans, Koreans, Japanese, Filipinos and Thais. This responsibility also covers the activities of these nationals during the time of their stay in Cambodia.

(c) Asiatic Foreigners

All matters concerned with the entry and exit of all Chinese and Indians. This responsibility also covers the activities of these nationals during the time of their stay in Cambodia. Note: Nationals of NVN, SVN, and Laos come under the jurisdiction of the Administrative Police.

(d) Technical

Fingerprinting and issuance of Identity Cards to the above-mentioned categories of individuals (Asiatic Unit).

(e) Records

The following files are maintained in the Records Unit:

- 1) Fingerprints: 300,000 cards filed according to classification.
- 2) Identity cards - filed numerically.
- 3) Alphabetical cards - filed by last name in Roman letters.
- 4) Dossiers - 3,000 filed numerically and cross-filed against the alphabetical file.
- 5) Non-immigrant registration - annual books.

Personnel: No breakdown of personnel by unit is available. Total personnel at the Headquarters Phnom Penh is 27; consisting of the following: 2 superintendents (commissaires), 6 secretaries, 5 non-commissioned officers, 9 agents, and 5 clerks. Total personnel in the provinces: 1 representative (a secretary) assigned to each province - 14.

6. Port Police

The Port Police section of the Cambodian National Police is charged with the responsibility of controlling travel by Cambodians and citizens of the former Associated States to foreign countries and between Cambodia, Laos, and South Vietnam. On 28 August 1953, a law was passed requiring travel documentation to be issued by the Port Police to all persons traveling between the Associated States. The Port Police exercises general police control on the rivers and docks and checks rail and air passengers for proper travel documentation. In addition, the Port Police section is charged with the enforcement of the law in the dock areas. The Port Police is further charged with the responsibility for issuance of exit visas for foreign travel by resident foreigners.

There are two main units within the Port Police as follows: (SEE Chart No. 8)

(a) Administrative

Functions:

- 1). Administrative secretariat, correspondence and message center.
- 2). Submits daily reports on the activities of the Port Police.
- 3). Issues documents for travel between Laos, Cambodia, and South Vietnam.
- 4). Stamps entry and exit visas in passports of foreign travelers.

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- 5). Collects administrative police fines within the port area.

(b) Operations

Functions:

- 1). General police duties on the rivers and docks.
- 2). Control of shipping and passenger boats.
- 3). Control of river convoys.
- 4). Maintenance of check posts at railway and airport.
- 5). Law enforcement in dock area.

The section has many small files on miscellaneous subjects such as entry and exit visas, river, railroad and airplane travel, motor and junk transportation, and a very small number of dossiers on foreigners. The Port Police issued 2,338 exit visas in the period from 1946 to 1952.

7. The Economic Police

The Economic Police Section was established in 1945 and inasmuch as their activity involves price control and taxation some of their operations are conducted on behalf of the Ministry of National Economy. Much of their work involves the prevention of smuggling activities in or out of the country.

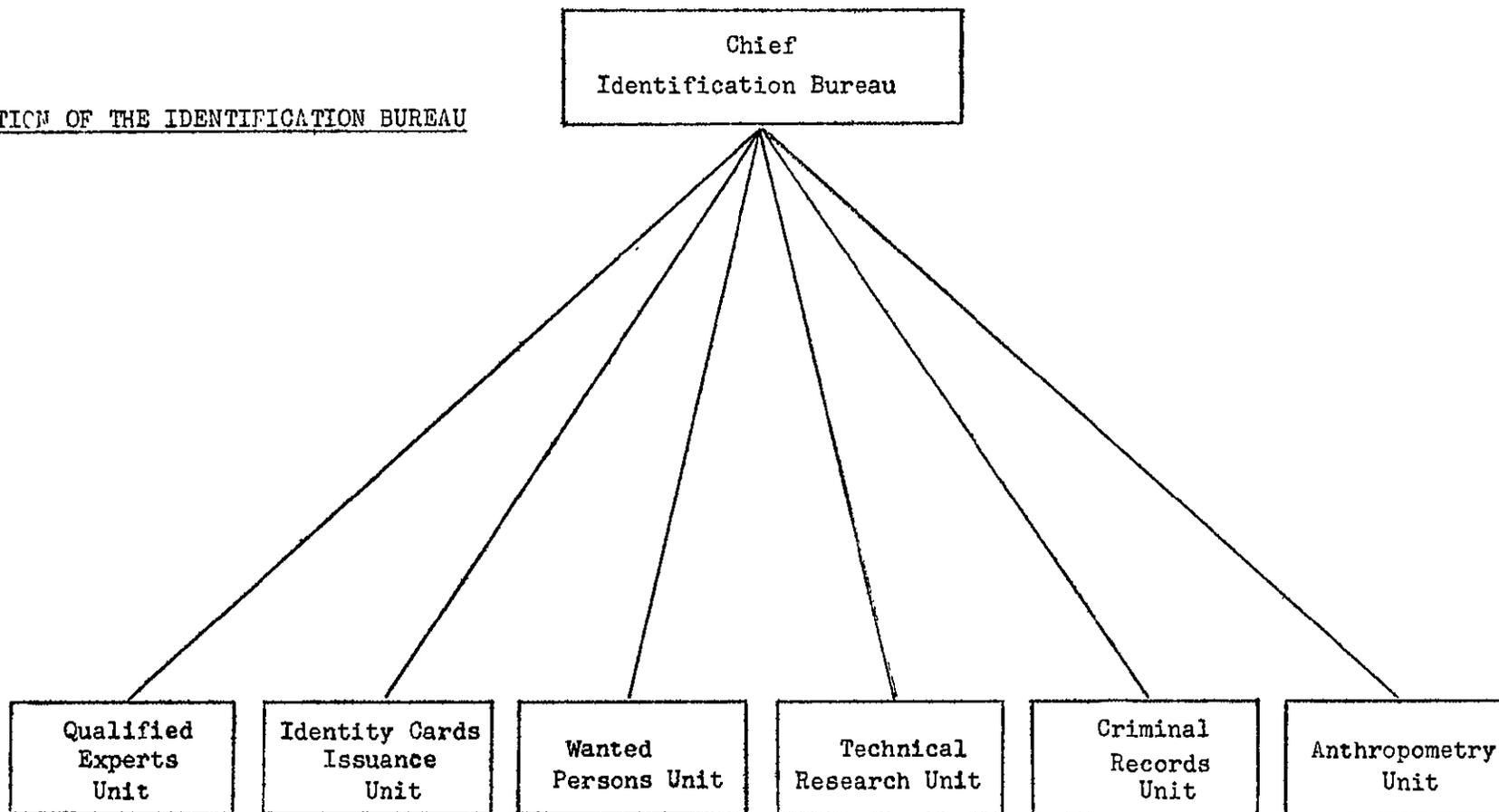
The Economic Police section has eight units as follows: (SEE Chart No. 9)

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Chart N° IO

ORGANIZATION OF THE IDENTIFICATION BUREAU



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(a) Mobile

Patrols the highways of Cambodia, stops and inspects bills of lading of trucks and other carriers.

Personnel: 1 Inspector, 6 agents.

(b) Personnel

Handles administrative affairs for the Economic Police.

1 Inspector and 6 agents.

(c) Public Markets

Controls and inspects the markets of Phnom Penh for black market and price control violations.

Personnel: 9 agents.

(d) Activities Control

Operates check posts on the road to Battambang and further checks incoming and outgoing planes at the Phnom Penh airport.

Personnel: 2 agents.

(e) Port

Inspects sampans, junks, and other small boats carrying merchandise to and from the port of Phnom Penh.

Personnel: 1 Inspector and 7 agents.

(f) Economic Check Post at Neak Luong - located near the Vietnamese frontier on the road from Phnom Penh to Saigon. This unit appears to be the most active since it made 34 arrests reported by the Economic Police in January 1955.

Personnel: 2 Inspectors and 9 agents.

(g) and (h)

The remaining two units are economic check posts located at Chipou and Bavet, near the Vietnamese frontier.

Personnel: 1 Inspector and 3 agents.

8. Identification Bureau

The Identification Bureau is responsible for the maintenance of a central fingerprinting file for all of Cambodia. In addition, it is responsible for the issuance of Identity Cards and Work Permits to all Cambodians. It is, further, responsible for the editing, printing, and distribution of the Criminal Police Bulletin which lists the names of all wanted persons and is published every month.

The Identification Bureau has six units as follows:
(SEE Chart No. 10)

(a) Qualified Experts

Furnishes qualified experts in handwriting, fingerprinting, and other subjects for testimony in court.

Personnel: 1 expert, 1 inspector, 1 typist.

Note: The one expert in this unit is a French advisor, Paul Bruneau, who acts as an advisor on scientific, criminal matters, teaches scientific, criminal investigation at the National Police School and actually performs what little lab work is done. He also performs crime scene investigations with the Cambodian Police and is responsible for the development of trained scientific investigators.

(b) Identity Cards Issuance

Fingerprinting and issuance of identity cards to Cambodians and the issuance of identity cards to nationals of France.

Personnel: 1 Inspector and 4 agents.

(c) Wanted Persons

Editing, printing, and distribution of the Criminal Police Bulletin, which contains the names of wanted persons together with a statement of their personal history.

Personnel: 4 secretaries.

(d) Technical Research

Classifies fingerprints and maintains fingerprint file.

Personnel: 29 secretaries.

(e) Criminal Records

This unit is responsible for checking the names of accused persons against the records maintained in the Identification Bureau and for the dissemination of any information to the proper authorities. There are at least two basic cards filled out on all persons arrested. The number of copies made of each will vary according to whether the person is a Cambodian, foreigner or citizen of one of the three Associated States. In all cases, one alphabetical card containing background information is maintained at the place of fingerprinting

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and one fingerprint card is forwarded and filed in the Identification Bureau. In case of a citizen of the Associated States, a copy of the fingerprints is either sent to Saigon and Hue (formerly were sent to Hanoi); foreigners, a copy of the fingerprint record is filed with the Immigration Police. There are approximately one million fingerprint cards on file.

There are three kinds of files maintained in the Identification Bureau:

- 1). Fingerprints (filed by classification).
- 2). Identity cards (total unknown. Number issued in Phnom Penh 14,100).
- 3). Wanted persons (consists of a file card on each wanted person containing description and other personal data).

(f) Anthropometry

This unit makes anthropometric (Bertillon) measurements of all persons arrested. It also maintains a photograph laboratory. No other scientific equipment is available to this unit.

Personnel: 13 secretaries, photographers, and messengers.

9. Bureau of Inquest or Inspector-General

This unit is directly responsible to the Chief of National Police and was created in 1954. Its function is to conduct any investigation ordered by the Chief of Police

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of a special nature. Most of such investigations are of the personnel of the National Police or other Government Agencies. However, some investigations are conducted into departmental agencies. The Bureau of Inquest is under the direct control of the chief. Many of the cases involve corruption of police and other Government Officials.

No investigations are initiated by this unit except on direct orders of the Chief of the National Police. Most of the investigations are conducted in Phnom Penh but occasionally personnel are sent to the provinces. The work of this unit is considered highly confidential and concerned with "special cases". Ordinary disciplinary cases or those involving criminality by police personnel are handled by the criminal police.

The records of investigations conducted by the Bureau of Inquest are Classified and maintained in the Secretariat section of the National Police.

The Royal Palace has a similar bureau which conducts special investigations of Government personnel and some of these cases are referred to the Bureau of Inquest from its counterpart in the Royal Palace.

Personnel: 1 Superintendent (commissaire) and 10 agents.

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III. PERSONNEL AND TRAINING

A. Personnel of the Cambodian National Police are divided into two general categories:

1. Functionaries, in the officer grade or Government Officials.
2. Non-commissioned personnel.

The functionaries are further divided into two groups: 1) Judicial Police Officials, or those officials having law-enforcement powers, consisting of inspectors, commissaires, and controllers. 2) Administrative officials consisting of secretaries, clerks, interpreters. The latter correspond to civilian personnel in a U.S. police department.

The total Table of Organization of the National Police is 1,012. There are 129 judicial police officials, 124 administrative officials, and 759 non-commissioned personnel. The latter are known as brigadiers and agents (SEE table on following page for comparative grades and salaries of officer, non-commissioned personnel).

There is a definite line of demarcation between the personnel of officer grades and the non-commissioned personnel. The officers have more authority and responsibility. The lower grades merely act on behalf of or instruction of the officers and administrative officials. Personnel are not promoted from non-commissioned grades to the officer grades. There are definite standards of selection of officers

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and non-commissioned grades. Generally speaking, it is a matter of formal education. The officers are required to have a baccalaureate degree to qualify, while the non-commissioned grades require only a primary school education.

Officer personnel may be transferred from the police service to any of the Government Departments and vice versa. A Government functionary can be made a police official of equivalent grade even though he has had no previous police experience. The officers may be transferred to any province or to any municipal police department in the country. The enlisted grades are not subject to transfer.

Most of the National Police Officers are recruited at Phnom Penh and are later assigned to one of the headquarters sections or are sent to the provinces where they are either detailed to a National Police Station or to a station of the Municipal Police. If they are assigned to a station of the National Police in the provinces, they answer directly to the Chief of the National Police at Phnom Penh through the commissaire or provincial station chief. If they are detailed to the urban police, they are responsible directly to the Governor of the Province through the Commissaire and are paid from local funds.

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(Table 1)

TABLE OF COMPARATIVE RANKS - CAMBODIAN NATIONAL POLICE WITH ANNUAL SALARIES

<u>NATIONAL OFFICERS</u>	<u>EQUIVALENT RANK IN ENGLISH TERMS</u>	
Controleur General	Controller General	99,000\$
Controleur de 1ere classe	Controller, First Class	93,000
Controleur de 2eme classe	Controller, Second Class	87,300
Controleur de 3eme classe	Controller, Third Class	81,900
Commissaire ppal de 1ere classe	Principal Superintendent, 1st. Class	77,100
Commissaire ppal de 2eme classe	Principal Superintendent, 2nd. Class	72,300
Commissaire ppal de 3eme classe	Principal Superintendent, 3rd. Class	68,100
Commissaire de 1ere classe	Superintendent, 1st. Class	63,900
Commissaire de 2eme classe ou stagiaire	Superintendent, 2nd. Class or Probationary	60,000
Commissaire de 3eme classe ou stagiaire	Superintendent, 3rd. Class or Probationary	56,100
Secretaire ppal hors classe	Principal Secretary, Top Class	77,100
Secretaire ppal de 1ere classe)	Principal Secretary, 1st. Class	71,400
Secretaire ppal de 2eme classe)	Principal Secretary, 2nd. Class	66,300
Secretaire ppal de 3eme classe)	Principal Secretary, 3rd. Class	61,200
Secretaire de 1ere classe	Secretary, First Class	56,700
Secretaire de 2eme classe	Secretary, Second Class	52,200
Secretaire de 3eme classe	Secretary, Third Class	48,300
Secretaire de 4eme classe	Secretary, Fourth Class	44,400
Secretaire de 5eme classe	Secretary, Fifth Class	40,800
Secretaire de 6eme classe ou stagiaire	Secretary, Sixth Class or Probationary	37,200
Inspecteur ppal hors classe	Principal Inspector, Top Class	77,100
Inspecteur ppal de 1ere classe	Principal Inspector, 1st Class	71,400
Inspecteur ppal de 2eme classe	Principal Inspector, 2nd Class	66,300
Inspecteur ppal de 3eme classe	Principal Inspector, 3rd Class	61,200
Inspecteur de 1ere classe	Inspector, First Class	56,700
Inspecteur de 2eme classe	Inspector, Second Class	52,200
Inspecteur de 3eme classe	Inspector, Third Class	48,300
Inspecteur de 4eme classe	Inspector, Fourth Class	44,400
Inspecteur de 5eme classe	Inspector, Fifth Class	40,800
Inspecteur de 6eme classe ou stagiaire	Inspector, Sixth Class or Probationary	37,200

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(Table 1 -- Cont'd)

<u>NATIONAL OFFICERS</u>	<u>EQUIVALENT RANK IN ENGLISH TERMS</u>	<u>SALARY</u> (Piasters)
Secrétaire-interprete ppal h.c.	Principal Secretary-Interpreter Top class	59,400\$
Secrétaire-interprete ppal 1e.cl.)	Principal Secretary-Interpreter, 1st class	55,200
Secrétaire-interprete ppal 2e.cl.)	Principal Secretary-Interpreter, 2nd class	51,900
Secrétaire-interprete ppal 3e.cl.)	Principal Secretary-Interpreter, 3rd class	48,600
Secrétaire-interprete de 1e cl.	Secretary-Interpreter, 1st Class	45,600
Secrétaire-interprete de 2e cl.	Secretary-Interpreter, 2nd Class	42,600
Secrétaire-interprete de 3e cl.	Secretary-Interpreter, 3rd Class	39,900
Secrétaire-interprete de 4e cl.	Secretary-Interpreter, 4th Class	37,200
Secrétaire-interprete de 5e cl.	Secretary-Interpreter, 5th Class	34,800
Secrétaire-interprete de 6e cl.	Secretary-Interpreter, 6th Class	32,400
Brigadier de classe exception	Master Sergeant	44,400
Brigadier hors classe speciale	First Sergeant	40,800
Brigadier hors classe	Staff Sergeant	37,800
Brigadier de 1ere classe	Sergeant, 1st Class	35,100
Brigadier de 2eme classe	Sergeant, 2nd Class	32,400
Brigadier de 3eme classe	Sergeant, 3rd Class	30,000
Sous-Brigadier de 1ere classe	Corporal, 1st Class	27,600
Sous-Brigadier de 2eme classe	Corporal, 2nd Class	25,800
Sous-Brigadier de 3eme classe	Corporal, 3rd Class	24,000
Agent de 1ere classe	Patrolman, 1st Class	22,500
Agent de 2eme classe	Patrolman, 2nd Class	21,000
Agent de 3eme classe	Patrolman, 3rd Class	19,800
Agent Stagiaire	Patrolman, Probationary	18,600

Note: 35 Piasters equals 1 US dollar at Official rate.
57 Piasters equals 1 US dollar at Market rate.

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Recruitment:Qualifications for officer grades

Age: 18 to 25.

Education: Baccalaureate degree.

Examination: None (although provided for by law has been temporarily suspended due to the emergency)

Good health, character, reputation.

All applicants for police positions are subject to a loyalty and background investigation, by the Special (Political) Police.

Qualifications for non-commissioned grades

Same as above except for Education and Height. Must be able to read and write French and Cambodian. Minimum height: 5'2".

Pay and Allowances:

Generally speaking, police pay and allowances compare favorably with that of other civil servants although some police salaries are slightly lower than for certain other Government employees. Salary levels for all Cambodian Government civil servants are low and provide merely for minimum existence.

In the provinces, all officers are provided with housing. In some municipal departments and national headquarters, some of the non-commissioned personnel are provided with dormitory space. However, the space is inadequate to

accommodate all personnel. No allowances are given those who are not fortunate enough to be provided with housing. Married personnel of the police service are given a family allowance as follows:

Salaries over 40,000 piasters per year: wife 6,000, child 4,800 piasters

Salaries over 30,000 to 40,000 piasters per year: wife 4,800, child 3,600 piasters.

Salaries below 30,000 piasters per year: wife 3,600 to 2,400, child 2,400 to 1,800 piasters.

Retirement:

Retirement from the police service is the same as for other Government employees. They may retire at 20, 25 and 30 years of service, the amount of retirement increasing proportionately with the length of service. Retirement pay according to percentage of total pay is as follows:

<u>Years of Service</u>	<u>Percentage of Regular Pay</u>
20	22%
25	33%
30	50%

Some provision is made for hazardous duty in form of allowances. However, the number of years required to qualify for retirement is the same as for other Government employees.

Uniforms and Weapons:

Uniforms and weapons are furnished to the personnel. Uniforms through initial and periodic uniform allowances.

Vacation:

Personnel may receive up to a maximum of 29 days in one year as paid vacation. However, few are fortunate enough to obtain approval for the full amount. Vacation is a privilege and not a right.

Working Hours:

The policy is for a 40-hour work week. However, the number of hours worked daily vary widely with the type of duty and the area of assignment. (For non-commissioned personnel, SEE Municipal Police). The National Headquarters officers are supposed to work from 8:00 to 12:15; 3:15 to 6:15 Monday through Friday and from 8:15 to 12:00 on Saturday with no work on Sunday. The working hours are badly abused. Many functionaries do not arrive in their offices before 10:00 in the morning; depart for siesta at 12:00 and do not return until 4:00 p.m.

Sick Leave:

No maximum amount of sick leave is fixed for employees. It is the general practice to permit employees to take as much sick leave as is required and to carry them on limited duty when required for long convalescent periods.

Promotions:

Personnel must serve two years in a rank before being eligible for promotion to the next highest rank. No examination is presently required (due to emergency). Promotions are made on the basis of efficiency rating and in the case of officer grades is passed on by a board consisting of three individuals from the Ministry of Interior or the police service. In the case of the urban police, the board usually consists of the Minister of Interior, Governor, and the Chief of the National Police.

Distribution of Personnel:

Of the 1,012 total personnel of the National Police; 635 (including 32 students) are assigned to National Headquarters in Phnom Penh and 377 are assigned to the provinces. (SEE Table on Distribution of Personnel).

Personnel distribution is not based on any criteria, such as a crime index or over-all personnel index. There are only 34 officers stationed in the provinces not including Municipal Police. They supervise from a law-enforcement operations standpoint 267 agents and 26 non-commissioned officers, as compared to 92 officers, who supervise 410 agents and 48 NCO's assigned to National Headquarters.

B. Training:

Of the deficiencies noted in the Cambodian National Police, the lack of training is the most apparent. The lack

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of knowledge of police science, administration, and ordinary police techniques is reflected on all levels and at every echelon.

The problem is most serious and further complicated by the fact that the top administrators who are untrained have a general lack of appreciation of the problems involved in modern police administration. Likewise, these same people will, in all probability, fail to appreciate the necessity for training.

The most pressing need is for training of the police administrators themselves, at least to the appreciation level. This is necessary in order to overcome resistance at top level to a program of modernization of the police system.

The reason behind the obvious lack of professional knowledge is a simple one. There has been no effort made to train the Cambodian police. Under the French, no training was given the Cambodians or, at least, nothing more than a perfunctory training in military drill and some on-the-job training with the exception of a mere handful of officers who were sent to France for police training. This was usually for a 2-year period. However, the impression gained by the writers was that the students were handpicked, not necessarily on the basis of ability and the course was academically elementary. It was apparently geared more toward

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TABLE SHOWING DISTRIBUTION OF PERSONNEL AT NATIONAL POLICE HEADQUARTERS31 Jan. 1955

Assignment	Officers	Secretaries-Clerks	Non-Commissioned Officers	Agents	TOTAL
Office of Chief	4				4
Secretariat Section	3	17	3	34	57
Special Police Section	16	16	12	156	200
Criminal Police Section	2	8	6	70	86
Administrative Police Section	4	3	5	35	47
Immigration Police Section	2	7	4	10	23
Port Police Section	4	5	13	30	52
Economic Police Section	3		2	24	29
Identification Section	4	25	3	24	56
Bureau of Inquest	3			7	10
"Police Station" (Squad)	2			17	19
Personnel on Detached Service	11	4		1	16
Personnel on leave	2			2	4
Police School	<u>32</u>				<u>32</u>
TOTAL	<u>92</u>	<u>85</u>	<u>48</u>	<u>410</u>	<u>635</u> GRAND TOTAL

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Table No. 3

TABLE SHOWING DISTRIBUTION OF NATIONAL POLICE IN PROVINCES

Province	Officers	Secretaries-Clerks	Non-Commissioned Officers	Agents	TOTAL
<u>Battambang Hqs.</u>	3	3	5	30	41
Posts: Poipet	1		1	15	17
Maung	1		1	3	4
Sisophon			1	2	3
Bac-Prea				3	3
<u>Takeo Hqs.</u>	1			17	18
Post: Tonlap	1			5	6
<u>Kompong Cham Hqs.</u>	3	3	1	34	41
Posts: Mimot	1			3	4
Chup	1			4	5
Prek-Kak	1			4	5
<u>Siem Reap Hqs.</u>	1	2	2	10	15
Post: Kralanh			2	4	6
<u>Prey-Veng Hqs.</u>	2	1	1	12	16
Post: Neak-luong	1		1	5	7
<u>Svay-Rieng Hqs.</u>	2		1	13	16
Post: Chipou	1			4	5
<u>Kampot Hqs.</u>	1	1	3	24	29
Post: Kampong Trach	1			7	8
<u>Kratie Hqs.</u>	1		1	8	10
<u>Kompong Thom Hqs.</u>	1	1	1	13	16
<u>Stung Treng Hqs.</u>	1	3	2	9	15
<u>Kompong-Speu Hqs.</u>	2			4	6
<u>Pursat Hqs.</u>	1		1	7	9
<u>Kompong Chhnang Hqs.</u>	2	1		14	17
Posts: Prek-Kdam	1			7	8
Takh Mau	1		2	6	10
Identification Personnel	2	34		1	37
<u>TOTAL</u>	34	50	26	267	<u>377</u> GRAND TOTAL

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gaining the good-will of the students than giving them a good academic background in police science and administration.

Training Problems

As noted above, under the French rule for over one hundred years, the only training given the police was limited to French nationals and the handful of Cambodian officials sent to France.

The necessity for training has evidently been recognized somewhat because a training school was established in 1953. Training is limited to officers only. The course is for two years. The current class consists of 32 students. At this rate, it will be many years before even the officers are trained.

Training Non-Commissioned Ranks

The necessity for training the lower ranks of the National Police is a paramount need. In any police force, it is the personnel of the lower rank who come in contact with the public most frequently. It is at this level that the ignorance of police techniques, lack of ethics has its greatest impact on the country's citizens. The respect and confidence of the people in their police force and to a great extent, their respect for the Government itself is influenced by the behavior of police personnel at the lower levels.

Recruit Training

All personnel entering the service of the National Police should undergo pre-service training course from three to six months of at least 40 hours per week. At present, no training is given recruits except on-the-job training and a 30-minute lecture on theory and 30 minutes of calisthenics every third day for one year and a weekly military drill of one hour is given. All present personnel of enlisted grades should be given an in-service training course of at least four weeks; ten percent of the total strength of the police force should be assigned for training until the entire force has completed a 4-week course.

Training of Officer Personnel

Likewise, all of the officer grades should be given a training course of at least two weeks of forty hours per week. The course should be basic and embrace elementary subjects of police administration including organization and supervision, in addition to other police subjects. Ten percent of the officers should be assigned to training until all officers have completed a basic in-service training course.

The present training course consists of such subjects as administrative organization of the Cambodian Government, the organization of the Cambodian judiciary, organization of the police services, criminal law, report writing, scientific

investigation, some instruction in English, Vietnamese, Chinese and Thai languages and motor car driving. A considerable portion of the course is devoted to administrative and criminal law violations.

The course is being taught by five French Inspectors on loan to the Cambodian Government who are paid by the French. Any training conducted will have to be in either the French or the Cambodian language since only two individuals in the Cambodian police force speak English.

IV. FACILITIES AND EQUIPMENT - FISCAL

The facilities and equipment of the Cambodian National Police and Municipal Police are extremely limited. One of the fundamental principles in police administration is that the police must be able to move more rapidly and communicate more quickly than the populace. This permits the police to dispatch police service and reinforcements immediately to places of need and to transmit and receive messages requiring police action before the culprit has escaped or a disturbance has turned into a riot. Through utilization of modern facilities and equipment, police are able to maintain control with smaller forces more effectively and efficiently than would otherwise be necessary.

Another basic concept of a police system is its police records. It has been said that a police organization

is no better than its records. The proper recording of information coming to the attention of the police and the utilization of such information requires coordination between the various functional units of the police system in handling police information. This is particularly applicable to the control communication and records unit. The most successful approach to the problem has been through the creation of a central records unit with a complete integration of the Identification Bureau Records with other police records. Through this central record division flows all information of police nature where it is catalogued and filed for the use of the entire organization. The establishment of a central file containing the names of all the individuals coming to the attention of the police makes it possible to locate and identify persons and their associates immediately.

A scientific crime detection laboratory for the processing of physical evidence and conducting analyses has become a necessity in modern police administration. None exists in Cambodia. The Cambodian Police are generally deficient in facilities and equipment, deficient both from the standpoint of the bare minimum necessities to meet police requirements and from a standpoint of utilizing available records and communications to their full extent.

A. Records and Identification System

The Cambodian police have had a system of fingerprint identification and a record system of a sorts since 1913. However, there is little integration of police records information. There are various files in many of the police sections and with considerable duplication of information. An attempt is made at a central file system in the Identification Bureau. However, it breaks down in completeness since it contains only identification information, primarily of a criminal nature. The political section also maintains its own files. There is no cross-filing of persons, associates, and activities either in the political or identification system records or in the many other sections which maintain their own records.

The following is a brief description of the records of the National Police:

The records of the Bureau of Identification are located on the second floor of the Identification Building, which is immediately adjacent to the National Police Headquarters. There are three main files:

1. Fingerprint file -- approximately 1,000,000 filed by classification.
2. Alphabetical file -- total number unknown (14,100 have been issued at Phnom Penh)
3. Wanted Persons' file.

Fingerprint Files

The fingerprint classification used in Cambodia is known as the Pottecher System - a system of classification developed by a French man of the same name in 1902. The basic pattern is the same as the Henry system used in the United States and England but the Pottecher system requires more time to locate a set of prints in the file.

As mentioned in the foregoing paragraph, fingerprints were introduced into Cambodia in 1913 and first used in connection with immigration activities. In 1935, the French constructed the present Identification building and the fingerprints were transferred from the Immigration to the Identification Bureau and the present central Cambodian fingerprinting file was established. The Identification Bureau has 14 branches, one located in each province, mainly for the purpose of taking fingerprints and forwarding to Headquarters for classification. Only an alphabetical file is maintained at the provincial level.

A law passed April 24, 1950 requires that all Cambodian citizens must carry Identity Cards, which are issued at the Identification Bureau, Phnom Penh and its branches in the provinces. Despite the existence of this law, only part of the Cambodian population carry Identity Cards. The total number is not known.

Citizens of Laos and Vietnam are required to register with the Administrative Police at which time they are fingerprinted and their prints are filed in the Identification Bureau. They are also issued Identity Cards.

Chinese are required to register with the Immigration Police and are issued a similar Identity Card. At the time they are issued the Identity Card, two sets of fingerprints are taken; one is retained in the Immigration Section and the other forwarded to the Identification Bureau.

Alphabetical File

An alphabetical file on all citizens of the Associated States (Cambodia, Laos and Vietnam) who are registered with the police is maintained in the Identification Bureau. Foreigners, other than Chinese, are at present not required to possess Identity Cards. There are only about eighty foreigners (other than French and diplomatic personnel) in Cambodia.

The Identity Card contains name, photograph, and personal description. The Identification Bureau also makes out an alphabetic card on each individual who has a criminal record. To this card is transferred certain personal information from the fingerprint card.

In cases of persons applying for Identity Cards in the provinces, a duplicate set of fingerprints is taken;

one is filed in the provinces and one at the Identification Bureau at Phnom Penh. All filing is by last name. All oriental names are romanized. Chinese characters are not used.

Wanted Persons' File

The wanted persons' file is also an alphabetical file and contains a personal description of the wanted individual and any other available information in condensed form. In all cases, it is necessary to search the fingerprint file, the alphabetical file, the wanted persons' file and immigration's file and the Political Police file in order to ascertain if the police have a record of an individual.

Equipment

The equipment in the Bureau of Identification, at best, can be described as inadequate. The cards are placed in open wooden pigeonholes about 18 inches deep by one foot square; open on each end. The dust filters into them constantly and the file cards are handwritten in a time-consuming method. There is a complete absence of any modern filing cabinets and only a very limited number of typewriters in dilapidated condition.

The records of the political section are filed in the same type of pigeonholes. From an over-all point of view, the facilities and equipment of the Identification and

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Records of other sections are extremely limited and for the most part antiquated.

B. Special (Political) Police Records

The records bureau of the Political Police is located at the end of a wing on the second floor of the Headquarters building. It was created by the French in 1934. During French rule, the Political Police files in Phnom Penh were considered a branch of the central political records file maintained in Hanoi. In 1945, the records of the Cambodian Political Police became an individual entity.

Generally, there are four kinds of files maintained:

1. Dossiers on persons of political interest. At present, there are 42,000 individual dossiers filed alphabetically by last name in Roman script.
2. Correspondence: This is filed by date in file boxes containing several hundred sheets. Copies of correspondence relating to persons with dossiers are located here and are filed in several appropriate files.
- 3.&4. Subject Files: These are maintained on a variety of information in which reports and other data is categorized by subject and filed accordingly. There are about 30 main categories on file which are labeled by subject for "special files". These contain studies on political subjects of particular interest to the Political

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Police and contain such information as newspaper clippings, personal history, family connections, associations etc. pertinent to a particular subject, such as banditry, for example.

Method of Filing

In general, the method of filing and the equipment available resembles that of the Identification Bureau. For the most part, the files are contained in a series of "pigeon holes" of about 8 feet in height, each compartment about 18 inches deep, and 12 inches wide, wood construction. There are a few closed cabinets of wood, but most of the material is filed in open trays with no protection against dust and dirt.

Name cards, which are written out laboriously by hand, are filed upright in wooden trays which slide in and out of the pigeon holes. There are a very limited number of typewriters in dilapidated condition and modern office equipment or material is lacking. In general, the files and equipment of this section must be considered inadequate.

C. Immigration Police Records

The following files are maintained by the Immigration Police and are located in various places throughout the section inasmuch as there is no separate file room:

1. Fingerprints

There are approximately 300,000 prints filed according to classification. From 1913 to 1935, all fingerprints taken in Cambodia were maintained here. However, in 1935 when the Identification Bureau was constructed, the bulk of the fingerprints were transferred to the Identification Bureau and only fingerprints of immigrants and foreigners remained here.

2. Alphabetical Cards

There are approximately 188,000 filed by last name in Roman letters. The information contained on these cards is derived from that found on the request for Identity Cards, which is filled out by all persons required to register with the Immigration Police. Included in these cards are alphabetical cards on about 80 "Europeans" which include Koreans, Filipinos, Thais, and Japanese. Files do not include French and diplomatic personnel in Cambodia.

3. Dossiers - Resident Immigrants

There are about 3,000 dossiers filed numerically and cross-filed against the alphabetical file. The dossier file was begun in 1950 and since that time, dossiers have been opened on all resident immigrants.

4. Non-Immigrant Registry

These are annual books containing the names and some personal data on all individuals entering Cambodia on a

temporary visa. This type of registry was begun only in 1951. Following is a list of the number of persons who have entered on a temporary visa since 1951:

1951	164
1952	857
1953	675
1954	1870
January, 1955	93

The facilities and office space of the Immigration Section are extremely limited inasmuch as they are now operating in a former warehouse. The filing system equipment and materials are approximately of the same order as those of the Identification and Political Police and the same criticisms apply.

D. Port Police Records

No central files are maintained here. However, there are small files on a variety of miscellaneous subjects covering the activity of the Port Police -- the most important of which is a record of the exit visas issued by the Port Police. These number 2,338 and are filed according to date of issue. There are also a very small number of individual dossiers.

E. Administrative Police Records

The following files are maintained:

1. Alphabetical cards -- approximately 200,000 containing personal data on citizens of the Associated States,

other than Cambodians, who must register with the Administrative Police in order to obtain Identity Cards.

2. Passports -- Contains information concerning citizens of the former Associated States who have applied for or received passports.
3. Arms and Ammunition -- A record of all persons who have applied for weapons and ammunition permits. There is some personal information available. A separate file is maintained on foreigners who apply for these permits.
4. Miscellaneous Records -- Contain information obtained through background investigations, administrative fines levied etc. They are filed alphabetically by name.

F. Criminal Police Records

No central files. They maintain work files only, which are limited to an alphabetical file and a small number of dossiers. The results of completed investigations on criminal cases are forwarded to the Ministry of Justice, which maintains these records.

G. Laboratory

A scientific crime laboratory, as such, does not exist. There is a small photographic lab located in the Identification Bureau. It contains photographing, developing, and enlarging equipment. It is primarily used for persons seeking Identity Cards or for photographing arrested persons.

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There is also some portable photographic and identification apparatus for "processing" crime scenes. Since a scientific crime laboratory does not exist, the only recourse for the police is to rely on the laboratories of the educational institutions for analyses of physical evidence.

H. Communications - Radio and Telephone

The primary National Police radio network is composed of three stations. (SEE Appendix No. 1) The main station is located at Phnom Penh in the Headquarters building of the National Police. It is administered by the Secretariat and controlled by the Political Police section. The other two stations are located in the Provincial capitals of Battambang and Kampot. Thus, in effect, the National Police, per se, maintains contact with only two provinces. The secondary communications network consists of the radio network of the Provincial Guard which has 70 small 15 and 25 watt stations, located throughout Cambodia. (See Table No. 4) There are no mobile transmitters or station to auto radio communications in Cambodia.

Operations

In Phnom Penh, there are five "operators" assigned to the headquarters whose duty it is to assure 24-hour a day contact with the provinces. The official hours of operation are listed as follows: 9:30 to 11:30 and from 15:45 to

17:45 except during emergencies when the closing time is listed as 21:00.

Actually from the observations of the writers over a period of several days, very little use is made of the radio communications. Very often the operator is simply not available or the radio is inactive for a variety of other reasons. Little dependence is placed on the Police Radio; most messages are sent through the commercial telegraph office (P.T.T.). Radio transmissions average one to three per day. All transmissions are by voice radio; only one "operator" has been trained in Morse Code.

Radio Equipment

The Headquarters station at Phnom Penh and those at Battambang and Kampot are equipped with 60 watt transmitters - receivers of French manufacture, type ER-360, which were given to the Cambodians by the French in 1950. The equipment does not appear to be in good condition and the operator complained that the transmitters were in need of constant repair.

Method

All messages are sent by voice and although the operator stated that the transmitters are equipped for Morse Code, this has never been used.

Classification

There is no standard system of classification. If a message is not considered secret, it is sent in the clear by voice. If the message is considered secret, it is sent by voice in code using a five digit system.

Control

All messages must be personally approved by the Chief, who signs each one, and designates the method of transmittal. Messages originating with the Urban Police of Phnom Penh must also be approved by the Chief of the National Police.

Efficiency

The impression gained by the writers is that for all intents and purposes the National Police does not have effective radio communications, the equipment is faulty, and in need of constant repair, the operators never seem to be on duty despite the official regulations. As a matter of fact, most messages are sent through the local telegraph office.

"Operators"

Although there are five operators listed for Phnom Penh, there is only one who has had any form of training. The other four are able to operate the transmitter - receivers but have never had any training in the use and upkeep of the equipment.

Telephone

The National Police has one 10-line switchboard located in the Secretariat Section in the Headquarters Building. Five telephone operators provide telephonic communications between the headquarters and the various sections at Phnom Penh and with the National Police stations located in the provinces.

Equipment

The switchboards, telephones, and lines of the National Police are of an old type French manufacture, in very poor condition. All phones are of the outmoded crank type. The telephone service provided is generally very bad.

(Table 4)

RADIO NETWORK OF THE PROVINCIAL GUARD

<u>Province</u>	<u>Station</u>
<u>KANDAL</u>	Salakhet
	Chhak-Kasang
	Ang-Snuol
	Lovea-Em
	Loeuk-Dek
	Ksach-Kandal
<u>BATTAMBANG</u>	Rokar-Kong
	Salakhet
	Bacprea
	Banan
	Koas-Krala
	Lovea
	Sisophon
Pranet-Preas	
P.N. Battambang	
P.N. Popet	

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<u>Province</u>	<u>Station</u>
	Salakhet Aurang-Au Srak (Toul-Kvac) Chamcar-Loeu (Speu) Kah-Sotin (Chy-Her) Mimot Srey-Santhor (Prek-Por) Stung-Trang
<u>KOMPONG-CHAM</u>	
	Salakhet Pralay-Meas Kg - Leng Kg - Prasath Kg - Tralach Babo
<u>KG-CHHNANG</u>	
	Salakhet Kaun-Sat Kep-Thmey Chhouk Kg-Trach Bantey-Meas
<u>KAMPOT</u>	
	Salakhet Chhlong Sambo
<u>KRATIE</u>	
	Salakhet Thnot-Chum Kah-Andet Kirivong Samrong Baray
<u>TAKEO</u>	
	Salakhet Chan-Trea Kg-Trach Kokisom Robas-Pring Svat-Thom Chan-Trey
<u>SVAY-RIENG</u>	
	Salakhet Srang Amlang
<u>KOMPONG-SPEU</u>	

<u>Province</u>	<u>Station</u>
<u>PURSAT</u>	Salakhet Bakan Phnom-Kravanh Krakor
<u>SIEMREAP</u>	Salakhet
<u>PREY-VENG</u>	Salakhet Pea-Rang Sithor-Kandal Kamohay-Meas Kanh-Chreach Baphnum Kra-Nhuong
<u>STUNG-TRENG</u>	Salakhet
<u>KOMPONG-THOM</u>	Salakhet
Surface Defense of Provincial Guard	Radio Shop

I. Transportation

The mobility of the National Police is sadly lacking. For the entire National Police service of the entire country consisting of 1,012 personnel, they have 29 motor vehicles consisting of 14 jeeps of which 2 are new, 2 are in fair condition, 8 are in bad condition, and 2 have been condemned. There are 4 touring cars; 2 in fair condition, 1 in bad condition, and 1 condemned. There are 9 light trucks; 8 are in bad condition, one has been condemned. One truck - in bad condition. One motorcycle - in bad condition. There are 40 bicycles in poor condition. Horses and other domestic animals are not used for transportation.

Of the above 29 vehicles, 18 are used at central headquarters in Phnom Penh and 11 in the provinces.

The following is a table of distribution showing type, location, and condition of all motor vehicles and bicycles of the National Police.

<u>Number</u>	<u>Make</u>	<u>Type</u>	<u>Location</u>
1	Dodge	Touring	Central Hq., Phnom Penh
2	Citroen	Touring	"
1	Renault	Touring	"
1	Land Rover	Jeep	"
4	Willys	Jeep	"
3	Citroen	Light truck	"
2	Renault	Light truck	"
2	Peugeot	Light truck	"
1	Austin	Truck	"
1	Motorcycle		"

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4	Willys	Jeep	Battambang, Kg-Chhnag Takee, Kampot
1	Citroen	Light truck	Kampot
2	Willys	Jeep	Poste Kg-Trach, Kratie
1	Land Rover	Jeep	Kg-Cham
1	Renault	Light truck	Kg-Cham
2	Willys	Jeep	Post Neak-Luong, Kg-Thom

29 vehicles

40 bicycles

Central Hq., Phnom Penh

As mentioned elsewhere in this report, the police have repeatedly attempted to increase their mobile equipment but have had their requests rejected by the Finance Ministry.

J. Fire Arms

The fire arms of the National Police are a motley lot. They consist of varied makes and calibers and varied conditions of repair. There are 152 submachineguns, 212 rifles, 322 automatic type pistols and revolvers. For this assortment of weapons, there are 1700 Mauser rifle cartridges, 550 Enfield rifle cartridges, 9,530 machinegun cartridges and 3,600 pistol and revolver cartridges.

There is a definite need for standardization of weapons and calibers because the problem of supplying ammunition in case of emergency would be virtually impossible.

There is an ample if not over-supply of submachineguns. The police should first be equipped with a standard hand-gun or a small utility weapon, such as the 30 US carbine and with shotguns or machineguns only as supplementary weapons.

The table of arms and ammunition for the National Police is below; a similar table for the Municipal Police of Phnom Penh is shown in the Municipal Police Section of this report.

NATIONAL POLICE - Arms and AmmunitionA. Fire Arms

1.	<u>Submachineguns</u>	<u>Number</u>	<u>Total</u>
	"Bren" Lewis gun	1	
	"Hoschkis" G.M.H.	100	
	"Thomson" (45 caliber)	3	
	"Mas" (7.65 long)	3	
	"Sten" gun, 9 mm	45	152

	<u>Number</u>	<u>Total</u>
2. <u>Rifles</u>		
1 US Carbine	1	
"Enfield" 7.7 mm	141	
"Mauser" 7.92 mm	70	212
3. <u>Hand guns</u>		
Pistols, Herstal, 9 mm long	96	
Pistols, Herstal, 7.65 mm	37	
Pistols, unique, 7.65 mm	17	
Pistols, MAB, 9 mm	148	
Pistols, MAB, 7.65 mm	21	
Revolvers, Colt	1	
Pistols, M Star	2	322

B. Ammunition

Mauser rifle cartridge, 7.92 mm	1700	1700
Enfield rifle cartridge, 7.7 mm	550	550
Machinegun cartridge, 9 mm long	9530	9530
P. A. cartridge, 9 mm	2300)	
Smit revolver cartridge, 9 mm	750)	
P.M. Thomson cartridge, 45	None)	
Mab cartridge, 7.65 mm	550)	3600

(Source -- National Police Headquarters
February 1955)

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K. Building and Grounds

Buildings of the National Police are for the most part owned by the Government. Headquarters of the National Police are located in five separate buildings in Phnom Penh. This

adds to administrative inefficiency and requires additional custodial personnel. The buildings are of masonry type construction, generally crowded, and poorly lighted.

There is no police school building. The present class for 32 students is being conducted in a small building of the Municipal Police of Phnom Penh, which is entirely inadequate for the purpose and is being used only as a temporary expedient.

The building housing the judicial and administrative police sections is being rented and the police have been requested to vacate September 1, 1955. The Government has failed to provide funds for constructing a new building for these sections although repeated requests have been made to the Ministry of Finance. The amount of the requests have been for 4 million piasters.

In the event the police are forced to vacate the building, a serious shortage of space will result.

Detention Quarters

The police hold-over located in the administrative and judicial building is entirely inadequate, both from the standpoint of space and sanitation. Quarters consist of five cells varying in size from 30x20 down to 12x20 with 12-foot ceilings. They are dark, poorly ventilated with only one window, meager toilet facilities. They are filthy, almost

beyond description and very overcrowded. At the time of inspection by the writers, 70 persons were occupying the largest cell while between 20 and 30 occupied most of the other cells. The smallest cell in which females were segregated, there were 17 incarcerated. There are no bunks or running water inside the cell. The front of the cells have wooden bars of approximately 2x2 inches spaced one-inch apart. The one window and the space between the bars are the only means of light and ventilation. Detained persons receive two meals per day consisting of rice. Even by oriental standards, the detention quarters are completely inadequate.

L. Budget and Fiscal

The total amount of the 1955 budget for the National Police is 33,934,400 piasters. Of the total, 32,056,800 piasters or 94.7% was spent for personal services, salaries, allowances for uniforms, housing, hazardous duty etc. 1,877,600 piasters was spent for equipment, supplies and upkeep. This amounted to 5.3% of the total budget, considerably under the amount normally spent for equipment, supplies and upkeep in most police systems. This is accounted for by the fact that the Ministry of Finance as an economy measure disallowed a request for 12,600,000 piasters for FY 55 and it previously disallowed a similar request for 3,770,000 piasters for FY 54. 210,000 of the '54 request was subsequently approved for the purchase of two jeeps.

The total approved budget for 1954 and '55 is as follows:

<u>Budget 1954</u>		(Personnel)	
A. Salaries and incidental expenditures			
1.	Salaries of officer personnel.....	10,167,700	piasters
	Additional 14%.....	1,363,800	"
	Salary increases, family and other allowances.....	8,442,100	"
2.	Salaries and increase for non-commissioned personnel.....	9,586,000	"
	Allowances.....	4,116,000	"
B. Other Expenditures			
3.	Allowances.....	821,600	"
		<hr/>	
		34,497,400	
C. Equipment, supplies and upkeep.....			
		1,877,600	"
		<hr/>	
<u>Grand Total:</u>		1954 Budget	36,375,000
			"
<u>Budget 1955</u>		(Personnel)	
A. Salaries and Incidental Expenditures			
1.	Salaries of officer personnel.....	10,693,200	"
	Additional 14%.....	1,905,740	"
	Salary increases, family and other allowances.....	5,236,960	"
2.	Salaries and increase for non-commissioned personnel.....	8,774,100	"
	Allowances.....	3,149,400	"
B. Other Expenditures			
3.	Allowances.....	495,100	"
C. 4. Expenses incurred after the Budget closed.....			
		1,802,300	"
D. 5. Equipment, supplies and upkeep....			
		1,877,600	"
		<hr/>	
<u>Grand Total:</u>		1955 Budget	33,934,400
			"

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M. Budget Request for 1954 Rejected by the Finance Ministry

	piasters
1. Construction of four masonry buildings to serve as headquarters for the National Police in the Provinces of BATTAMBANG, KRATIE, KAMPOT, and STUNG-TRENG.....	1,600,000
2. Construction of a one-story masonry type building to increase the detention quarters of the National Police in PHNOM PENH.....	80,000
3. Construction of a garage for bicycles of National Police of PHNOM PENH.....	50,000
4. Construction of toilet facilities for the police at PHNOM PENH.....	50,000
5. Enlarging of the records system of the National Police of PHNOM PENH.....	100,000
6. 19 jeeps for the National Police in Phnom Penh and the Provinces.....	1,235,000
7. one light truck, National Police Headquarters, PHNOM PENH.....	155,000
8. five boats: 25 feet long, 6 feet wide, 105 horse power. Two for Port Police section of PHNOM PENH. Three for the National Police of KOM-PONGCHAM, KOMPONGTHOM, and KRATIE.....	<u>500,000</u>
GRAND TOTAL.....	3,770,000

N. Budget Request for 1955 Rejected by the Finance Ministry

1. Construction of a masonry type building to serve as the headquarters of the judicial and administrative sections of the National Police in PHNOM PENH to replace the present one which is being rented.....	4,000,000
2. Construction of a masonry building to serve as a police school and dormitory.....	3,000,000
3. Construction of four masonry buildings to serve as the headquarters of the National Police in KRATIE, BATTAMBANG, KAMPOT, and STUNG-TRENG.....	1,600,000

	piasters
4. Construction of a one-story masonry building to enlarge the detention quarters of the National Police in PHNOM PENH.....	100,000
5. Construction of a garage for bicycles of the National Police in PHNOM PENH.....	50,000
6. Construction of toilet facilities for the National Police of PHNOM PENH.....	50,000
7. A mobile laboratory unit for the judicial police section, PHNOM PENH.....	300,000
8. 11 jeeps for National Headquarters and provinces...	1,210,000
9. 5 jeeps as replacements.....	530,000
10. 5 motor trucks; replacements for ones now condemned	820,000
11. 5 boats: 25 feet long, 2 feet wide, 105 horse power.....	600,000
	<hr/>
<u>Grand Total:</u>	12,260,000

V. AUTHORITY AND JURISDICTION

The authority of the National Police extends throughout Cambodia and includes general police powers in the usual sense such as the prevention of crime, protection of life and property, investigation of crime and offenses, arrest and detention of offenders, serving of subpoenas, legal processes etc.

In addition, the police of Cambodia perform many functions of a regulatory nature, such as the assessment of fines (up to 40 piasters), collection of fines, approval of a variety of licenses and permits, registration and control of aliens, control of sanitation etc.

In general, measures that tend to regulate are the responsibility of the police to enforce unless otherwise delegated. The police may arrest offenders and detain for 24 hours in cases of crimes and offenses, at which time the arrested person is to be taken before a magistrate. In actual practice, however, the police may and do frequently request extensions of the 24-hour period from the magistrate in order to complete investigations. The extensions are usually granted for 10-day periods and then extensions may be extended several times in a particular case.

In addition to the authority related to crimes and offenses, the National Police are also responsible for maintaining internal security. The Police authority, legal or otherwise, involving political crimes or the investigation of so-called political offenses is not subject to the same restrictions as in cases involving criminal offenders. It appears that the police may arrest without warrant and detain suspects of political crimes for indefinite periods.

Detention quarters for criminal and administrative offenders and those for political prisoners are in separate buildings. For the administrative and criminal offenders, they are located in the administrative police building in Phnom Penh. The political prisoners are detained in a separate jail located adjacent to the National Headquarters

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building in Phnom Penh. Of the two, the political detention quarters are much less filthy and less crowded than are the detention quarters for the criminal offenders.

The authority of the officer class (inspectors and above) is much greater than that of the non-commissioned grades. The latter can act only on behalf of the officers and can arrest only in the case of flagrante delit.

If a non-commissioned officer or ordinary patrolman is the first to appear at the scene of the crime, his duty consists of protecting the scene, detaining suspects and notifying his superior officer or chief. The officer upon arriving at the scene assumes the responsibility and directs the investigation.

The officers being judicial police officials have some authority to act on behalf of the magistrates. As mentioned previously, they can assess fines up to a maximum of 40 piasters (about \$1.15 at legal rate of exchange). They are also the only members of the police who are competent to prepare a proces verbale (police report) for action of judicial authorities.

In some instances, the magistrate acts without hearing witnesses other than the defendant and the police officer who relates the circumstances of the arrest based upon

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information supplied to him by the arresting policeman or concluded by the officer during the preparation of the proces verbale.

The proces verbale contains the following information:

1. A statement of the facts of the case (who, what, where, when and why).
2. Identity and background information concerning the accused.
3. A list of the witnesses and their addresses.
4. A description of the crime.
5. Statement of the complainant.
6. Statements of witnesses for the complainant.
7. Statement of the accused.
8. Statement of the witnesses for the accused.
9. Physical evidence.

After the Proces Verbale has been drawn up, the complainant and the accused are confronted with the purpose of reconciling contradictory information.

The accused is then sent to the Identification Bureau for fingerprinting. At the same time, the records of the Identification Bureau are checked for any prior criminal record.

After the officer has signed the Proces Verbale, the accused is sent to an examining Magistrate for

arraignment. Only a police messenger who carries the Proces Verbale escorts the accused to the court. Usually, only the accused person and the messenger appear before the Magistrate who, after reading the Proces Verbale and questioning the accused, remands him to jail to await trial.

VI. PROBLEMS OF ORGANIZATION, ADMINISTRATION, AND MANAGEMENT

The quality of management of the Cambodian National Police is reflected in its lack of administration, supervision, training, inspection and follow-up, reporting, compilation of statistics and delegation of authority. The organizational structure does not reflect careful planning but rather a variety of sections with no clearly defined lines of responsibility, thrown together somewhat along French police organizational lines. All are reporting or at least attempting to report to the Chief of Police. The Chief of Police is the busiest man in the department. He seems to be about the only man who can make a decision or has the authority to do so.

There is almost a complete lack of delegation of authority with the most routine decision reserved for the Chief. This applies to section and sub-section chiefs at all echelons. It seriously hampers administration, stifles individual initiative, covers incompetence and adds up to general over-all inefficiency.

Failure to Accept Responsibility:

There are many factors contributing to the lack of acceptance of responsibility. The National Police are a relatively new organization, only dating from 1945 as an over-all Cambodian Force and only having full authority from 1953. Most of its officers, who now occupy important administrative positions, held minor posts in the French police organization. They have had little opportunity to become executives capable of making decisions. Their experience has been more in referring decisions to higher authority rather than taking action themselves.

Their lack of experience adds to their insecurity, which results in their almost complete failure to delegate authority. The departure of French police administrators left a vacuum in the executive positions and resulted in these positions being filled with persons who lack the necessary professional knowledge and executive ability.

Over-specialization:

Organization or the lack of it almost defies description. Few section or sub-section chiefs appear to know how their work load is divided. They know only that they have several men assigned of whom "some do this, and some do that." There is entirely too much effort at specialization and too many small units. The result resembles fragmentation rather than organization. There is duplication

at all levels and entirely too many personnel engaged in administrative-type duties. This conclusion is not based on a comparison with American departments but rather on comparison with other oriental police departments.

Clerical Problem:

One of the contributing factors is the problem of reducing information to writing. Since there are very few persons who write legibly, few typewriters and typists, large numbers of personnel are engaged in rewriting raw information into usable form. Both the French and Cambodian languages are used. However, at present, there is no Cambodian typewriter being manufactured -- all Cambodian language documents must be hand-written.

In no place within the police organization did the writers observe the use of stenographers.

The clerical problem is not one of easy solution and will continue to require large numbers of personnel being tied-up performing clerical duties. However, valuable clerical personnel are needlessly being wasted through duplication in organization in the various echelons. For example, each little section maintains its own clerical staff and a secretarial unit. In many of these sections, there is little clerical work to be done and the clerical staff then spends their time registering correspondence

in and out, making great-to-do over insignificant details in an attempt to justify their existence.

A study of the administrative needs of the police would no doubt indicate that the clerical problem could be greatly simplified by centralizing most of the clerical work in a few sections where personnel under supervision would be employed full-time at the task. The acquisition of additional typewriters and the manufacture of one of three types of Cambodian typewriters which have been invented would greatly reduce the vast amount of manpower assigned to clerical duties.

Lack of Management:

There is an over-all lack of management, leadership, and direction of the National Police towards the goal of maintenance of public safety and internal security. There is a great tendency toward bureaucracy. The man in the office appears to be a petty lord while outside operational tasks are shunned. The patrolman on the beat apparently attempts to look as inconspicuous as possible.

Duplication of Effort:

Much of the over-all assets of the police are dissipated through duplication of effort. As an example, the special police section and the criminal police section of the National Police, and also the Phnom Penh Police Department have units whose function is the protection of Government

Officials. Approximately 100 men are assigned to this duty and they spend a great portion of their time sitting in the office.

Too Many Assigned to Headquarters:

Of the total personnel in the Cambodian police, 635 are assigned to the headquarters in Phnom Penh and 377 assigned to the provinces. Cambodia is no exception to the tendency to have more personnel sitting in the headquarters than are on the outside working. It takes a constant effort on the part of a top executive of a police organization to keep headquarters down to size and more men on the outside.

In order to keep abreast of activities, the police must be constantly in contact with the public: patrolling, interviewing, observing, and conducting surveillances. Crimes are committed on the streets and in areas other than police headquarters. Personnel of the police force should be distributed accordingly.

Need for Coordination and Compilation of Data:

There is little coordination and no systematic compilation of crime statistics or other data which form an index to the police problem. There are no central files containing the names of all persons who come to the attention of the police. Records and files are scattered through every section. In order to obtain all the information

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available in police headquarters on a single individual, it is necessary to check many files. A thorough check of all files which might have information in a given case on an individual requires more imagination and more initiative than is apparent in the average policeman.

The files on criminal and administrative offenses should be centralized into one central file with one master index. The special (political) police section files should also be centralized with one master index.

Crime Reporting:

There should be established in connection with the central record system a standardized system of crime and offense reporting on a nation-wide basis. Such information would provide the officials responsible for Internal Security and law enforcement some basis for evaluating police requirements and operational effectiveness.

Organization Problems:

There is much overlapping in jurisdiction and functions of many of the sections, sub-sections, and units of National Police. Many of them perform the same tasks or several perform the same part of an over-all task. Some of the inefficiency of the organization is directly attributable to the basic organization itself.

Need for Simplifying Organization

There is a definite need for the simplification of the over-all organization, the elimination of many of the smaller units; and combining their functions into larger sub-divisions. There is also a definite need for fixing responsibility, establishing definite command channels, system of inspection and follow-up, systematic method of compilation of crime and offense data, redistribution of personnel in accordance with police needs based on selective enforcement.

One of the underlying problems inherent in the Cambodian Police is in the basic concept of the organization itself, in that practically all regulatory functions are the responsibility of the police, thus they get involved in many administrative functions which are normally outside the police field in Anglo Saxon countries. This adds to the bureaucracy and unpopularity from the standpoints of the public. It should be remembered that the police organization that existed in Cambodia for over a hundred years directed a large portion of its effort toward surveillance of the public and repression of influence which tended to become a threat to a colonial power. The Cambodian police have inherited a great deal of the repressive influences of the former police organization and continue to practice them to the detriment of the public.

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Much of the police effort is expended in registration and in checking on identity cards of Cambodian and Associated States' personnel. At least five sections of the headquarters: special police, administrative police, the immigration police, the port police, and the criminal police sections have something to do with the normal registration and investigation of foreigners and Associated States' nationals. Practically all of these matters could be better handled by a single section charged with immigration control.

The responsibility for handling most administrative offenses including economic offenses should be assigned to the administrative police section.

The special police participate in a variety of police activities which are the responsibility of other sections of headquarters or the municipal police of Phnom Penh. They seem to have carte blanche authority to enter into any type of police activity. They maintain a heavily armed riot squad and a night patrol which spend most of the time sitting in headquarters. The function of quelling riots should not and cannot be successfully delegated to plain-clothes investigation units. Such activities fall within the crime prevention category and should be rightfully handled by the municipal police of Phnom Penh.

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The special police instead of devoting their time to a concentrated effort against communist-inspired infiltration from outside and investigation of subversion, sabotage, and similar offenses spend most of their time participating in domestic political activity and a variety of petty administrative details. They investigate every conceivable act which might be considered in opposition to the Government in power. In many respects they function as a strong-arm organization of the Government.

One of the greatest weaknesses of the national police is the lack of continuity in executive direction and policy. There have been 3 Ministers of Interior and 3 Chiefs of Police within the past year. Changes of this frequency can only lead to confusion. Successful police administration depends on sound policy based on long-range planning and execution. Under normal circumstances, a certain period of time is necessary before police measures or the lack of them can have an effect upon law enforcement and the problems of internal security. This period varies according to local situations, but is often as much as two years. Herein lies one of the dangers faced by the Cambodian police. They have had the advantage accruing from a long period of police control when the police were successful in repressing criminal acts, and the reputation gained by

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the police during this period is still, no doubt, a deterrent to crime. However, when the populace finds out that the present police are far more impotent than their predecessors, then an increase in crime and other offenses is certain to result. While there are no statistics upon which to base an accurate opinion, the present increasing problem of banditry on the highways and in certain areas of the country may indicate that criminal elements are coming to a greater realization that the present police are not as capable of dealing with crime and other acts of opposition as were their predecessors.

Police Corruption:

To determine the extent or the existence of police graft is beyond the limitations of the survey. Such an effort would require extensive investigation. However, in the course of the survey, the writers were informed of allegations of graft, both by persons within the police organization and from other citizens. These allegations were sufficiently extensive to indicate that graft is wide-spread throughout the Government including the police and even reaching into the Imperial Household.

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MUNICIPAL OR URBAN POLICE

I. CONTROL

There are fifteen municipal or urban police departments in Cambodia. They are located in the capital city of each province. They are directly responsible to the Governor of the Province in which they are located for administration. The Governor also directs their operations, to some extent, through the Chief of Police, who is directly responsible to the Governor. The Chief of the National Police has technical or functional supervision over the Municipal Police. The Ministry of Interior has over-all authority for internal security and since the Governor is directly responsible to the Minister, the latter usually makes many policy decisions and actually directs many police operations. This is particularly true with the present Minister of Interior, who is a former police official.

Actually, the Chief of Police of Phnom Penh has three bosses: the Governor, the Chief of the National Police, and the Minister of Interior.

Authority and Jurisdiction:

The Municipal Police are charged with the primary responsibility of maintaining public safety. Generally speaking, they confine their activities to minor criminal and administrative offenses. They arrest on sight or delit

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flagrante for major criminal offenses and turn the accused over to the criminal police for investigation.

There are some exceptions to this general rule because they have a small squad of detectives on the Phnom Penh Municipal Police Force who conduct some criminal investigations.

All cases involving political offenses are immediately turned over to the special (political) police for investigation.

Virtually all police authority is vested in the inspectors and commissaires. The enlisted rank have little latitude for discretion or initiative and in no case, have the authority or the responsibility ordinarily delegated to a policeman of the lowest rank in Western countries.

The Municipal Police perform many duties which are handled by departments other than the police in Anglo-Saxon countries. They collect fines, enforce sanitary regulations, supervise street cleaning, approve a variety of applications for permits, licenses etc.

The jurisdiction of the Municipal Police is confined to the city limits of their particular city. Although in hot pursuit, they may apprehend outside its limits.

Occasionally, the Municipal Police conduct some investigations in the provinces. This is always done with the permission of the National Police and usually a National Policeman accompanies them.

There is considerable duplication of effort between the National Police and the Municipal Police, particularly in Phnom Penh where the National Police maintain their headquarters.

II. ORGANIZATION:

The organization of the Municipal Police follows a general pattern, typical of which is the organization of the Municipal Police Department of Phnom Penh. (SEE Schematic Charts, No. 11 and 12)

The Police Department of Phnom Penh is under the direct supervision of the Chief of Police and two Deputies. It has nineteen sections which are as follows: (The first 11 report to the 1st Deputy and the other 8 report to the 2nd Deputy. There is some general division of responsibility with the 1st Deputy primarily concerned with administrative and the 2nd Deputy concerned with outside operations. However, this is no more than a generalization since the criminal squad is responsible to the 1st Deputy.)

- Administrative Secretariat
- Messengers
- Accounting and Finance
- Administrative Fines Cashiers
- Administrative Fines Office
- Process Serving
- Administrative Investigations
- Vice Suppression
- Criminal Investigation

General Inspection
Sanitation Inspection
Cycle Taxi and Cart Permits
Personnel Inspection, Arms, etc.
Traffic Motorcycle Patrol
Military Instructors
Chauffeurs
Detached to Provincial Guard
Detached to National Police
Reserve.

Actually, there are no clearly defined lines of command; most of the sections report directly to the Chief of Police who obviously has little time he can give to the supervision of nineteen separate sections, four district stations, six sub-stations, and two check posts--for that matter, neither do the two Deputies. Consequently, there is a general lack of supervision of activities and accountability for performance of duty.

The organization of the district and sub-station is almost a duplication of headquarters, although the size of the station makes it impossible to have as many sections. At the station level, there are 12 to 18 units, all responsible to the station chief of the Deputy. (SEE Chart No. 13 for "Typical Station Organization")

III. PERSONNEL

The personnel of the Phnom Penh Police Department consists of 30 inspectors, commissaires, and secretaries, all of whom are considered functionaries. However, the

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Chart N° II

ORGANIZATION OF PHNOM-PENH MUNICIPAL POLICE

HEADQUARTERS
PHNOM PENH MUNICIPAL POLICE

First District
Station

Second District
Station

Third District
Station

Fourth District
Station

Catholique
Sub-Station

Fluviale
Sub-Station

Check Point
Rte. N° 5

Check Point
Rte. to Kampot

Verdun
Sub-Station

Monivong
Sub-Station

Tuol Tapoung
Guard Post

Electric Plant
Guard Post

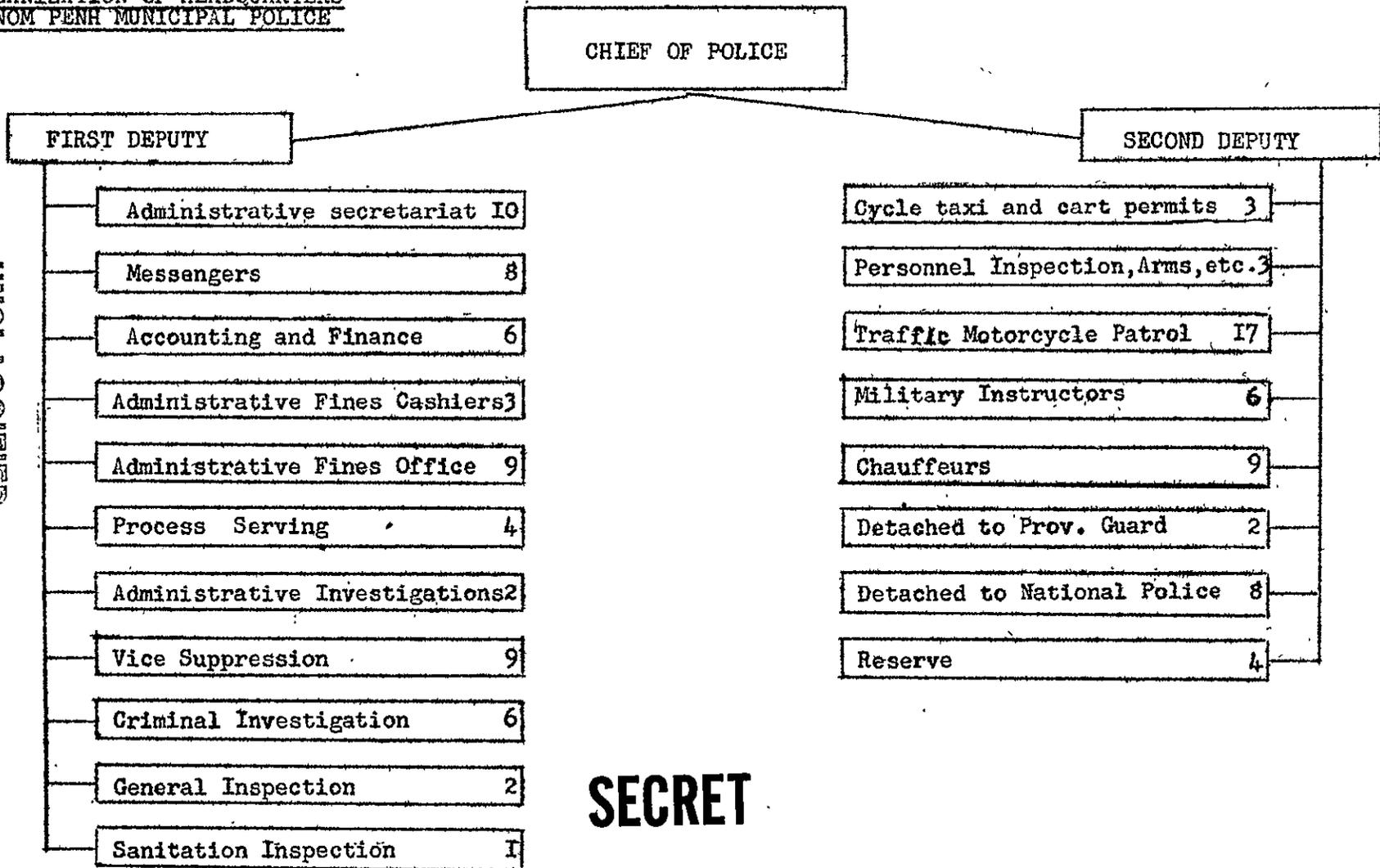
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Chart N° 12

ORGANIZATION OF HEADQUARTERS
PHNOM PENH MUNICIPAL POLICE



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secretaries or civilians in the Western sense do not have police authority. There are 530 regular non-commissioned personnel and 257 temporary non-commissioned personnel: a total of 787. In addition, 160 Provincial Guard are assigned to the 3rd District Station of Phnom Penh, where they work under the supervision of the Municipal Police in patrolling the outskirts of the city. The classification of personnel generally follows that for the National Police. (SEE Charts 14 & 15 showing distinguishing insignia of grade)

Uniforms and weapons are furnished. The salary, allowances, and retirement are the same as that of the National Police.

Recruitment:

Veterans who attain the grade of corporal or above in the Armed Forces, who are graduates of primary school, are eligible for appointment to the Municipal Police Forces provided they meet the other qualifications. Other persons take a written examination, which consists primarily of narrative type questions of the most elementary nature. The following is a translation of an entrance examination of the Municipal Police of Phnom Penh:

1. Construction of sentences (in French)

Construct a sentence using each of the following

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words: Police station, pistol, sanitation, accident, automobile, cycle taxi, drivers license, traffic, noise, sidewalk.

2. Write a report in Cambodian on the subject of Arson etc.
3. Solve a problem in arithmetic in Cambodian.
4. Solve a problem involving the metric system in Cambodian. Other requirements are:

- | | |
|-------------------|-------------------------|
| 1) age: | 18 to 25 |
| 2) minimum height | 5' 2" |
| 3) health: | good physical condition |
| 4) character: | good moral character. |

A background investigation is conducted on each applicant.

Training:

No formal training in the usual sense is given, although the recruits do receive some on-the-job training consisting of 30 minutes of lecture and 30 minutes of calisthenics every third day for the first year. There is also some instruction in military drill given each week.

IV. PROSTITUTION CONTROL

Prostitution is legal in Cambodia and the police are charged with the responsibility for its control.

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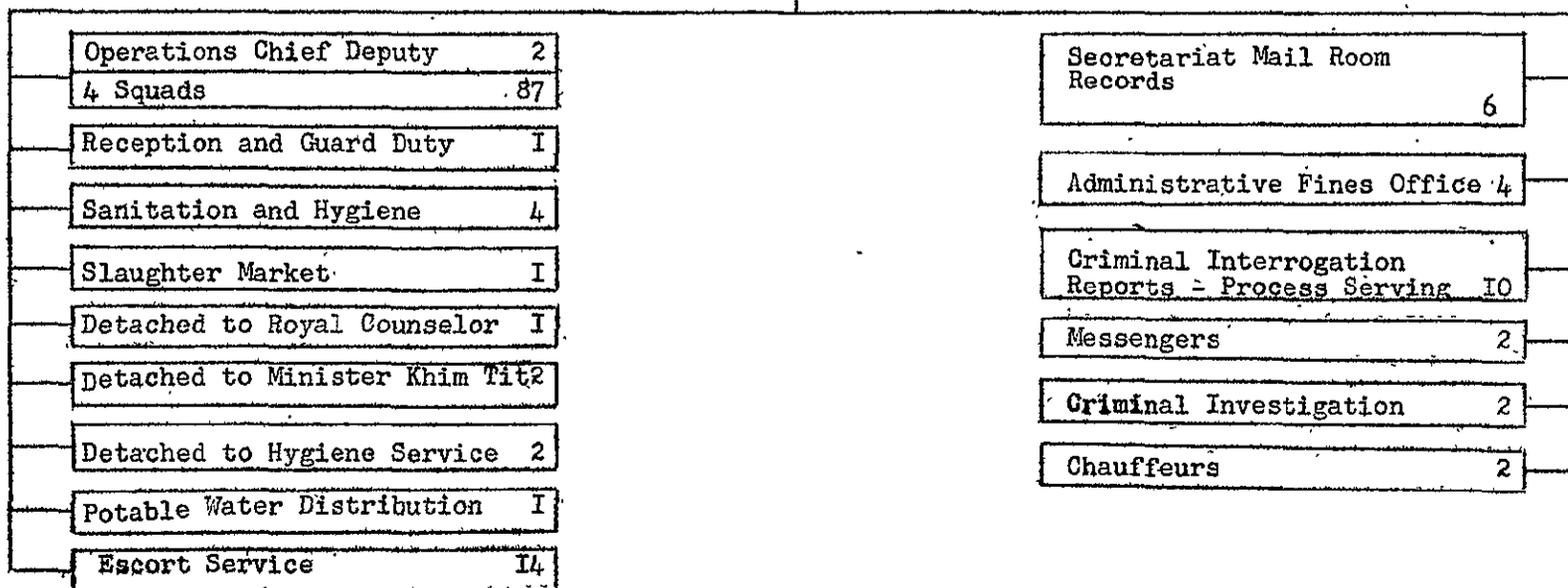
ORGANIZATION OF A DISTRICT STATION
(COMMISSARIAT) PHNOMPENH MUNICIPAL POLICE

Chart N° 13

HEADQUARTERS
PHNOM PENH POLICE

CHIEF (COMMISSAIRE)
THIRD DISTRICT STAT

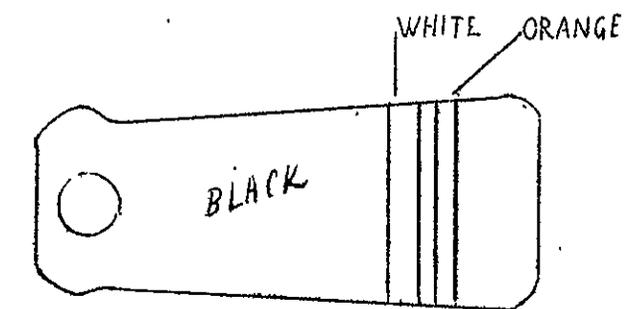
DEPUTY TO CHIEF



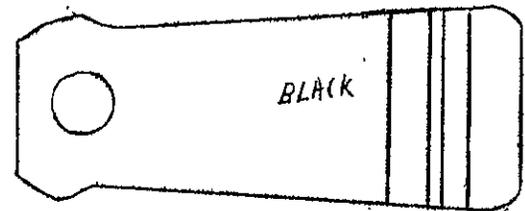
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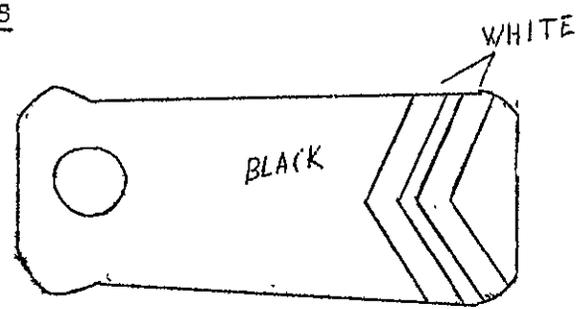
URBAN POLICE NON COMMISSIONED OFFICERS RANKS



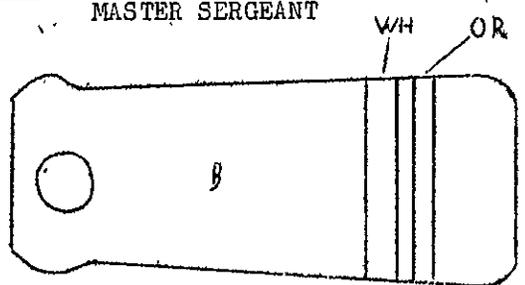
Brigadier de classe exceptionnelle
MASTER SERGEANT



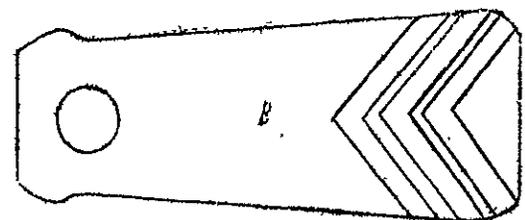
Brigadier de 1ère classe
SERGEANT FIRST CLASS



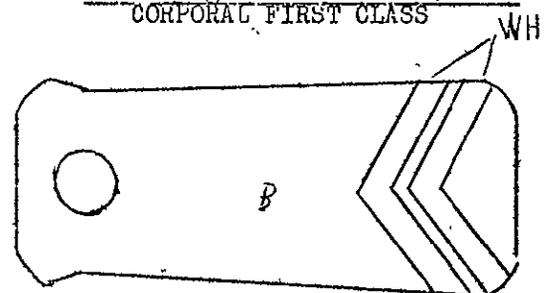
Sous-Brigadier de 1ère classe
CORPORAL FIRST CLASS



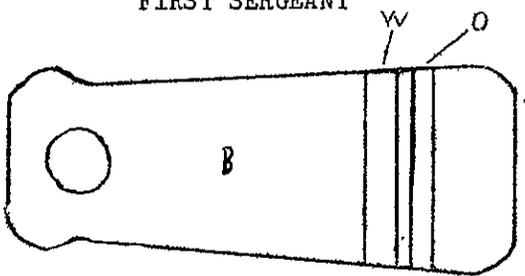
Brigadier hors classe spécial
FIRST SERGEANT



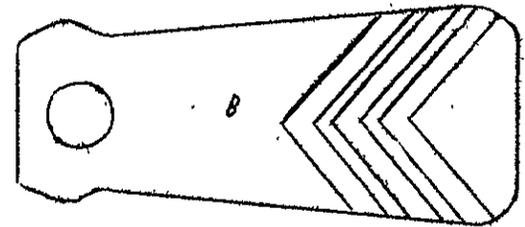
Brigadier de 2ème classe
SERGEANT SECOND CLASS



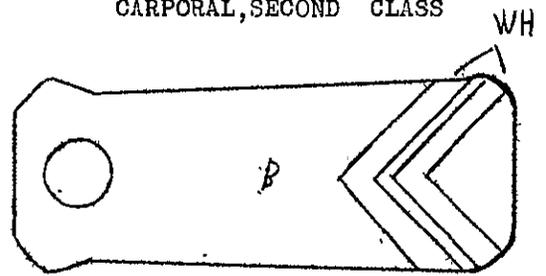
Sous-Brigadier de 2ème classe
CORPORAL SECOND CLASS



Brigadier hors classe
STAFF SERGEANT



Brigadier de 3ème classe
SERGEANT THIRD CLASS



Sous-Brigadier de 3ème classe
CORPORAL THIRD CLASS

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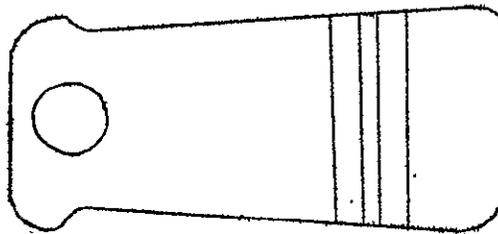
Chart No. 14, page 2

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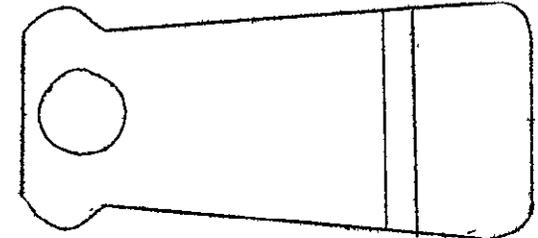
Agent de 1ère classe
PATROL MAN FIRST CLASS

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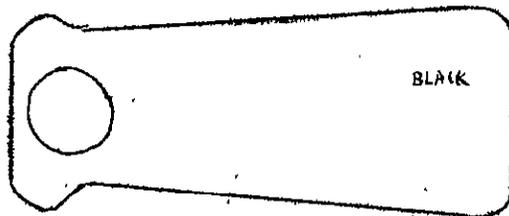
Agent de 2ème classe
PATROL MAN SECOND CLASS

GREEN ON BLACK

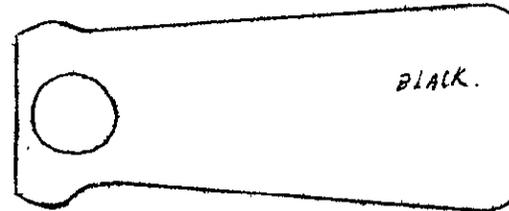


Agent de 3ème classe
PATROL MAN THIRC CLASS

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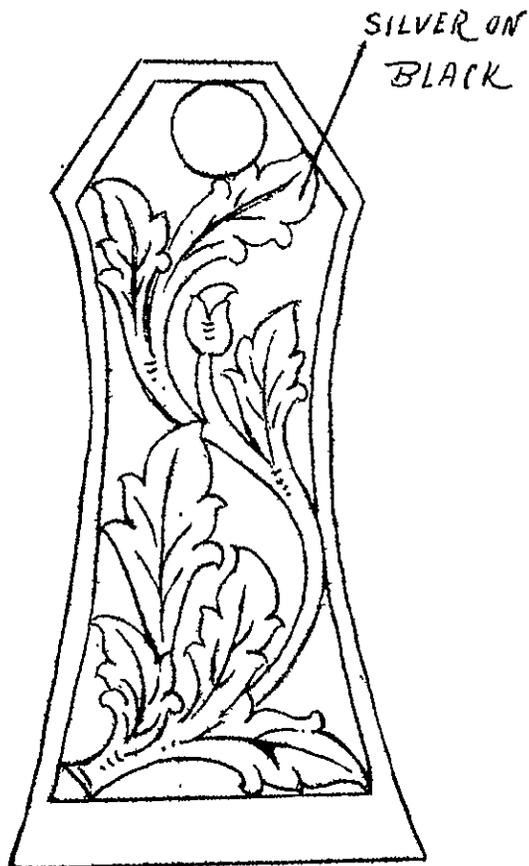
Agent Stagiaire
PATROL MAN PROBATIONARY



Agent Journalier
PATROL MAN PROBATIONARY

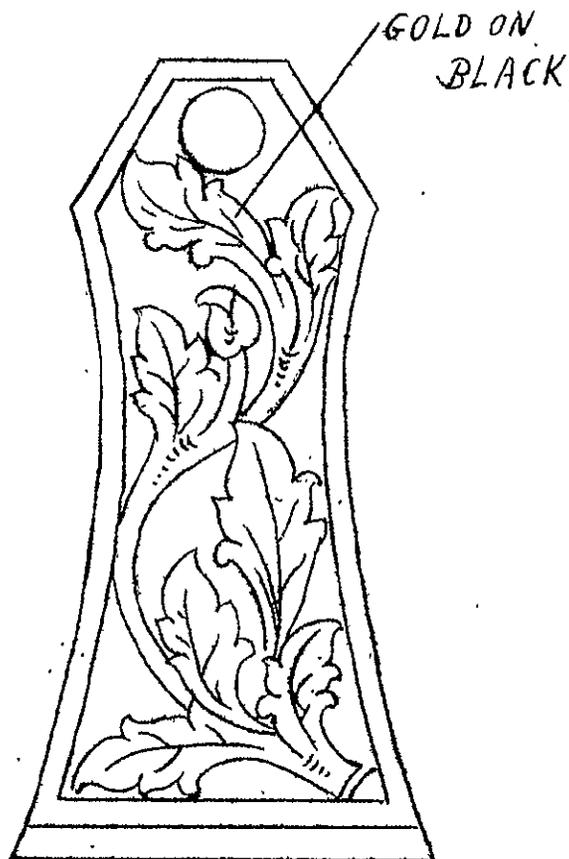
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NATIONAL POLICE OFFICERS' INSIGNIA



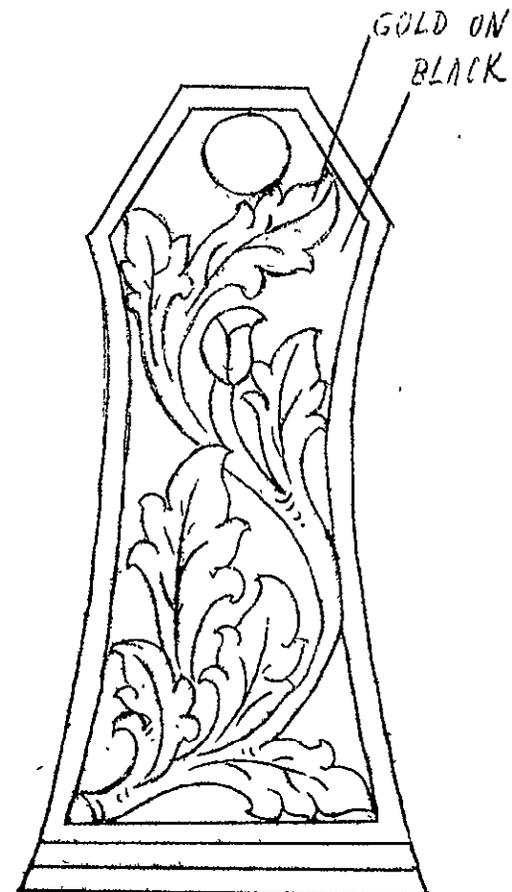
Inspecteur à Commissaire
1ère classe

Inspector To Superintendent
First Class



Commissaire hors classe
à Contrôleur 1ère classe

Superintendent First Class
To Controller First Class



Contrôleur Général et
Contrôleur hors classe

Controller General And
Controller First Class

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Each prostitute is issued an identity card containing personal data, fingerprints, photograph, and a section for recording visits to a physician for venereal disease inspection. The inspection is compulsory once each week.

There are nine Houses of Prostitution located in Phnom Penh. Photographs of the prostitutes of each house are displayed on the walls of the offices of the vice squad. Each prostitute is confined, in practice, to the house for which she works.

There is also a House of Prostitution which is controlled by the military, entirely separate from the above nine.

The number of prostitutes in each house varies from approximately 25 to 80.

V. RECORDS

Until 1953, the Municipal Police maintained no records whatsoever. Since that time, they have built a small file consisting of an alphabetical card index on persons arrested or coming to the attention of the police. There are about 700 of these index cards and there is approximately 200 dossiers containing miscellaneous information on 200 persons.

Other than these files, the Municipal Police must rely on the central files of the judicial (criminal), special

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(political) or identification sections of the National Police for any information of criminal or political nature.

All persons arrested are taken to the Identification Section of the National Police in Phnom Penh for fingerprinting.

Communications:

The Phnom Penh Police Department has no radio communications system. It has an inter-telephone system between police stations, sub-stations, and posts. Each station and headquarters have one or more outside lines through the local telephone system.

Crime Statistics:

There is no uniform classification of crime or offenses in Cambodia. Little use is made of statistics. As far as could be determined, no selective enforcement based on police problems as reflected by statistics is practiced.

In most sections of the National Police and the various municipal departments, there is usually some form of activity report submitted to the Chief of Police monthly. These do not reflect police problems accurately in that they do not show the number and classification of offenses reported. Most of the monthly reports merely give a summary of activity and reflect administrative offenses for which fines are collected; minor and major crimes for which persons are arrested. During the month of January, 1955, according to report by the Urban Police, there were committed in Phnom

Penh 5 major crimes, 332 minor crimes, and 6,117 administrative offenses.

There is no standardized reporting procedure and reports from a particular section will vary from month-to-month. The following is the report for three days, 10-11-12 February, 1955, for crimes and offenses handled by the Phnom Penh Police Department:

<u>District</u>	<u>Date</u>	<u>Major Crimes</u>	<u>Minor Crimes</u>	<u>Administrative Offenses</u>
1st	10 Feb 55	None	None	233
2nd	"	None	13	84
3rd	"	None	10	37
4th	"	None	None	5
			<u>23</u>	<u>359</u>
1st	11 Feb 55	None	None	89
2nd	"	None	10	177
3rd	"	None	7	48
4th	"	None	1	12
			<u>18</u>	<u>326</u>
1st	12 Feb 55	None	None	105
2nd	"	None	8	173
3rd	"	None	7	16
4th	"	None	None	16
			<u>15</u>	<u>310</u>

On the basis of the meager statistics and reports available, the crime problem does not appear to be serious in Cambodia. As reflected above, there were no major crimes committed in three days in Phnom Penh, a city of 550,000 inhabitants.

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It appears that there are ample police personnel to handle the crime problem provided they are properly trained, organized, and distributed in accordance with police problems.

VI. OPERATIONS

Operations fall into three categories:

1. Patrol: Consisting of foot patrol, some motor and bicycle patrol. Also included is a motorcycle squad organized for purpose of traffic control.
2. Investigation: Consisting of interviews, interrogations, records and fines.
3. Administration: Issuing subpoena, levying and collecting fines, approvals for issuance and recommendation for revocation of various licenses and permits.

Hours of work for the most part are as follows: four hours on duty, eight hours off duty, four hours on duty, four hours off duty for two days. Then twenty-four hours off. Then repeated. During the off-duty hours, the police are not kept in reserve. During their duty hours, they are supposed to be on watch or on patrol. Actually, little patrol is done, either by vehicle or foot.

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VII. BUILDINGS AND GROUNDS

The headquarters buildings of the Municipal Police in Phnom Penh are in fair condition; possibly 25 years old, of brick-stucco construction. The headquarters of the 1st District are housed on the first floor of the main building. On the second and third floors living quarters are provided for commissaires, inspectors and their families. There is also a small classroom of about 50 capacity. The building is designed for detention quarters on first floor with a dormitory for policemen on the second. The detention quarters are not used to any extent. There are about 12 cells equipped with padlock and wooden bars; none of which were in use during the inspection. The cells vary from 6x12 with 12 foot ceiling to 12x12x12. Several of the cells were being used for storage of various equipment. It is planned to convert most of them into dormitories for police personnel.

The district stations are the same type of construction as the headquarters with the exception of the 4th District which is a wooden building; very dilapidated. Three of the police posts are also in dilapidated buildings. There is a general shortage of dormitory space which creates a morale problem because most of the policemen have to furnish their own quarters for which there is no rental allowance given.

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The offices on the whole are crowded. However, this is primarily due to overstaffing rather than a lack of sufficient space to accommodate the work being done.

VIII. EQUIPMENT

Vehicles:

Six jeeps, two new, one in good condition, and three in poor condition. One FORD and one CITROEN - poor condition. Ten motorcycles; eight BMW's which are new and two other makes, in poor condition.

Bicycles: None. However, a large number of personnel have their own bicycles and are given an allowance for repairs consisting of 80 piasters per month.

Arms and Ammunition:

Type	Make	Caliber	Quantity	Cartridges
Automatic Pistols	M.A.B. (French)	9 m/m	341	8.382
Rifles	Enfield	.303	162	16.900
Machinegun Carbines	Hotchkiss	9 m/m	22	6.375
Tear Gas Grenades	.....	.....	50	.....
Grenades (Fragmentation)	F/1	.....	80	.....
Grenades (Smoke)	O/F	.....	25	.....
Flares	.....	.....	2	12
Tear Gas Grenades	.....	.....	19	.....

IX. BUDGET

The expense of maintaining the Municipal Police is borne by the Province in which the department is located. This includes the salaries of the officer or functionary class who are national civil service officials.

Budget is submitted by the Chief of Police to the Governor who allots money from taxation for police expenses. For the year 1955, the Municipal Police Budget for the city of Phnom Penh was:

Personnel	28,193,000	piasters
Equipment	958,000	"
	<u>29,151,000</u>	

The Cambodian piaster has an official exchange rate of 35 to one US dollar; the market value at this time varied from 55 to 57 to one US dollar.

X. MUNICIPAL POLICE IN THE PROVINCES

In general, the organization and administration of the Municipal Police Departments in the fourteen Provincial capitals follows, to some degree, the pattern of the Phnom Penh Municipal Police. However, the departments are much smaller, less formally organized, and generally exercise less police authority. In the Provinces, the Municipal Police are almost entirely relegated to the secondary role of handling minor administrative offenses. The National Police also being located in the same Provincial Capitals handle all major cases.

It can be said that the Municipal Police in the Provinces are completely without motor equipment. They rely entirely on bicycles, most of which are personally owned. Files and office equipment are the most rudimentary. Buildings and grounds vary considerably, but in many places are overcrowded and inadequate.

The influence of the National Police is very much greater over the urban police in the Provincial Capitals. In some cases, the Chief of the National Police also acts as head of the Urban Police. The pay of the Urban Police is also lower in the municipal departments outside Phnom Penh and there is no retirement system. The number of urban police in the Provincial Capitals is listed below:

<u>CITY</u>	<u>PROVINCE</u>	<u>NUMBER OF URBAN POLICE</u>
	KAMPOT	40
	TAKEO	30
	KIMPONG CHAM	81
	SIEM REAP	25
	SVAY RIENG	50
	KOMPONG THOM	25
	KOMPONG CHNANG	40
	BATTAMBANG	95

<u>CITY</u>	<u>PROVINCE</u>	<u>NUMBER OF URBAN POLICE</u>	
	PREY VENG	70	
	PURSAT	30	
	STUNG-TRENG	25	
	KRATIE	40	
	KOMPONG SPEU	25	<u>TOTAL: 576</u>

Note: Capital City has same name as Province.

THE SURFACE DEFENSE FORCE

I. INTRODUCTION

The Cambodian Surface Defense Force is a civilian controlled para-military organization composed of the Provincial Guard (PG) (66 officers, 5,500 men); the Provincial Guard Auxiliary (PGA) (6,675 men), and the Forces Vives (FV) or unpaid civilian Volunteers (estimated at 27,000; 13,309 are considered active). The latter are organized at village level for the purpose of defending their villages or maintaining the auto-defense posts of the villages.

In some cases, units of the Royal Army are assigned to the support and cover of the Surface Defense Forces. In this capacity, they are still administratively responsible to the Department of Defense but a special public decree places them at the disposition of the fourteen Provincial Governors.

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In general, however, the term "Surface Defense Force" as used in this report only includes the Provincial Guard, its Auxiliaries, and Volunteers. Henceforth, Provincial Guard and Surface Defense are used synonymously.

The mission of the Surface Defense Force is 3-fold:

1. Police operations in the rural areas and maintenance of public safety.
2. Guarding of sensitive points, routes of march, maintaining surveillance over controlled areas, and assisting the civilian administrative authorities.
3. Relieving the Royal Army of its responsibility for static defense, thus freeing the army for combat operation.

The Provincial Guard dates back to 1952 as a formal organization. However, it had been in existence as Section A of the Provincial Police as of 8 May 1944 but the statute actually formalizing the Provincial Guard as an organization was not passed until 23 May 1954. During the French rule of Cambodia much of the rural policing was carried out by the Indo Chinese or Indigenous Guard, a semi-military organization composed for the most part of French officers and Cambodian enlisted men. The Cambodian personnel of this organization was later assimilated into the Royal Army.

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The Surface Defense Force functions under the authority of the Ministry of Interior. The Headquarters of the General Staff is located in Phnom Penh. It is composed of twelve officers, eight civilian administrators, and seventy enlisted men.

The Provincial Guard is extremely decentralized. It is scattered throughout the country and assigned to over 1,000 posts in the fourteen provinces.

Operationally, the Provincial Guard is controlled by civilian authorities, all responsible to the Ministry of Interior. It is sub-divided into 15 brigades, one for each of the 14 provinces and a central brigade for the city of Phnom Penh and the General Staff. The brigades vary in strength from 170 in Phnom Penh with 100 attached auxiliaries to 580 men and 960 auxiliaries for Battambang Province. The Guard is under the general operational authority of the Governors of the Provinces which results in the Provincial Guard being under the command of the civilian administrative head of the Governmental sub-division in which the Guard is located: the Governor of the Province (Chauvaykhet); Chief of District (Chauvayarok), and Chief of Village (Mekhum). Although the general command is the prerogative of the Governor which he retains on all major operations, the responsibility for routine affairs is delegated to the district and village chiefs for their areas. Each Governor

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has a Provincial Guard inspector assigned to him, who functions as a deputy staff officer for the Governor in Provincial Guard affairs.

II. ADMINISTRATION

The Provincial Guard is administered by a General Staff located in Phnom Penh, responsible to the Minister of Interior.

This General Staff is little more than a supply, communications, and administrative center. The Chief of Staff of the Surface Defense exercises some staff supervision over the Force and has command of the Central Brigade in Phnom Penh. As mentioned previously in this report, the Governor (Chauvaykhet) is chief of the Provincial Guard at the Provincial level. He is assisted by an officer who functions as Deputy Chief of Staff for the Guard in that Province. He is responsible to the Governor for the administration of the Provincial Guard Bureau of the Province. This office functions as a coordinating bureau between the local administrators and the Surface Defense Command.

Command is further delegated to the Chauvaysrok (chief of district) and the Mekhums (village chiefs) over the Surface Defense assigned to his area.

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Each Province has a Provincial Defense Committee, which has the authority for coordinating the activities of the Regular Army and the Defense Force within the Province. They are also empowered to make decisions, having both political and military implications, such as:

- a. Delineation of zones placed under special responsibility of the Commander of the Defense Force.
- b. Alteration of defensive positions (setting-up, regrouping, or elimination of posts).
- c. Preparation of defense posts for threatened areas.
- d. Approval of instructions to posts.
- e. Equipment and training of the local volunteers.
- f. Planning for expansion of pacification activity etc.

In cases of emergency, decisions falling within the above are to be made jointly by military commanders of the areas and the Governor and any differences of opinion is referred, through respective channels, to the High Defense Committee.

The High Defense Committee is responsible for overall coordination between the command of the Royal Army and Surface Defense Force and is to resolve conflicts concerning the responsibility of each commander. In actual practice, the

above committee serves as little more than a paper mechanism as decisions are usually made by the Governor or Military Commanders.

III. PERSONNEL

A. The Provincial Guard is an organization composed of officers, non-commissioned officers, enlisted men, Provincial Guard Auxiliaries, and Volunteers. There are only two grades of officers - inspectors and sub-inspectors. There are ten categories of inspectors and six categories of sub-inspectors provided for by law. However, only one inspector has been promoted above the initial category and only one sub-inspector above the second category. There are six grades of Provincial Guard non-commissioned officers and three grades of guardsmen. The Provincial Guard Auxiliary has no officer or non-commissioned personnel. The Auxiliaries are divided into six grades. Personnel of the Surface Defense Force are subject to military law during their period of active service. Salaries are generally low, particularly for the enlisted grades. (SEE Table 5 showing Comparative Ranks Cambodian Provincial Guard with Annual Salaries)

<u>OFFICERS</u>	<u>EQUIVALENT RANK IN ENGLISH TERMS</u>	<u>ANNUAL BASE PAY</u> <u>PIASTERS</u>
Inspecteur en Chef de 1 classe	Chief Inspector, First Class	77,100
Inspecteur en Chef de 2 classe	Chief Inspector, Second Class	71,400
Inspecteur Principal hors classe	Principal Inspector, Top Class	66,300
Inspecteur Principal de classe except.	Principal Insp. Exceptional Class	61,200
Inspecteur Principal de 1 ^{re} classe	Principal Inspector, First Class	56,700
Inspecteur Principal de 2 classe	Principal Inspector, Second Class	52,200
Inspecteur Principal de 3 classe	Principal Inspector, Third Class	48,300
Inspecteur de 1 classe	Inspector, First Class	44,400
Inspecteur de 2 classe	Inspector, Second Class	40,800
Inspecteur de 3 classe	Inspector, Third Class	37,200
Sous-Inspecteur hors classe speciale	Sub-Inspector, Top Class, Special	44,400
Sous-Inspecteur hors classe	Sub-Inspector, Top Class	40,800
Sous-Inspecteur de classe except.	Sub-Inspector, Exceptional Class	37,800
Sous-Inspecteur de 1 classe	Sub-Inspector, First Class	35,100
Sous-Inspecteur de 2 classe	Sub-Inspector, Second Class	32,400
Sous-Inspecteur de 3 classe	Sub-Inspector, Third Class	30,000

<u>ENLISTED MEN AND NON-COMMISSIONED OFFICERS</u>	<u>EQUIVALENT RANK IN ENGLISH TERMS</u>	<u>MONTHLY BASE PAY</u> <u>PIASTERS</u>
Brigadier hors classe (ap. 3 ans)	Master Sergeant (after 3 years)	1,800
Brigadier hors classe (av. 3 ans)	Master Sergeant (before 3 years)	1,600
Brigadier de 1 classe	Staff Sergeant	1,400
Brigadier de 2 classe	Sergeant	1,200
S/Brigadier de 1 classe	Corporal, First Class	1,000
S/Brigadier de 2 classe	Corporal, Second Class	750
Garde de 1 classe	Guard, First Class	520
Garde de 2 classe	Guard, Second Class	450
Garde Stagiaire	Guard, Probationary	380

<u>AUXILIARIES OF THE PROVINCIAL GUARD</u> #	<u>EQUIVALENT RANK IN ENGLISH TERMS</u>	<u>MONTHLY BASE PAY</u> <u>PIASTERS</u>
Auxiliaire Principal de 1 classe	Principal Auxiliary, First Class	1,800
Auxiliaire Principal de 2 classe	Principal Auxiliary, Second Class	1,600
Auxiliaire Principal de 3 classe	Principal Auxiliary, Third Class	1,200
Auxiliaire Simple de 1 classe	Regular Auxiliary, First Class	700
Auxiliaire Simple de 2 classe	Regular Auxiliary, Second Class	500
Auxiliaire Simple de 3 classe	Regular Auxiliary, Third Class	400

ALLOWANCES: There are allowances for married men with families, so that a Probationary Guard with a wife and three children would receive a monthly pay of approximately 1,200 piasters instead of 380.

Auxiliaries receive no allowances.

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B. Recruiting

Recruiting for officer personnel generally follows that of Government service for similar personnel. The requirements for officers are as follows:

Minimum education: high school.

Age : 18 to 25 except for Veterans in which case it may be extended to 45. Good character. Good physical condition.

Enlisted Men have the same requirements as given above except for education and require only ability to read and write Cambodian. Enlistment is for a period of two years.

Requirements for Auxiliaries are somewhat lower. They are recruited for service in their home province and are not subject to duty elsewhere. They may terminate their services at any time they desire. They receive none of the allowances for quarters and family generally accorded to Provincial Guardsmen.

Volunteers (Forces Vives) are able-bodied men, recruited only by Village Chiefs (Mekhums) to serve without pay except for a 20 piaster per day allowance for services when outside their particular village.

C. Promotion and Transfer

Officer personnel are eligible for promotion after two years in-grade; enlisted men after six months in-grade. Officers are subject to transfer any place within the Kingdom.

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Non-coms and Provincial Guard may also be required to serve in any area but are not subject to as frequent transfer. Auxiliaries are subject to service only in the Province of their residence as mentioned above.

D. Distribution

Personnel are distributed throughout the fourteen provinces and Phnom Penh. The basic units of the Provincial Guard are as follows:

1. Group: 7 men, 1 corporal	Total	8
2. Section: 24 men, 1 sergeant	"	25
3. Commando: 50 men, 1 inspector, 1 sub-inspector	"	52

Since there are only 61 officers, the number is insufficient to assign an officer to all commando units and those units may be commanded by either an inspector or a non-commissioned officer. On the whole, the force is committed to static defense and has little flexibility in movement or for operations requiring large numbers of personnel or reinforcements by immediately available reserves. A small reserve is maintained at some Provincial Headquarters, but these are in reality units primarily assigned to administrative duties on the Governor's Provincial Guard staff.

The effectiveness of the Surface Defense Force does not, in any way, reflect its total strength of 12,241 officers and men because of its extremely wide distribution and assignment to widely scattered posts.

(SEE Table 6 showing Distribution)

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IV. TRAINING

In general, the Provincial Guard is untrained from the standpoint of police operations and almost completely untrained from the military standpoint. The officers receive one year of military training with the Army before entering on duty with the Guard. The ones making the highest grades are appointed as inspectors; the lowest are appointed as sub-inspectors.

There is a Provincial Guard Training School located at Kompong Chnang which trains non-coms in the grades of corporal and sergeant. The school has a capacity of 150 but had 252 students when visited by the writers.

Course of study is for six months; 7 1/2 hours daily; six days per week. Only military subjects are taught. (SEE Curricula - Table No. 7) The students appear intelligent and hard-working. The school is attached to the General Staff of Phnom Penh and its personnel is included in the Table of Organization of the Central Brigade and the Brigade at Kompong Chnang. The head of the school is a young Second Lieutenant of the Royal Army on detached duty to the Guard. He gave every indication of being a dedicated, capable officer who was doing an excellent job with very limited facilities at hand. The school and the students are an indication that some discipline and efficiency is possible in the Provincial Guard.

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(Table No.6)

PROVINCE	TABLE SHOWING DISTRIBUTION OF PERSONNEL OF PROVINCIAL GUARD					TOTAL PROVINCIAL GUARD	AUXILIARIES****
	INSPECTORS**	SUB-INSPECTORS	SERGEANTS***	CORPORALS	GUARDS		
KOMPONG-CHAM	3	2	36	48	496	580	790
BATTAMBANG	3	2	36	48	496	580	960
KANDAL	4	1	36	48	496	580	640
KAMPOT	2	1	36	47	487	570	570
TAKEO	2	2	24	33	343	400	540
PREY VENG	3	2	24	34	352	410	730
SVAY RIENG	2	1	18	26	276	320	400
SIEM REAP	2	2	18	26	276	320	340
KOMPONG-THOM	2	1	18	26	266	310	370
KOMPONG-CHNANG	3	1	18	26	266	310	300
KOMPONG-SPEU	2	1	14	21	225	260	240
PURSAT	2	1	12	18	190	220	260
KRATIE	2	1	14	21	225	260	200
STUNG-TRENG	2	1	12	17	181	210	235
CENTRAL BRIGADE	7	6	10	14	146	170	100
	TOTAL OFFICERS... 66		TOTAL NON-COMS AND ENLISTED.....			5500	TOTAL AUXILIARIES 6675*

* Authorized Strength is 8000 Auxiliaries. Due to Budget Cuts reduced to 6,675
 ** There are 10 grades of Inspectors
 " " 6 grades of Sub-Inspectors
 *** There are 3 Sergeant Ratings
 " " 2 Corporal Ratings
 " " 3 Guard Ratings

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The buildings comprising the school formerly comprised a brewery. The buildings are of masonry construction and in general good condition. However, the school is crowded beyond its capacity requiring several of the students to be housed in tents under very primitive conditions. As in all Provincial Guard camps, the dependents of the personnel of the cadre of the school are housed in the same small compound with the attendant difficulties of having women and children under foot in the military compound.

The enlisted men are trained in the unit to which they are assigned. Training is most elementary and consists of some military drill and some marksmanship. It is limited by the ability and the standards of the non-com in the particular unit to which the recruit is assigned.

For all practical purposes, it can be said that the training of recruits is completely inadequate. This is recognized by the Staff Officers of the Provincial Guard and a plan is under way to recruit twice yearly, assemble the recruits at a central point, and give them a uniform basic training course.

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(Table No. 7)

COURSE OF TRAINING FOR NON-COMMISSIONED OFFICERS

4 Months - 1104 hours of instruction

I. COMBAT - 336 hours

1. Elementary movements of the combatant: Firing position, Movement, Camouflage, observation.
2. The terrain and the combatant.
3. Individual missions of the combatant. Communications man, agent of transmission, lookout, scout, observer.
4. The grenadier-voltigeur team (grenadiers-light infantrymen), its composition, formation, mission and movement.
5. The weapons team. Its composition, formation, mission and movement.
6. Combat preparation training of the group. Composition, formation, command.
7. Advance toward the enemy - crossing a zone under artillery or mortar fire.
8. The group advancing toward the enemy. Infiltration, outflanking, contact.
9. Group attack and assault.
10. Defensive tactics of the Group.
11. Hit and run tactics.
12. Preparation for Group Patrol.
13. Patrol - characteristics of the Group.
14. Execution of the Patrol: use of approaches, advance through occupied terrain.

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15. Patrol: Advance through woods, advance through a village.
16. Advance over a crest, across a clearing.
17. Patrol: Crossing a road, clearing, reconnaissance of a defile, crossing a bridge.
18. Ambush: Preparation and execution of an ambush: choice of position for the apparatus, extricating, line of action in case of unforeseen failure.
19. Leap: Execution of leap - command.
20. Offensive in the Cadre of the Section.
21. Defensive in the Cadre of the Section.
22. Composition and formation of an Infantry Section.

II. WEAPONS TRAINING - 144 hours

1. The MAS 36 Rifle: Characteristics, disassemble, reassemble, functioning, ammunition, problems of firing, maintenance.
2. The MAT 49 Sub-machine Gun: Characteristics, disassemble, reassemble, peculiarities of functioning, problems of firing, maintenance.
3. The 24/29 Machinegun: Characteristics, disassemble, reassemble, ammunition, peculiarities of functioning, problems of firing, maintenance.
4. The Colt Automatic Pistol M 1911 (A1), characteristics and ammunition, disassemble and reassemble.
5. The .30 mm Machinegun: Characteristics, disassemble, reassemble, ammunition.
6. The 60 mm Mortar: characteristics, ammunition, conditions of use.



III. TOPOGRAPHY - 144 hours

1. Purpose of topography - the earth.
2. Essential components of a map.
3. Scale.
4. Levelling.
5. Planimetry
6. Lambert Squaring
7. Angles

IV. MARKSMANSHIP - 144 hours

1. Weapons Inspection.
2. Prone Position.
3. Taking a line of sight - aiming at a marked point.
4. Squeezing the trigger.
5. Paletage.
6. Determining the center point.
7. Checking sight.
8. Timing.
9. Execution of sight checking by the recruits.
10. Use of the sling with the rifle and carbine.
11. Ready position, shooting position.
12. Firing.
13. Recording scores.
14. Fire commands.
15. Preparation and execution of firing exercise.

V. RULES AND REGULATIONS - 144 hours.

General Discipline: Basis of Discipline.
 External signs of respect
 Manner of presenting oneself to a superior
 General rule of subordination
 Duties of soldiers towards their comrades and chiefs.
 Officers' inspection in areas occupied by troops.
 Conduct of soldiers outside camp.

Internal Duty: Duties of the Chief Corporals and Corporals
 Duties of the Corporal of the Guard.
 Duties of the sentinels and messengers.
 Military Police
 Duties of the Corporal of the Week
 Duties of the Regular Corporal
 Duties of the Chief of Group

Garrison Duty: Guards
 General Duties of the Chief of the Guard
 Garrison duty.
 Military ceremony.
 Military honors.

VI. CLOSE ORDER DRILL - 96 hoursPosition and Movement without Arm:

Position of the soldier without arm.

Rest - attention.

Salute - Right Face - Left Face.

Right turn - left turn.

Half turn right.

Quick time - change step.

Double time.

Section Halt.

Mark time - half turn right while marching.

Position and Movement with Arm:

Position at arms rest.

At ease - attention.

Present and order arms.

Shoulder arms from rest position - order arms.

Sling arms - arms slung over shoulder.

Present arms from shoulder and order arms.

Arm in hand - arm on haunch.

VII. PHYSICAL EDUCATION - 96 hours

Standing exercises.

Running exercises.

V. FORCES VIVES (VOLUNTEERS)

The Volunteers of the Provincial Guard are composed of able-bodied citizens recruited at the village level by the village chief. Their duties are to defend a particular village from attack and man the defense posts of the nearby area. They work part-time guarding bridges, fixed posts etc. They also act as informers on communist activity in their area. They are under the direct command of the village chief (Mekhum) and in some cases act under the supervision of the Provincial Guardsmen or Auxiliaries assigned to the village. On occasions, they also supplement patrols of the Provincial Guard.

There are 27,000 Volunteers, 13,309 are considered active. They serve without pay except for a small allowance for food when absent from their village, consisting of 20

piasters per day. They wear no uniform but have a distinguishing insignia which they attach to their civilian clothes. In some areas, the Volunteers comprise most of the able-bodied citizens in the village - the number generally reflects the organizational capacity of the village chief or the emphasis placed on the Volunteer Program by the Governor of the Province.

Equipment of the Volunteers is limited to one rifle for three guardsmen. The Surface Defense Force received from the French 20,000 rifles of varying makes and calibers and these have been issued to the various Provinces, Districts, and Villages. The rifles are generally retained by the Village Chief (Mekhum) or Provincial Guardsman and issued to Volunteers only when they are on duty.

The training of the Volunteers is extremely limited and very irregular. It generally depends upon the initiative, ability, and imagination of the senior-ranking member of the closest Guard Unit. The Volunteer Bureau of the General Staff at Phnom Penh is responsible for staff supervision over the Volunteer Program. It does not have personnel or training teams to inspect or visit the Volunteers in their areas.

VI. ORGANIZATION

A. General Staff (SEE Chart No. 16)

The General Staff of the Surface Defense Force is located in Phnom Penh. It is headed by a civilian chief of

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of staff (position vacant) who is directly responsible to the Ministry of Interior.

The General Staff is divided into two divisions - administrative and technical. These are further sub-divided into six bureaus, a secretariat, a training school (located at Kompong Chnang), and a Central Brigade - also report directly to the Chief of Staff.

A Regional Inspectorate (I.G.) is also planned. It will be comprised of four inspectors and have inspectional jurisdiction of the Provincial Guard, dividing the country into four geographic districts.

The organization and functions of the Divisions and Bureaus of the General Staff are as follows:

B. Technical Division

Headed by a civilian administrator, which is divided into four bureaus as follows:

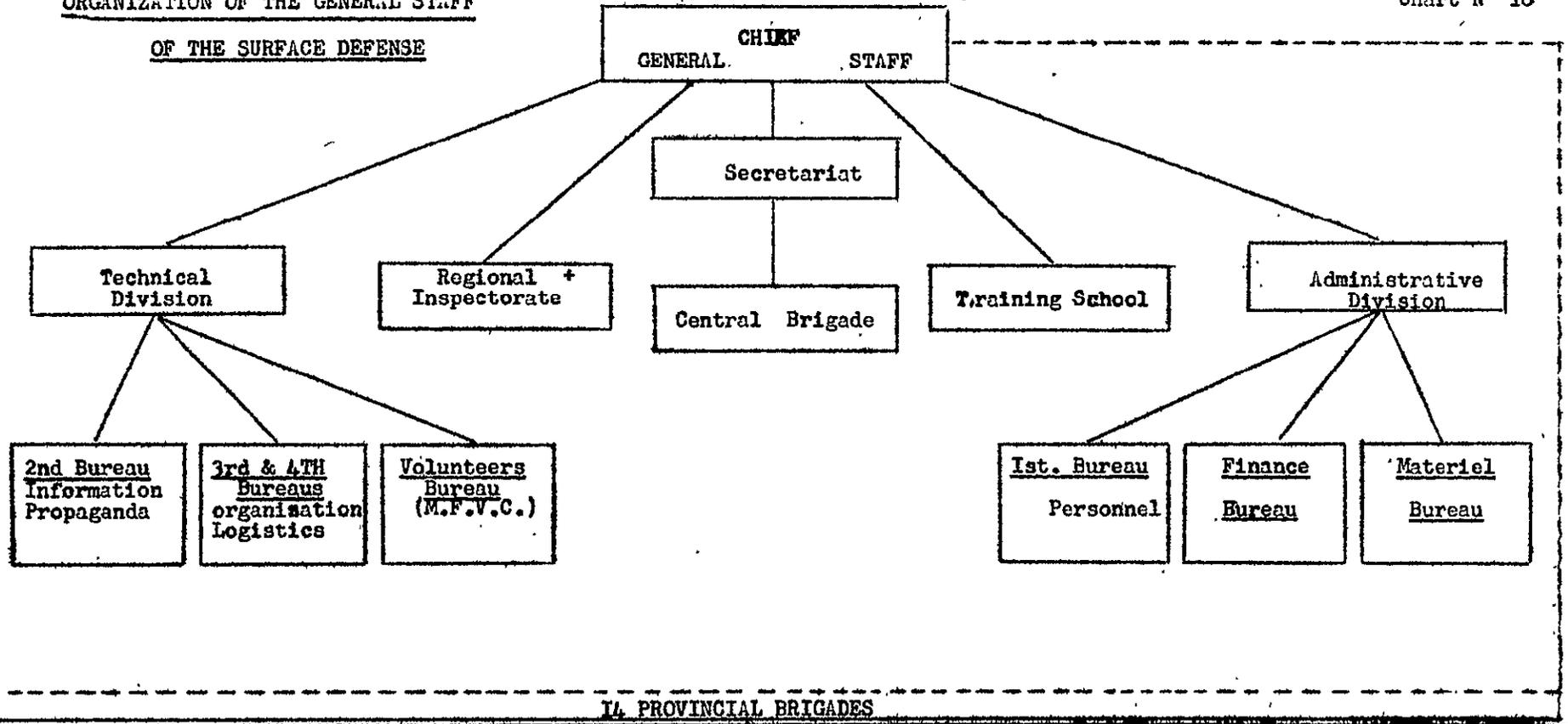
Second Bureau: Information, propaganda, psychological activity, collection of information concerning hostile forces and internal security, maintain files on personalities, friendly forces, and other information. Personnel: 1 civilian administrator, 2 non-commissioned officers, one Provincial Guardsman.

3rd and 4th Bureaus: 1) Deployment of personnel, assigned to various units. 2) Logistics - estimates needs of

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ORGANIZATION OF THE GENERAL STAFF
OF THE SURFACE DEFENSE

Chart N° 16



+ Planned only

Note : DOTTED LINE INDICATES TECHNICAL SUPERVISION

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Provincial Guard, distributes materiel and prepares directives concerning distribution etc. 3) Training - prepares programs for instruction including courses, curricula for all ranks and exercises staff supervision over the training school. Personnel: 1 civilian administrator, 2 inspectors, and 1 commissioned officer.

Volunteers Bureau (Forces Vives du Cambodge):

Exercises staff supervision over the recruitment, training, assignment, equipment, distribution of material, such as arms and ammunition for the Volunteer Forces of Cambodia. Personnel: 1 civilian administrator, 2 Auxiliary Guardsmen.

C. Administrative Division

The Administrative Division is headed by a civilian administrator and is divided into three bureaus:

1st Bureau: Functions as a personnel records bureau and maintains dossiers on officers and enlisted personnel, performs administrative duties concerned with appointment, assignment, promotion, awards, and punishment and preparation of examinations etc. Personnel: 1 civilian administrator, 1 inspector, 2 sub-inspectors, 6 non-commissioned officers, 6 Provincial Guardsmen.

Bureau of Finance:

Prepares budget estimates, performs accounting, purchasing, and contracting for construction and maintenance, maintains inventory of property and equipment for the General Staff, Brigade, and Training School; maintains liaison with Ministry of Finance on all questions of financial nature; issues directives concerning accounting, finance, handles administrative matters concerned with food and other allowances. Personnel: 1 civilian administrator, 2 inspectors, 15 non-commissioned officers, 4 Provincial Guardsmen.

Material Bureau:

Receives, stores, and distributes uniforms, equipment, ammunition, vehicles, supplies for the entire Provincial Guard. Also maintains the Provincial Guard radio network hereinafter described under Facilities and Equipment. Personnel: 1 civilian administrator, 2 inspectors, 3 sub-inspectors, 7 non-commissioned officers, and 29 Provincial Guardsmen.

D. Central Brigade

The Central Brigade functions under the supervision of the Chief of the General Staff. Most of its personnel are located in a camp on the outskirts of Phnom Penh. It serves mainly as a Table of Organization and Equipment unit for the general staff and the training school. Its personnel

also man a few fixed posts in the vicinity of Phnom Penh. Personnel: 1 inspector and 100 Provincial Guardsmen, 72 Auxiliary Guardsmen.

E. Training School

The Training School is located at Kompong Chnang. Responsible directly to the Chief of Staff. As mentioned above, part of the personnel are included in the Table of Organization of the Central Brigade. Training School Personnel: 1 Army Officer on detached service, 32 Provincial Guardsmen, 25 Auxiliary Guardsmen.

VII. AUTHORITY AND JURISDICTION

The Provincial Guard has little authority as a police organization. Its personnel are not law enforcement judicial police officers. In general, its authority to act in a particular situation is in Delit Flagrant or to arrest on sight for the commission of a crime and to execute the orders of appropriate Governmental authorities, such as Governors of Provinces, Village Chiefs, etc.

VIII. FACILITIES AND EQUIPMENT

The facilities and equipment of the Surface Defense Force are extremely limited. Most of the equipment is former French Army materiel which has been turned over to the Provincial Guard by the French. Much of it is either obsolete or in poor condition.

A. Records

No central records or statistics are maintained at headquarters and only a meager record of activity is available at Provincial level. None of these records are sufficiently adequate to give an indication of the organization's effectiveness or of its progress.

B. Communications

The Provincial Guard has a very limited radio communications network. It has 70 fifteen and twenty-five watt stations. The network is entirely by voice as only one or two operators have a knowledge of Morse code.

The Provincial Guard network relies on the police network for part of its service. (SEE National Police Radio Network described under National Police, Pages 36 to 40 and APPENDIX 1) The volume of messages transmitted and received is extremely low. During a 10-day period in March 55, only seventeen messages were recorded.

There is little appreciation of the value or necessity for rapid emergency communication. Major reliance is placed on the PTT or commercial facilities for communication with the Provincial Guard units throughout the country.

C. Vehicles

As mentioned elsewhere in this report, a law enforcement organization to be effective must have greater mobility than the population it is designed to control. The Provincial

Guard is certainly lacking in this respect because it has only 137 vehicles for the 12,241 officers and men; 63 of these motor vehicles have been condemned. Repair and maintenance is extremely poor. This aggravates an already bad transport problem. The Provincial Guard depends on the Royal Army for repair of its motor vehicles. In the distribution of motor vehicles, it is to be noted that over twenty per-cent or 38 of the 137 motor vehicles are assigned to the General Staff or Central Brigade which comprise only 2.2% of the Provincial Guard total personnel. (SEE Table No. 8 -- "Table of Vehicles - Provincial Guard - March 12, 1955")

(Table No. 8)

TABLE OF VEHICLES - PROVINCIAL GUARD - MARCH 12, 1955

<u>Type</u>	<u>Number</u>	<u>Condition</u>
RENAULT, Lt. Truck 2-T 500	41	13 Fair 28 Condemned
RENAULT, Lt. Truck 1-T 800	1	Condemned
GMC Heavy Truck	1	Condemned
Pick-up Truck	1	Good
CITROEN, Lt. Truck T 23	18	Good
Personnel Carrier 4x4	4	2 Fair 2 Condemned
Jeep	20	11 Fair 9 Condemned
Landrover Jeep	8	4 Fair 4 Condemned

TABLE OF VEHICLES - PROVINCIAL GUARD - MARCH 12, 1955 (Continued)

<u>Type</u>	<u>Number</u>	<u>Condition</u>
CITROEN, 11CV Passenger Car	1	Fair
PRAIRIE, Passenger Car	1	Condemned
RENAULT, 4CV Passenger Car	2	Fair
VENDOME, Passenger Car	1	Good
Outboard Motors	35	20 Fair 15 Condemned
Motor Boats	3	1 Fair 2 Condemned
	<hr/>	
	<u>TOTAL</u>	137

D. Buildings and Grounds

Buildings and grounds utilized by the Provincial Guard are for the most part borrowed from other agencies. The General Staff is housed in the basement of the Council of Ministers' building; while the Chief of the Surface Defense Command occupies office space in a building of the Army. At the Provincial level, any available building has been utilized.

The camps of the Provincial Guard consist mostly of thatched roof shacks which are entirely temporary and the problem of housing the Guard is aggravated by the fact that families of the married personnel are all quartered in the same camp; the result is an extremely filthy, overcrowded camp, full of women and children, adding to the general lack

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of discipline and military appearance. In most of the camps visited, the ratio of women and children to guards was about three to one. About seven-tenths of all building space in the compound was occupied by dependents. Women, children and domestic pets were all over the camp. Single guards numbered about 20% of the total personnel. They cooked their own food and had separate sleeping quarters.

In the Provincial Guard posts, the conditions described above also prevail, with the families of the guards assigned to the post, all living inside an enclosure surrounding some type of guard tower - in thatched huts under the most primitive and filthy conditions. None have more than a slight resemblance to a military post.

E. Weapons

The weapons of the Surface Defense Force are a motley lot. They consist of varying makes and calibers; most of which have been obtained from the French. They consist of 24,455 rifles, 355 machineguns, 1,054 sub-machineguns, 7,312 shotguns, 603 pistols and revolvers, 3 mortars, and 2,587 hand grenades. Some of the rifles are equipped with grenade launchers and there are 170 rifle grenades. Many of the weapons are obsolete and in poor state of repair. The Provincial Guard depends on the Ordnance of the Royal Army for repair and servicing of its equipment.

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In numbers, there is a sufficient number to equip each Provincial Guardsman and Auxiliary and active Volunteer with a weapon. However, the ammunition supply problem posed in the event of full mobilization is extremely difficult. Standardization of weapons for the Surface Defense Force would be a major step in increasing its efficiency. (SEE Table No. 9--Weapons) (SEE Table No. 10 -- Ammunition)

(Table No. 9)

TABLE OF WEAPONS - PROVINCIAL GUARD - MARCH 15, 1955

AUTOMATIC PISTOLS & REVOLVERS

<u>Make & Caliber</u>	<u>Amount</u>
MAB 9mm Short (French)	530
7.65 Long (French)	12
1873 11 Revolver (French)	21
Miscellaneous	40
<u>Total</u>	<u>603</u>

SUBMACHINE GUNS

MAT 49 9 mm (French)	600
C.M.H. 9mm (French Hotchkiss)	418
Sten 9mm.	19
Thompson 11.43 mm	10
Miscellaneous	7
<u>Total</u>	<u>1,054</u>

MACHINEGUNS

BREN 303 (7.7 mm)	301
24-29 7.5 mm (French)	54
<u>Total</u>	<u>355</u>

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GRENADE LAUNCHERS

MAS 36 7.5 mm (French)	662
Tooblows Mk 303 (7.7mm)	84
	<hr/>
<u>Total</u>	746

RIFLES

MAS 36 Ord 7.5 mm (French)	2,724
US 1903 Springfield 7.62 mm (30 cal.)	340
US 1917 Enfield 7.62 mm (30 cal.)	2,962
Carbine US M.17.62 mm (30 cal.)	15
Enfield M.K. III 303 (7.7 mm) (British)	4,917
Enfield M.K. I 303 (7.7 mm) (British)	1,362
Mausers 7.92 mm	3,685
1892 Musquet, 8 mm	576
1916 Musquet, 8 mm	900
1886-93 8mm (French)	5,707
1907-15 8mm (French)	713
1907-15 M-16 8mm (French)	554
	<hr/>
<u>Total</u>	24,455

MORTARS

60 mm	<u>Total</u>	3
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SHOTGUNS

Rafale, 12 Gauge (French)	3,198
Siamese 12 " "	2,000
Crusade 12 " "	1,910
Crusade 16 " "	200
Miscellaneous	4
	<hr/>
<u>Total</u>	7,312

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(Table No. 10)

TABLE OF AMMUNITION - PROVINCIAL GUARD - MARCH 15, 1955

<u>Type</u>	<u>Caliber</u>	<u>Amount</u>
Rifle MAS 36 (French)	7.5	485
Carbine U.S. M.1	7.62 (30 cal)	6660
Enfield Rifle US 1903-17 M.2	7.62 (30 cal)	220491
Automatic Pistol (French)	7.65 (Long)	10960
Enfield Rifle and Bren Machinegun (British)	7.7 (303)	363018
Mauser Rifle	7.92	403740
Rifles, all models	8.	227568
Automatic Pistol (French)	9. (Short)	5832
Submachinegun (French)	9. (Long)	5347
Submachinegun (Thompson)	11.43 (45)	15850
Shotgun (French)	12 gauge	246900
Shotgun (French)	16 gauge	47796
Hand Grenades Offensive Detonators for O.F. 37	O.F. 37	445
Hand Grenades	O.F. 37	445
Hand Grenades Defensive	D. 37	135
Detonators for D.37 Hand Grenades		135
Hand Grenades	D.37 Mk7	384
Hand Grenades	DN 36 MK 1	1623
Rifle Grenades	M 48	61
Rifle Grenades	DN 36 Mk 1	109

IX. BUDGET

The budget for the Surface Defense Force for 1955 was 205 million, the same as for 1954. The budget request to the Council of Ministers was for 320 million for 1955. This would have permitted recruiting up to the full authorized strength of 8,000 Provincial Guardsmen and a purchase of additional vehicles, arms, equipment, uniforms, ammunition and improving the training facilities etc. Since there

was a deficiency of 115 million between the amount requested and allowed, the Surface Defense Force submitted a plan in French (only one copy available) to the U.S. Embassy, Phnom Penh requesting aid in that amount. The plan does not give detailed estimates for each item and is inadequate as a basis for calculating the need for American Aid.

The breakdown of the amount allowed for the 1955 budget is as follows:

Personnel, Salaries, Allowances etc.	183,828,700
Equipment	15,651,300
Construction and Repair	5,520,000
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	205,000,000

CONCLUSIONSI. General

The problem of internal security in Cambodia is basically the maintenance of public safety within the country and the prevention of Communist infiltration from without, which is designed to create internal disorder and eventually lead to the overthrow of the Government and replacing it with a Communist regime. Threat of external aggression stems from only one source - Communist China.

Cambodia does not have the resources to build an army of sufficient strength to successfully repel a direct attack by Red China. She must rely on the support of Allies bound by Treaties, in such an event.

Since the major danger lies in Communist infiltration, it is obvious that major emphasis should be placed on eliminating this danger. It follows then that Cambodia should make every effort to strengthen her police and security forces in order to create internal stability. This does not mean repression or creation of secret police organizations to harass the population but rather the building of an efficient civil police system, capable of maintaining law and order. Without abusing the rights of citizens and through the application of skilled civil police methods, it can be accomplished, according to due process of law.

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One of the encouraging aspects of law enforcement problems is the nature of the Cambodian citizen. He is mild-mannered, little inclined toward violent, aggressive crime. He is also little inclined toward thievery. Consequently, the over-all crime problem requires a minimum of trained police effort.

On the other hand, the same characteristics of mildness, gentleness, etc, which results in a low crime rate, also results in a lack of police aggressiveness, lack of initiative, laziness, and a general tolerance for situations such as existence of bandit gangs, which could be eliminated through an aggressive police effort.

The Cambodian has little of the conspiratorial in his make-up. He is inclined to take things at face value. The lack of inquisitiveness, coupled with naivete about communist conspiratorial techniques, makes Cambodia a fertile field for communist infiltration. This is especially true with a Chinese minority of 200,000 within the country.

The Cambodian, even the police, see the Communist threat in the terms of the Vietminh warfare which they experienced - where the enemy was well defined in the person of a rifleman, actually engaging forces of the Government in combat. Now that the actual fighting is over, the Cambodian is inclined to think that the danger is past.

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Even many of the police fail to admit the presence of Communist stay-behind agents in the bandit groups, planted there for the purpose of creating unrest in the country. Some of these bandit groups comprise 400 to 500 men and constitute one of the major law enforcement problems and the most serious threat to the internal stability of the country. They are the outgrowth of a period of conflict in which armed bands had a lucrative existence either as Cambodian bandits resisting the French or as Vietminh rebels. Now they are quite unwilling to return to peaceful pursuits, such as earning an honest living by hard work. The tolerance of the civil authorities is largely responsible for the situation.

It is significant to note that in areas where aggressive police action is taken against banditry, it ceases to exist. An example is in the Province of Siem Reap where the Military Commander, Dap Chhoun, a former resistance leader, virtually runs the Province. His action in killing and apprehending the bandits immediately after the perpetration of their acts has resulted in Siem Reap being one of the most peaceful provinces in Cambodia. It serves as an illustration of what can be done.

Much of the problem of strengthening internal security resolves itself into increasing the level of the internal

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security forces through training and improving their organization and command structure on the one hand and on the other, getting a weak, vacillating Government to recognize the necessity for an efficient and honest internal security organization. The realization of the necessity for an efficient and honest internal security organization has to be coupled with a willingness to take the necessary steps to build such an organization - one step of which would be to stop the graft and corruption which appears to permeate many levels of the Cambodian Government, but the task is not impossible of accomplishment.

One of the ways is by bringing in a group of qualified objective specialists to act as advisors and by supplying material assistance through American Aid where it is needed.

II. Surface Defense Force

1. The Surface Defense Force in its present state is not capable of maintaining public safety in the rural areas of Cambodia or capable of preventing communist infiltration into the country.

2. It will require from 2 to 4 years concerted effort to build the Surface Defense Force into an effective paramilitary, rural police organization - capable of accomplishing its present mission and becoming an effective supplement to

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the Armed Forces in time of war for conducting guerrilla warfare, and maintaining security in the rural areas.

3. Through reorganization and training, the efficiency of the Surface Defense Force can be increased many-fold.

4. The present combined strength of 66 officers and 5,500 guardsmen 6,675 auxiliaries - total 12,241 is more than necessary to meet the peacetime needs of Cambodia. This figure could be substantially reduced by increasing the efficiency of the Provincial Guard through training, reorganization, and increasing officer strength on one hand and reducing the number of auxiliaries on the other. The temporary expedient of the Auxiliaries should eventually be eliminated in this manner. The final total should be considerably under the statutory authorization of 8,000 Provincial Guardsmen.

5. One of the major strengths of the Surface Defense Force in combatting infiltration and having an effective reserve in case of war lies in the Forces Vives. A greater effort should be made to indoctrinate these volunteers in the principles of Communist infiltration techniques. Also to train them in marksmanship, guerrilla warfare techniques, and form them into an effective reserve for use in an emergency.

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6. The effectiveness of the Surface Defense Force is seriously weakened by its wide dispersion in over 1,000 posts. Much of this strength is thereby dissipated guarding points for which there is no need to guard.

7. There is a great need for a stronger general staff and a uniformity of standards together with the general strengthening of command under professionally trained Provincial Guard officers, instead of the present loosely coordinated command exercised by civilian governors, district and village chiefs. The reasons for the apparent deficiencies in the Surface Defense Force are as follows:

- a. A lack of trained personnel, both officers, enlisted men, auxiliaries, and volunteers.
- b. An inadequate training program.
- c. A need for improved leadership, training, and discipline and morale.
- d. Lack of mobility due to insufficient transportation facilities.
- e. A need for training in law-enforcement techniques in addition to military techniques, presently being taught.
- f. The lack of central records, coordination, and processing of information.
- g. Inadequate communications.

- h. Poor command organization; lack of uniform standards and no inspection system.

III. Police

1. The Cambodian Police organization, as it exists at present, is incapable of maintaining public safety in Cambodia or of effectively combatting Communist infiltration and subversion.
2. It will require a minimum of from two to five years of concerted well-planned effort to build the present Police Forces into an organization capable of maintaining public safety and effectively combatting Communist infiltration and expansion in Cambodia.
3. Some of the major causes for the deficiencies in the Police organization are as follows:
 - a. A need for trained police administrators and trained police personnel.
 - b. Inadequate training program, both pre-service and in-service, and inadequate training facilities.
 - c. A need for improved leadership, direction, discipline, morale and ethics.
 - d. Too frequent change of personnel occupying top administrative positions; such as chief, division, and section chiefs of the National

Police, with too frequent transfer to police administrative positions of persons from other Government bureaus who have no previous police experience or training and the transfer of experienced police personnel to other Government bureaus results in the weakening of the Police Force as a career service and a lack of continuity of police enforcement effort.

- e. Police operate on a basic concept of repression rather than prevention of crime.
- f. Lack of a central records system, statistics, coordination of information.
- g. An inadequate radio and communications network.
- h. A lack of transportation facilities (motor car, truck and bicycle).
- i. Poor administration, organization and distribution of personnel.
- j. Duplication of effort between operating sections of National Police and between the National Police and the Municipal Police.
- k. A need for delegation of additional responsibility and jurisdiction to the Municipal Police and strengthening of the Municipal

Police through delegation of authority commensurate with the responsibility.

- l. There is no single section or department in the National or Municipal Police responsible for coordination or direction of police operations against the Communist effort in Cambodia.
- m. Inadequate facilities including space and office equipment.
- n. Need for standardizing caliber of police firearms.

RECOMMENDATIONS

1. That material and technical assistance be granted the Cambodian Government for the purpose of improving and strengthening its Internal Security Services provided that prior assurance is obtained from the highest Government level indicating an understanding of the problem faced by Cambodia in this field and the willingness of the Government to undertake a long-range program for the improvement of its Internal Security Services and the ramifications attendant upon such a course of action. Such a program to include increasing effectiveness of the Internal Security Services by improving the professional capacity of its personnel through training, both in-service and pre-service; improvement and expansion of its communications facilities; increasing mobility; the establishment of a central records system in the police; improving the flow and coordination of information; expanding and improving training facilities; simplifying the administration and command structure of the police and Provincial Guard through necessary reorganization and the expansion and training of the Forces Vives as a reserve potential.

2. In the event of an economic and technical aid program being instituted between the Government of the U.S. and Cambodia, it is recommended that a small advisory group be established, under mutual agreement, staffed with a small number of American advisors to consist of specialists in the field of:

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- a. Police Administration.
- b. Para-military and guerrilla warfare.
- c. Police training.
- d. Police records and communications.
- e. Counter-intelligence.
- f. Clerical, interpreting, and translation personnel.

The Advisory Group should be attached to the Ministry of Interior or Council of Ministers and function under a police administrator with extensive experience in police administration, preferably including foreign service, with training in the various police functions and if possible, para-military activities. The police administrator must have wide latitude and responsibility in executing a program of technical assistance to the Internal Security Services of Cambodia.

3. That training of police and Provincial Guard, both pre-service and in-service training, designed to improve the quality of police executives and personnel and secondly, officers and enlisted personnel of the Provincial Guard and personnel of the Forces Vives be given high priority in planning. Such planning to include establishment of a Provincial Guard and Police Training School with such facilities as firearm ranges, training aids etc.

4. Furthermore, it is recommended that there be developed in connection with the program in the foregoing recommendation, the means for giving a standardized training course to the Forces Vives, probably utilizing the facilities of USIA, and the expansion of the Forces Vives as a reserve potential. For instance, it may be practical to have mobile training teams assigned to Provincial Guard Headquarters in Phnom Penh and temporarily detached to provincial level tour the villages for the purposes of disseminating information, showing films, conducting training in para-military activities and in combatting communist infiltration tactics.

5. That every effort be made to consolidate the facilities of the police and Provincial Guard in which each has a common need in the interest of economy and efficiency. For example, the police and Provincial Guard radio network should be consolidated and a combined training school established, the latter would permit better utilization of instructor personnel in training.

6. The initial material assistance other than that as mentioned above be limited to transportation and communications equipment. The latter to be given only after American police technicians are available to plan a communications network, supervise installation, and train operators.

7. That subsequent material aid include purchase of such items, as office equipment, improvement of buildings, scientific investigation aids, and standardization of weapons in the order mentioned.

8. That investigation be made of the availability of surplus US arms, such as the US M-1 caliber 30 carbines and other small arms of one caliber which might be transferred and standardization of weapons accomplished without budgetary outlay.

9. It is not possible to estimate the approximate amount of material assistance necessary to accomplish the over-all task of increasing the efficiency of the Internal Security Forces to the required level. There are too many intangibles inherent in such an estimate. Much will depend on the ability of the Cambodians to assimilate aid effectively, their enthusiasm in accomplishing the program before them, as well as the rate of progress they make. It would not be feasible to extend large subsidies to them without a careful control on the expenditures and observation of the effectiveness of material assistance. One of the first actions of an advisory group should be to formulate an estimate of the material assistance required to accomplish the task. In the event an agreement is reached on material and technical assistance, it is estimated that for the first six months, the amount shown below will be required and it is recommended that this amount be allocated.

Transportation:

Thirty-five jeeps @ approx. \$1600 each \$56,000

to be distributed as follows:

National Police, 1 for each Province.....14

2 for National Headquarters 2

Municipal Police, Phnom Penh 4

Provincial Guard, 1 for each province,

1 for headquarters, Phnom Penh15

35

Sixteen 4x4 personnel-type carriers @ approx. \$3,000 \$48,000

to be distributed as follows:

1 Municipal Police, Phnom Penh 1

14 Provincial Guard, 1 for each

Province and 1 for headquarters,

Phnom Penh 15

16

Two hundred and fifty bicycles @ approx. \$30 each \$ 7,500

Municipal Police 100

National Police 50

Provincial Guard 100

250

Communications:

The establishment of a communications network for

Provincial Guard and National Police \$75,000

Training School:

Establishment of a training school for police and Provincial Guard	\$150,000
<u>Office Equipment, Scientific Investigation Aids</u>	\$ 10,000
<u>Freight and Shipping Charges</u>	\$ 28,500
GRAND TOTAL	<u>\$240,000</u>

10. That emphasis be placed on the necessity for expansion of the concept of civil police as the sole law-enforcement body rather than utilization of military-type forces for the purpose, as at present. It is recognized that due to many factors inherent in Cambodia, she must rely on such organizations as the Provincial Guard and even the army in certain instances for law enforcement but the eventual goal should be the establishment of a civil police, to be supplemented by military forces, when necessary, in accordance with democratic principles.

11. Prior to the attainment of the goal of a civil police organization, that the Provincial Guard, through National Policy directives, be given authority for taking action throughout the rural areas of the country for law enforcement and the responsibility placed on the local commanders for taking action in such matters as repelling bandit gangs etc. without dependence on the local authorities for specific directives.

12. That the officers of the Provincial Guard be increased from its present figure of 66 to 150.

13. That an effort be made to eliminate the Provincial Guard Auxiliaries as the efficiency of the Guard increases; eventually having only the Provincial Guard, composed of regular personnel and supplemented by Forces Vives. The eventual strength of the Provincial Guard should be somewhere between its present strength of 5566 officers and men and 8,000 depending on the conditions and the degree of success obtained in raising the level of its efficiency through reorganization, training, and mobility.

14. That in the development of a program for improving the Cambodian police forces an effort be made to:

- a. Increase police efficiency through simplifying the organization and avoid duplication; for example, get all immigration functions under one Headquarters Section.
- b. Increase the effectiveness of the Municipal Police through delegation of additional responsibility to them for enforcement and greater authority for action.
- c. Encourage the adoption of a basic concept of crime prevention rather than crime

suppression after the offense has been committed.

- d. Encourage the adoption of bicycles for patrol use and utilize a large proportion of funds allocated for transportation for this purpose.
- e. Encourage the elimination of extraneous functions from the duties of the police, such as collection of fines, sanitation, and a variety of other regulatory functions.

END



HEADQUARTERS, NATIONAL POLICE, PHNOM PENH



IDENTIFICATION BUREAU, NATIONAL POLICE, PHNOM PENH



CRIMINAL AND ADMINISTRATIVE POLICE SECTIONS, NATIONAL POLICE, PHNOM PENH



IMMIGRATION POLICE SECTION, NATIONAL POLICE, PHNOM PENH



PORT POLICE SECTION, NATIONAL POLICE, PHNOM PENH



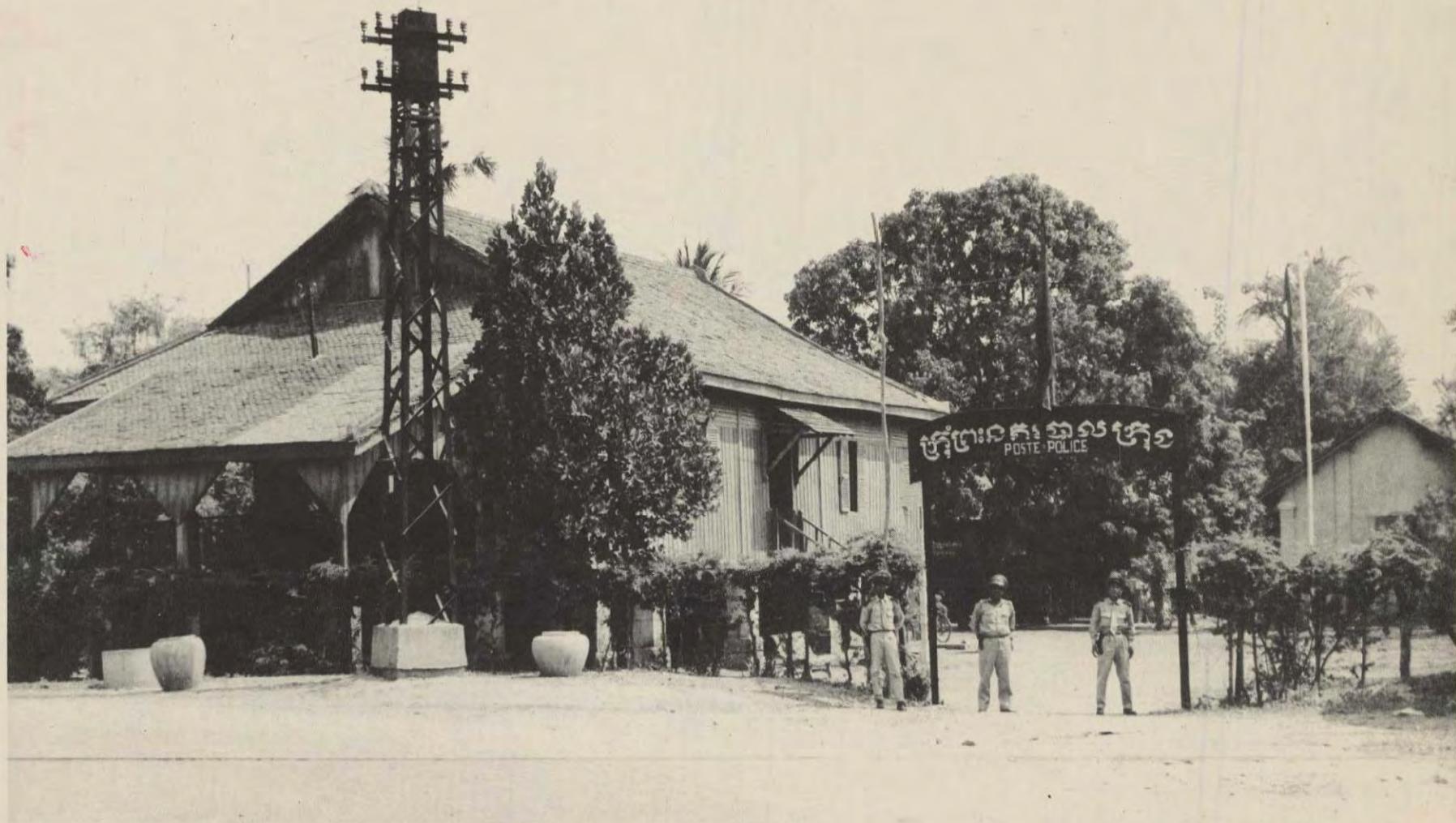
MOTOR POOL, NATIONAL POLICE, PHNOM PENH



MOTOR POOL GARAGE, NATIONAL POLICE, PHNOM PENH



MUNICIPAL POLICE HQS. AND FIRST DISTRICT STATION, PHNOM PENH



FOURTH DISTRICT STATION, MUNICIPAL POLICE, PHNOM PENH



VERDUN SUB-STATION, MUNICIPAL POLICE, PHNOM PENH

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