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ORGANIZATION AND FUNCTIONS OF CAMBODIAN MINISTRIES
AND DEPARTMENTS; RECENT DEVELOPMENTS IN
CERTAIN MINISTRIES

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FOREWORD

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ORGANIZATION AND FUNCTIONS OF CAMBODIAN MINISTRIES
AND DEPARTMENTS; RECENT DEVELOPMENTS IN
CERTAIN MINISTRIES

[Following are translations of articles on the above
subject, selected from Cambodian sources. Source
information accompanies each article].

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ORGANIZATION AND FUNCTIONS OF THE MINISTRY
OF SECURITY AND GROUND DEFENSE

[Following is the translation of an article in Realites Cambodgiennes (Cambodia News) 19 August 1961, pages 1, 6,7.]

It was not clear before to the Ministry of National Security and Ground Defense that the Cabinet and the Command Office were much too small for a Ministerial Department. After a thorough reorganization, this Department will be better able to provide for the country's needs and evolution. This reorganization, which started and entered into effect sometime ago, will be sanctioned in the future by a Kret [term unexplained in source]. This is actually now in the course of being approved.

The Big Services.

The Services which come under the control of the Ministry of National Security and Ground Defense are: the National Police, the General Staff of the Ground Defense, and the City Police.

The main job of the National Police, like that of the police force in all countries, is gathering of information and prevention and suppression of crime and misdemeanors.

The General Staff of the Ground Defense directs police operations against criminals. The National Police (which is a plain clothes police force) and the General Staff of the Ground Defense (which is a uniformed police) work together. In a general way, they have the same duties and their job is the same. They see to maintenance of order and security in the Kingdom.

During the period January 1959 until now, the Department has been able to begin the consolidation of the three police forces (National, Provincial Guards, and City) into one united police unit, to be called the Royal Police. In addition, it has been able to set up a Royal Police Academy, to reorganize the Immigration Service towards greater efficiency, and to create in Bos Pok (Kompong-Thom) a settlement farm for foreign refugees who have not been able to return to their countries.

In the political area, the National Police has uncovered plots against the state and has stamped them out. Also they have neutralized various subversive movements and enemy propaganda actions.

In the economic area, the Police has been able to uncover numerous cases of fraud, cattle smuggling, fraudulent importation of prohibited products, etc.

In the legal area, the Police has effectively repressed illegal lottery operations, gambling, illegal opium dens, kidnappings,

and other misdemeanors and crimes.

Thanks to this effective action, we have actual and complete security throughout the Kingdom, whether it be along the main roads or in the most out of the way areas. It is now possible to travel anywhere, night and day, in perfect security.

To be sure, several isolated cases of crimes and misdemeanors have been reported, but the guilty parties were quickly apprehended.

As an indication of the work done, since the beginning of 1959, the National Police has been able to put out of the way 316 individual in the political area, 6,235 in the legal area, 384 in the economic area, and 355 in the administrative area. This makes a total of 7,290 people who have been arrested.

Through its own actions, the General Staff of the Ground Defense has brought about the complete destruction of gangs of criminals operating in Kg-Cham, Prey-Veng and Kampot. In collaboration with FARK, it has been able to destroy a band of Khmers Serei operating in Kampot and Takeo.

It has also to its credit the arrest of 644 individual for various crimes and misdemeanors, and recovery of 709 farm animals out of 829 cases of theft.

Along with such purely police activities, the Provincial Guard helped with the construction of roads, camps, schools, and hospitals.

Also, the colonization of certain frontier areas in Takeo, Prey Veng and Svay Rieng was begun by the settlement there of Provincial Guard families.

The Immigration Service has set up a card index system which makes it easier to control the movement of foreigners.

It has also assigned residence permits to people of Vietnam. Formerly this situation was very irregular. It has further prepared a system of tax rates and collections, and undertaken a census of all [foreign] nationals who are now resident in Cambodia, but who have not been controlled, especially Chinese and Vietnamese.

Projects for the Future.

Since the principle has been attained for the consolidation of the three police forces (national, Provincial Guard, and City), it is now up to the Department to bring about that consolidation in practice. The job is not easy, for each of these three police forces has a staff and a salary scale of its own. A commission for the preliminary study of this question has been appointed, and the consolidation will be carried out gradually.

Moreover, since the Kram [term unexplained in source] of 21 May 1959 created a Royal Police, it is now necessary to establish a proper organization for this body.

Among other projects under study are: the establishment of a more effective defense force in the provinces; the reorganization of the Scientific Police Bureau (an identification laboratory) and an office for Interpol; the independent setup of the Port Police Station for the benefit of the Municipality; and the founding of an inspection center to control the movements of foreigners in the provinces.

Difficulties to be Overcome.

On the internal scene, and although the referendum of 5 June showed that the large majority of Khmers is for the neutral policy of Prince Norodom Sihanouk, certain elements of the left are provoking underground actions against the Sangkum [term unexplained in source]. Certain difficulties could arise from this state of affairs which the Department will have to suppress.

Finally, in a purely material sense, the Department must overcome many problems. It lacks weapons, and also means for both transportation and telecommunications. And it needs desperately all the modern equipment necessary for a Police Force to obtain the best possible results in the shortest possible time.

ORGANIZATION AND FUNCTIONS OF THE DEPARTMENT OF
PUBLIC HEALTH

[Following is the translation of an article in Realites Cambodgienne, (Cambodian News) Phnom Penh, 12 August 1960, pages 1, 4, 5.]

General Organization.

The Ministry of Public Health consists of two large Directive Departments, whose scope of action covers all of Cambodia. They are the Department of the Health Service, and the Department of Pharmaceutical and Chemical Service.

To these are added four smaller services which all carry out their activities on the national level. They are: an Anti-Malarial Service, a Service for Mother and Child Hygiene, an Anti-Yaws Service, and an Educational Service for Popular Sanitation.

On the provincial and municipal level, each province and each municipality belongs to medical districts directed by a Chief Physician, and they are provided generally with either a hospital or a dispensary in the main city. In the Sroks, [term unexplained in source] they have an infirmary and midwife facilities, or a first aid post.

The Duties and the Role of the Large Services.

Naturally the authority of the Ministry covers all areas of Public Health.

If there should be a change in the Health Ministry, the Director of the Health Service, who at present is Dr. Thor Peng Thong, will continue and maintain lines of administrative action in matters of Public Health. For this reason, he is considered to be the immediate colleague and advisor of the Health Ministry.

Besides the above jobs, the Director of the Health Service controls the various activities of doctors, dentists, midwives, male and female nurses, whether they are at work in administrative positions or practise their professions privately. He also controls all the other categories of medical personnel, such as medical aids, rural midwives, drug manufacturers, etc.

He also directs and controls the services of medical aid at home, and in medical establishments such as hospitals, dispensaries, maternity clinics, insane asylums, leper colonies, and various other health establishments.

The duties of the Health Service Department cover also the general protection of Public Health, such as improved general sanitary conditions, measures for quarantine and prevention of di-

sease, combating communicable diseases, such as malaria, yaws, tuberculosis, venereal disease, etc., and all those disease which are a general burden upon society.

Finally, the Director of the Health Service controls the laboratories of the Kingdom, such as the Water Purity Control Laboratories, and those of the Institute of Biology, and the Pasteur Institute in Cambodia, etc. He also controls such educational establishments as the Royal School of Medicine and the School for training male and female nurses, nurses aids, rural midwives, etc.

There is a Director of the Chemical and Pharmaceutical Services, who at the same time acts as the Pharmacy Inspector and assures the direction of those services.

His main job is to see that laws and regulations are adhered to which concern the correct labeling, storing, manufacture, preparation, and buying and selling of medicinal drugs and pharmaceutical products.

Moreover he sees to it that the hospital establishments of the Kingdom are provided with sufficient medicine, medical supplies, and dressings.

The Anti-Malaria Service is also under the direction of the Health Service, and has been specially trained in the fight against Malaria.

The Department of the Health Service also has under its control the Service for Maternal and Child Care, but this service itself is directed by a Chief Medical Officer who is a specialist in the field.

This service directs, controls and develops consultation clinics for mothers and children. It gives advice for the development of improved hygiene and helps in the struggle against infant mortality.

The Anti-Yaws Service is also a specialized service under the direction of the Public Health Service. Although it has duties on the national level, this service does not have its headquarters at Phom-Penh, but at Siemreap. Its main function is to rid the Kingdom of yaws. As it does not yet have the means to carry out a campaign of national scope, the Anti-Yaws Service is proceeding gradually with a methodical fight. The first step is limited to the three provinces of Siemreap, Kg-Thom, and Battambang, where yaws is very prevalent. As soon as yaws is wiped out in those three provinces, a second step, taking in two or three other provinces, will begin, and so on until yaws has completely disappeared from the Kingdom.

The First Thing is Education.

As both our own doctors and eminent foreign and international specialists have pointed out, Cambodia has a very large percentage of diseases caused by lack of proper hygiene and sanitation. These

disease are: Typhoid Fever, dysentery, intestinal parasites, scabies, trachoma, conjunctivitis, beriberi, etc. Even now these diseases have almost completely disappeared from more developed countries while they still contribute heavily to medical statistics in Cambodia.

The ideal solution for their control is public education. That is the duty of the Service of Sanitary Education.

The principal job of that Service is the instruction of the public in the correct way to make latrines, dig wells, and how to protect these wells against all sources of contamination.

Wherever these solutions are not immediately possible, the service will try to induce the people to boil water before using it for drinking, and to filter it before using it to wash fruit and vegetables, etc.

That in itself is a long range program. Its success depends on many complex factors. The domestic economy and public instruction in general play very important parts in it. But it is an essential program in the fight against infant mortality and communicable diseases.

Work already Accomplished.

With the dawn of our National Independence, the medical services were in a deplorable condition due to the conditions of general insecurity. There was a great lack of trained personnel. Buildings had been destroyed either by war or by deterioration. There was a lack of medicine and medical equipment. Persistent plague disease threatened to break out into large epidemics. And schools for the training of personnel such as health officers, nurses, and midwives were in a precarious state.

It was necessary to remedy this situation, and it has only been since the coming of Sangkum [term unexplained in source], that a large number of problems have been solved and that an important program could be put underway, which shows great hope for the future.

So far, our principal achievements are the following:

As far as the training of personnel is concerned -- which was a fundamental problem to be overcome in order to proceed with all future development -- a Medical School has been founded and its high level of studies has been recognized by the Medical Faculty of Paris.

Thanks to the kindness of his Royal Highness, this school is undergoing continuous growth. It has at present the following disciplines: one section for MD education, one section for Public Health Officers, one section for Dentistry, and one section for Pharmaceutical Studies.

It has an enrollment of 205 native students and 37 foreign students. It is now in a transitory state towards becoming a Faculty of Medicine, of both medical and paramedical sciences.

A school for the training of male and female nurses and midwives has also been founded. It is located in a magnificent new building just opened last February.

It is handsomely endowed with all the necessary equipment for modern instruction, and the problems of educating this type of personnel have now been definitely solved.

We have progressed in such a way that, whereas only 40 students were recruited annually for training before 1957, there have been more than 200 each year since then. At present, this school has 385 students, of which 297 are in the nursing section, and 88 in the midwife section.

The Department of Health has also instituted a pre-pharmaceutical stage, and its certificate is recognized by the Medical and Pharmaceutical Faculty of Paris for graduates who wish to continue their studies in Paris. There is also one stage of maternity study which trains 60 rural midwives each year. At present these midwives are distributed among the Khums [term unexplained in source] within the interior of the Kingdom.

As far as various other medical establishments are concerned, medical and sanitary services have been set up in Phnom-Penh for hospitalization and care of invalids. Four clinics for maternal and child consultations have been set up. There is now one two-hundred bed hospital for children. This is the Kantha Bopha Hospital. There is a hospital for religious patients. There are two buildings for pharmaceutical work, and a laboratory for Water Purity Control. There is a block for Operations. Two more buildings are under construction. And at the Preah Ket Mealea Hospital, one building for consultations for government employees. This will include a pre and post natal consultation service and a building for consultations in the Tuk Laak quarter.

At the Preah Ket Mealea Hospital, more than half of the wards have been fitted out again, and this establishment has been endowed with perfected equipment for radiological and surgical services.

In the struggle for the prevention of diseases, the following services have been instituted: an Anti-Malarial Service, whose scope of action extends over all the malarial regions, including a total area of 100,000 square kilometers; an Education Service for Popular Sanitation; a Service for Improved Hygiene.

The provinces have not been forgotten. In fact, one dispensary has been constructed at Sihanoukville; thirty infirmaries, and one consultation clinic at Siemreap; one isolation ward at Prey Veng; two surgical wards at Kg-Speu and at Kg-Cham; one day nursery at Toeung, and four malaria units have been also built and equipped.

To all this, will soon be added the 500-bed Khmero-Soviet Friendship Hospital, which will be opened in the near future.

All of these efforts have helped solve the fundamental problems connected with the training and education in this country of doctors, dentists, pharmacists, midwives, nurses, and other cate-

gories of medical personnel.

They have also helped to reduce by at least 80% the ravages of pestilential diseases, such as cholera, plague, and smallpox. Yaws has been reduced by more than 50%, and the fight against continues in a rational and logical way.

Finally, infant mortality has also been reduced in a very sizeable proportion.

In a general way all difficulties are being overcome.

Projects for the Future.

Although results already attained are important, the Department of Health is still far from reaching the level of the average objectives which it wishes to attain.

During the next five years the following essential projects will be carried out: Malaria and Yaws will be definitely stamped out. Formerly, these diseases paralyzed hundreds of thousands of workers and restrained the development of production. Smallpox will be eradicated, and communicable diseases will be effectively combated. The educational campaign for popular sanitation will be intensified in order to make the people capable of preserving themselves from a large number of diseases. They often contract these diseases simply through ignorance of ways and means of prevention and protection. The transformation of the Royal Medical School into a Faculty of Medicine for medical and para-medical sciences will be completed. The technical skills of nurses and midwives will be improved in order to increase their effective work both in terms of quality and quantity. Pre and Post-Natal Consultation Clinics will be extended to all the provinces of the Kingdom. The hospitals and the maternity wards of the provinces will be improved and modernized by new construction, by surgical equipment, by laboratories, and by suitable x-ray equipment. These buildings will be made more beautiful and more effective, and thus will eliminate the necessity of long and difficult journeys for the public and the resulting loss of precious time from daily work. Ninety to 114 infirmaries will be constructed, and, if possible, fifty first aid posts. The capacity for hospitalization will be augmented to take care of sick and pregnant women. The largest possible number of Sroks will be provided with a Public Health Officer and a midwife. And finally, mobile medical units will be fitted out for land and river duty, and they will be sent across the Khums and Phums [terms unexplained in source], in order to provide the outlying population with all the benefits of modern medicine.

Difficulties to be Overcome.

In order to attain all of these objectives many difficulties must certainly be overcome.

It is essential to obtain good coordination and effective control for the carrying out of the program. As a matter of fact, the greater part of the personnel charged with carrying out this program are still young and lack experience. Therefore, it will be necessary to supervise their work and to stimulate them with frequent help and advice. In order to do this, it is necessary that the directors study the various data available and that they then find quick solutions to whatever problems may arise. It is also necessary to have immediate assistance in the form of competently trained office heads secretaries, etc. This is not yet the happy case in the Department of Public Health.

But his Royal Highness is there to give us an example with his courage, his self-sacrifice, and his devotion to the national cause.

In the final count, his example must incite each and every one of us to overcome all obstacles and to achieve the realization of the fixed objectives.

ORGANIZATION OF THE MINISTRY OF EDUCATION
AND RECENT DEVELOPMENTS IN
CAMBODIAN EDUCATION

[Following is the translation of an article in Realites Cambodgiennes (Cambodian News) Phnom-Penh, 30 September 1960, pages 1, 8, 9, 21.]

During the course of the last few years and especially since the coming of the Sangkum [term unexplained in source], education has undergone many changes in Cambodia. These changes were made indispensable by the attainment of independence, and by the extraordinary increase both in the number of students and in the number of schools across the country.

This development has led to a reform both in the structure of the Ministry of National Education and in scholastic programs. It has also meant an extension of technical instruction and the creation of facilities for higher education.

Reform of the Central Organization.

The reform of the Ministry was made necessary by reason of the rapid development of instruction at all levels. The new organization of the Ministry of National Education is made up of three large interdependent divisions, but each one still keeps a relative autonomy. These divisions are: The Cabinet of the Ministry, which makes policy; the Department of Offices, which regulates administrative questions, and the General Department of Education, which takes care of all technical questions.

This last Department is placed under the authority of an Educational Director. It consists of ten specialized directive bureaus, which are: Direction of Secondary and Higher Public Education, Direction of Public Primary Education, Direction of Pedagogical Services, Direction of Technical and Professional Instruction, Direction of Basic Education, Direction of Cultural Relations, Direction of Improved Hygiene, Direction of Youth and Sports, Direction of Arts, and Direction of Private Education.

This new structure allows for a better work achievement. It facilitates also the carrying out of the reforms.

Reform of Scholastic Programs.

At the beginning of the school year 1958-59, the new programs for Primary and Secondary School education were put into effect.

These new programs are intended to improve scholastic courses through simplification and modernization, by the addition of new disciplines, and by the coordination of courses. The national character of these programs is emphasized by the reorganization of the history and geography program, by the creation of a classical section for instruction in Khmer, and by the adaptation of the French program to the needs of the Khmer students.

Finally, scientific instruction has been improved by increasing the number of hours reserved for the study of mathematics and science, and by introducing an elementary study of astronomical concepts into First Cycle classes.

An accent has also been placed on instruction in practical work techniques in the technical sections, which are part of every secondary school establishment.

Development of an Increased Number of Scholarly Establishments and an Increase in the Number of Teaching Personnel.

Since the coming of independence, education has made great progress. In fact, there are now 3,446 primary schools with a total of 543,450 students, in comparison to 1,346 schools and 84,495 students in 1946. Under private instruction there is now a total of 29,596 students. The development in secondary school education is even greater. From a total of only 1,018 in 1945-46, the number of secondary school students has increased to 18,197 at the beginning of the 1959-60 school year. In 1945-46, there were only four secondary school establishments. They were a Lycee, two secondary schools, and a normal school. At present there are five lycees, twenty-eight secondary schools, and one center for pedagogical preparation (Kg-Kantuot.)

The same growth is to be found in higher education. In 1945-46, there were no establishments of higher education in Cambodia. At present, 750 students are enrolled in the Royal Medical School, the Faculty of Law and Economic Science, the Faculty of Letters, the National Pedagogical Institute, and the Faculty of Science.

As for the teaching personnel, naturally it has grown in relation to the increase in total number of scholars. The body of Khmer professors has been increased with the return of our students from foreign countries, and especially thanks to the training of First Cycle Professors for secondary school education. They are trained here in our country in the National Pedagogical Institute.

In the financial sense, no country in the whole world has given more of its annual budget to public instruction. We have given 17.25 percent.

Finally the struggle against illiteracy has been successfully undertaken by the Basic Educational Program.

The Most Striking Achievements.

The most striking achievements in primary education have been the model schools, the institution of manual work (once a week in the rice fields or in the work yards of building areas), and in open air classes.

In technical and commercial training, the National School of Arts at Phnom-Penh, and the Technical School at Kg-Cham represent two achievements of particular interest.

These are establishments for technical and industrial instruction, which have the job of training technicians for the various branches of public administration, and also for private enterprise. At present, they have two study cycles lasting for a period of seven years and are characterized by a mixed instruction which is both practical and theoretical. A third study cycle is planned for the training of engineers in arts and trades.

In addition, apprentice centers have been set up to train specialized workers. Studies there, emphasizing the practical aspect, last for three years.

The National School for Commerce was opened in 1958 to train the necessary specialized personnel to help with the development of the country's economic life. This school has three study cycles. The third cycle recruits students from the holders of the baccalaureat certificate of second place, or those who have law qualifications, and it trains them as experts in accounting, in commerce, in finance, or in international and judicial matters.

As for the training of chemical helpers, the third cycle provides for the training of assistants and laboratory heads, both for public and private jobs.

To all this, it is necessary to add -- in the realm of arts -- the creation of the National Direction of the Arts, the National School of the Theater, the National School of Music, and the reform of the National School of the Fine Arts.

Within the pedagogical area, it is necessary to point out the organization of the Direction of Pedagogical Services, the training of primary level teaching personnel at the National Pedagogical Institute and at the Center for Pedagogical Preparation in Kg Kantuot, and the training of secondary school personnel at the National Pedagogical Institute.

Finally, brush-up and improvement courses have been organized for teachers and professors during school vacations.

Within the area of higher education, the Royal Khmere University has been established. This includes the Faculty of Letters and Social Sciences, the Faculty of Law and Economic Sciences, and the Faculty of Science.

Among these new achievements, the National Pedagogical Institute represents "the heart of the reform" in education in Cambodia. In fact, this Institute takes care of the training of instructors,

and especially the training of First Cycle professors for secondary school instruction. In order to facilitate the courses and the studies for teaching degrees, the National Pedagogical Institute ...

[... apparently part of text is missing ...]

The Center for Research and Documentation at the Pedagogical Institute has its counterpart in an equivalent center for primary school education. This is the Direction of Pedagogical Services. Both of them edit the National Pedagogical Institute magazine and the Khmer Instructor magazine.

These two publications keep the teaching personnel informed and in touch with interesting pedagogical and administrative news concerning them.

Finally, in order to complete the works for improving national education, two commissions have just been created. One is a commission for secondary school instruction and is attached to the National Pedagogical Institute. The other is an educational commission for the Primary School Institute and is attached to the Direction of Pedagogical Services.

The main job of these two commissions is the elaboration of scholarly teaching manuals.

In the above ways, the problem caused by lack of qualified teaching personnel will soon be solved, or at least made less acute. In fact, the National Pedagogical Institute trains every year about 400 instructors and a hundred or so first cycle secondary school professors. Moreover, the research work at the Institute is providing a solid foundation for national Khmer education.

Material Benefits for Teachers.

The Department of National Education has made specific efforts to take care of the personnel in secondary school education. The French professors have priority on apartments constructed by funds from the Ministry of National Education. A very modern Building of the School of Arts and Trades has just been finished and is now placed at their disposal. And six other buildings, in the capital, and in the provinces, will be ready for them by the next school years.

Both those who have been poorly accommodated and new arrivals will be lodged there under comfortable living conditions. Moreover, the French professors are provided with many facilities which make it easy for them to transfer their savings to France.

As for the Khmer teaching personnel, it has not been forgotten. In fact, it receives -- thanks to the care of the Royal Government -- a very sizeable teaching salary and also a sizeable lodging allowance. After all, instruction can only be truly effective when both teachers and students live in comfortable conditions.

The Sangkum Policy Regarding Education.

The Sangkum policy looks towards an extension of primary education by a progressive growth in the total number of teachers, students, and by an increase in the available number of school buildings. It also looks towards strengthening of the study of modern languages. This will give every citizen equal chances in all the areas and branches of education. For example, this could be in the creation of Khmero-English schools and lycees; or in foreign language courses in our lycees and secondary schools, which will offer much languages as Chinese, German, Spanish, Russian, etc.

An extension of technical instruction will be brought about by the creation of technical schools and apprentice centers in the provinces, and also by the entry of some technical school material into the secondary school programs.

Finally the Sangkum policy looks towards the development of academic and higher education by paying particular attention to the institutes and various faculties. This will be done in order to follow closely all new scientific developments and their application, as these things happen around the world. The Pedagogical Institute is also preparing a Research and Documentation Center consisting of seven specialized commissions. They will be: a technical studies commission for teaching and education in general, a linguistics and phonetics studies commission, a literary and aesthetics studies commission, a psychology of teaching studies commission, a history and geography studies commission, a mathematics and science studies commission, and a culture and civilization studies commission.

Results obtained from the work of these commissions will be placed at the disposal of all teaching personnel in the Kingdom. At this present time, the literary and aesthetics commission is preparing a literary edition of the classical Khmer texts which are inscribed in the program.

Difficulties.

In spite of such progressive development, education is still going through a period of crisis. The lack of sufficient numbers of teaching personnel, of school rooms and of scientific laboratories represents grave obstacles in the realization of the plans set forth by the Department of Education.

But these obstacles will be overcome thanks to the efforts of the Royal Government, and with the help of the people, who often build their own educational buildings. And the efforts of all will soon bring success, with the help of our teaching personnel, and finally with thanks to the technical and financial aid of the UNESCO and friendly countries.

New Experimental Primary and Secondary Schools.

Fourteen experimental primary schools have been planned, and nine have been already opened -- fifteen experimental secondary schools planned, and four have been opened. These are to be seen in several regions of the Kingdom.

Studies and class rooms of experimental schools in Svay Rieng, Stung Treng, Kratie, Kompong Thom, Bos Khnor, Siemreap, and Battambang opened their doors at the beginning of the present school years.

Each school has six classrooms, a studio designed for teaching manual arts, another for the domestic arts, and a dispensary. Lecture halls have also been planned, but only those of Battambang have actually been finished. Several others are still under construction.

Moreover, the experimental schools of Kampot, Kompong Speu, Kandal Stung, and Kompong Chhnang are under construction, but at Pursat work is being held up until the land is designated.

Experimental schools are one of the most efficient methods for the Ministry of Education to rapidly introduce new teaching methods through out the Kingdom. In these model schools, teachers of primary rural schools have the possibility of becoming familiar with the new methods and of using them at once in their own teaching.

The construction of secondary schools in Kampot, Kompong Thom, and Kompong Chhnang was finished before the beginning of the school year, and they are now open. In addition, eight of the twelve classrooms in the secondary school of Prey Veng have been completed and are now in use.

Every province, including Phnom-Penh, will be provided with similar schools. These schools will have ten to twelve classes as well as a building reserved for the practical arts. Besides the administrative services, this latter building will have rooms specially equipped for the study of domestic and manual arts, and for commercial courses such as typing, as well as a science laboratory.

Close to 30,000,000 riels have been allocated from the American aid program to the construction of these schools.

ORGANIZATION OF THE DEPARTMENT OF FINANCE

[Following is the translation of an article in Realites Cambodgiennes (Cambodian News), Phnom-Penh, 21 October 1960, pages 1,4,5.]

Among the several Ministerial Departments, that of Finances occupies an especially important place, not only because of its own leading role, but also because numerous other services are dependent upon its authority.

The General Organization.

Under its authority as a ministry, the Department of Finances has the classic Cabinet, the Direction of Financial Offices, and the Inspection of Financial Services where the respective duties are of particular interest.

The Direction of Financial Offices, which is directly subordinate to the Ministry, directs and controls three services. They are those of the Budget, Receipts, and Expenditures.

Each of these three services is in turn divided into offices, and then into sections, whose respective duties are carried out precisely.

Without entering into detail, let us indicate simply that the essential job of the Budget Service is the preparation of the National Budget and the control of its execution.

The Service of Expenditures is charged more particularly with questions of salary, pensions, and general supplies.

As for the Receipts Service, its main job is to see to the collection of direct taxes and to the study and preparation of fiscal statutes.

The Inspection Financial Services has a certain number of inspectors who have the most extensive power of investigation over all the services and offices connected with the Ministry of Finance.

Large Outside Services.

To this central organization, as we have just sketchily shown it, are attached the following large administrations: the General Direction of Taxes; the Direction of Customs and Excise Taxes; the Direction of the Treasury, Insurance and External Finances; the National Equipment Bank; the Civil Pension Bank of Cambodia and the General Treasury.

The General Direction of Taxes treats in a general way all questions of fiscal legislation and documentation, fiscal litigation, and the basic assessment of taxes. This administration is

charged also with the collection of due taxes according to the legislation in effect.

The General Director of Taxes is aided in his job by inspectors, controllers, and tax collectors.

The National Administration of Customs and Excise Taxes, which comes also under the authority of the Finance Ministry, groups together under the same authority the Service of National Excise Taxes and the Service of Customs and Excise Taxes. Their duties are well known.

The duties of the Direction of the Treasury, Insurance and of External Finances are very great. This Direction consists of six offices which take care of well defined questions. The first office is that of personnel and administrative affairs. The second office takes care of all monetary questions, of treasury fund movements, of debts, etc. The third, which is that of insurance, has the job of looking after all questions relative to insurance companies. The fourth office takes care of all questions concerning banks. The fifth, that of External Finances, controls questions of exchange and currency accounting, carries out financial and monetary studies, and in a general way looks after Cambodian financial interests in foreign countries.

Finally, the sixth office takes care of legislation and litigation; such things as frauds, traffic in gold, and also the currencies and statements of non-ability-to-pay which are in foreign countries.

The National Equipment Bank has a different structure. In fact, this is a public establishment, which has a legal identity of its own and enjoys financial autonomy.

The bank is administrated by an administrative council of six members. The Minister of Central Planning, the Governor of the National Bank, and the Finance Minister are obliged to preside.

The role of this organization is to carry out all financial operations, as decided by both the Council of Central Planning and the National Development Committee in accordance with the operations of the Five-Year-Plan.

The General Treasury of Cambodia, which was just recently re-organized, is placed under the direct authority of the Ministry of Finance. The Treasurer General, who directs it, is the principal accountant for the National Budget, for independent budgets, and for accounts outside the Budget.

Finally, the Bank of Civil Pensions is charged, acting under the control of the Department of Finances and the Administrative Council of the Bank, with all operations which concern the payment of pensions.

What has been Accomplished.

Each year the Department of Finance sets up the budget for the coming year.

For that purpose, the different Ministerial Departments furnish it with estimates of expenditures and receipts for the coming year. Then the total amount of expenditures and receipts is computed, and, more often than not, it is found that the credits asked of the Ministry exceed by a large amount the receipts.

In order to arrive at the indispensable balance of the Budget, meetings are arranged. These meetings group all the authorities in other Ministerial Departments around the Minister of Finances.

During the course of these meetings a selection is made of the expense estimates in order to give priority to those which are both indispensable and urgent.

As a matter of fact, the budget policy of Cambodia consists in obtaining a balance by financing current operating expenses with the normal resources of the budget. In order to achieve this, they proceed with necessary adjustments to propositions made by the Expenditure Services and in agreement with them.

At the same time efforts are made to lessen demands upon the budget, in order to make way for the financing of equipment expenditures.

These efforts have been successful, since equipment expenditures financed by the National Budget represent in 1960 more than 710 million riels. That is 16.08 percent of the total budget. In 1959 the equipment expenditures, financed in the same way, represented only 9.98 percent of the budget. That was 390 million riels. Therefore, progress has clearly been made.

Let us also indicate in connection with the budget the very satisfactory progress in receipts for the past four years.

Whereas in 1956 the total of receipts was only two billion 600 million riels, it has this year reached four billion 420 million riels.

This increase allows important credit to be given to essential sectors of the economy: education, health, social actions, central planning, commerce, agriculture, and public works. This year there will be available to them two million [should be billion?] in comparison with only 866 million in 1956. Such an advance is sufficiently explicit in itself without there being any necessity for adding the slightest comment.

As far as receipts are concerned, the established estimates for the year have been confirmed during the course of the first quarter.

Without going into details, let us just point out that the increase from customs and excise taxes collected during the course of the first three months represents 47% of the total annual estimate and that the total various taxes taken in are equivalent to 54.5% of the estimate for the total year.

Moreover, it is important to underline the fact that these results have been obtained not by the creation of new taxes, nor by an increase in the existing tax rate, but by a tightening of

control over taxable goods, and by better work on the part of the assessors.

To Favor Industry and Agriculture.

To these efforts, accomplished for the general equipment of the country by the budget plan, should be added the measures for tax reduction and exemption taken by the General Direction of Taxes to favor farmers and industry.

Measures already taken and applied include tax exemption on export turnover, the reduction of the tax rate on imported goods designed for the country's equipment, and the exemption of the land tax on certain rural properties, such as rubber tree land or other lands intended for the cultivation of products of exceptional interest to the Kingdom's economy.

Moreover, a legislative project aiming at exempting farm equipment from the customs charges has recently been submitted to the National Assembly.

Aid Brought by the National Equipment Bank.

Among the number of organizations which contribute to the development of production, the National Equipment Bank plays a very important role.

In fact, from January 1957 to the end of July 1960, it has granted 63 loans, totaling 130 million riels. Eight of these loans were granted in 1957; twelve in 1958; twenty-five in 1959; and eighteen during the first seven months of this year.

They are intended to stimulate many different types of economic activity, and their usefulness has been recognized by the Administrative Council of the bank. These loans are made to plantations, ranches, industry, etc.

Moreover, the National Equipment Bank (in its function as Administrator for the exceptional tax on Equipment) has participated in the following enterprises: Cambodian Electricity (142 million), Khmère Rubber Plantation Company (nine million 500 thousand), Khmère Royal Hotel Company (18 million), Cambodian Manufacture of Cigarettes (six million), Khmère Oxygen and Acetylene Company (three million), and Khmère Distillery Company (100 million).

Finally, the Bank plans a participation of sixty million riels in the Khmère Insurance Company, which is just being set up.

All of these figures indicate the very particular interest which the Royal Government is giving to the development of the economy in general.

In order to speed up this development even more, the interest rates on medium and long term loans offered by the bank have been reduced.

They have been reduced from 6% for a medium term loan, to 3% for farm loans, and to 4% for loans to industries and breeders.

As for loans at long term, which were originally given at the rate of 7%, they have been reduced to 4% for farm loans and to 5% for loans to industries and breeders.

Besides these steps, foreign capital invested in Cambodia is granted benefits from numerous facilities, among which we should point out the integral transfer of net profits and the interesting possibilities of investment cancelation.

For Greater Efficiency.

Along with the efforts just cited, which all tend to aid and accelerate the general equipping of the country, the Finance Department, and its dependent Large Administrative Sections, are exerting themselves to increase the efficiency of their services by a "revalorization" of advantages offered to its personnel and by a progressive mechanization.

It is for this reason that the Treasury is going to have IBM equipment.

Finally, the Ministry of Finances, now installed in the much too small former offices of the Chamber of Commerce, will have a new building ready for it in a few months. This is being built not far from that of the Department of Central Planning.

Considerable Progress.

This rapid and summary survey of the role and efforts of the Ministry of Finances shows how delicate its job is and how encouraging the results have been. In fact, it is a very difficult thing to improve receipts, not only without increasing taxes or by creating new ones; but think of the further difficulty when vital industrial and agricultural activities are granted tax exemptions and important tax reductions.

In spite of this handicap, the Department of Finance has achieved a financial balance which is indispensable to the continued effort and development of a nation in full expansion like our own.

ORGANIZATION OF THE DEPARTMENT OF COMMERCE

[Following is the translation of an article in Realites Cambodgiennes (Cambodian News), Phnom-Penh, 28 October 1960, pages 1, 8, 9.]

The Department of Commerce; Regulator of the Nation's Economy.

The Department of Commerce, directed by Mr. Touch Kim, who is also the Finance Minister, is independent none the less of the Department of Finances. Its activities are clearly distinct and its role is a very different one, as we are going to see.

The General Organization.

Along with the Cabinet of the Ministry, which includes the Special Secretariat, the Administrative Office, the Personnel Office, and that of Accounting, the Direction of Offices has very important functions.

In fact it has as its duty, through the intermediary help of two offices, that of Commerce and that of General Economic Orientation, the handling at the ministerial level of all questions relative to external and internal commerce. It also has to see to commercial agreements, to see to the planning of exports and imports, to see to food and grain conditioning, to see to the customs tariff, to the GATT, etc.

Along with this central organization there are other large services which depend directly upon the Department of Commerce. They are: the Direction of External Commerce, the Conditioning Service, and the Economic Police. Their jobs are clearly defined, but one compliments the other.

The Direction of External Commerce.

Aided by an Assistant Administrator, the Director of External Commerce has the job of preparing and administrating import and export plans and credits; the delivery of import licenses without stamp, and through the delivery from EFAC [abbreviation not explained in source], accounts, the distribution of imported products and the equalization of their prices. Also in a general way, the Director sees to the administration of all studies connected with the commercial exchange between Cambodia and foreign countries.

Finally, the Director of External Commerce acts as the Secretary General of the Commission of Currency Allotment. We will have more to say about that later on.

The Conditioning Service.

This service has the job of controlling during the process of export and import the quality of imported goods, and it has to see also to the repression of fraud and falsifications, and to act as a sanitary police for fruit and vegetable produce.

This is a very big job which requires a large number of specialist employees.

The Economic Police.

Being dependent in an administrative sense upon the Royal Police, but technically belonging to the Department of Commerce, the Economic Police has just seen its duties made definite by a recent ministerial decision. Unfortunately, only a short time ago the faulty operations of the police caused a storm of criticism.

Consisting of three offices, an administrative and information bureau, a suppression and control office, and a disputed claims department, the Economic Police has the job of investigating all information of interest to the Kingdom's economy, and of investigating and suppressing infractions of economic legislation such as, hoarding, frauds and falsifications, illegal sales and circulation, illegal price raises, etc.

The Economic Police can seize and present to the nearest Customs Office merchandise which it thinks has been smuggled. It can also bring official proceedings against infractions of the exchange legislation.

Currency Allocation.

The allocation of currency necessary for imports, is one of the essential parts of the Department of Commerce duties. This allocation of funds is done by a Commission. Its president is the export advisor of the Department, and the members are representatives from the Finance Ministry, the Central Planning Ministry, and the National Bank. As observers, a representative from the USOM [abbreviation not explained in source], (only for currencies from American economic aid), two representatives of the Chamber of Commerce, and a representative of the Khmer language press also are present at the meetings of the Commission, which are held two or three times a week.

Currencies thus allocated among the various importers are designated for the purchase of various products before they are regularly commercialized.

Also, currencies are allocated to those whom it is convenient to call "the final users," by the work of another commission.

This Commission, presided over by a representative of the Ministry of Commerce and having as its members the Director of Ex-

ternal Commerce, the Director of Mines and Industry, and the General Director of Taxes, has the job of distributing currencies to industrial or agricultural enterprises which offer an assured economic interest to the Kingdom.

These enterprises, including rubber plantations, tobacco manufacturers, saw mills, rice mills, textile mills, Cambodian Electricity, etc., are able to directly import raw materials, pieces of equipment, accessories, and whatever special supplies are necessary to meet their needs.

Prices and Quotations.

There are also other commissions under the control of the Department of Commerce. Among them it is necessary to point out the Consultive Commission for External Commerce, which has the job of giving advice on all questions relative to export and import operations, and has to prepare FOB prices for exported products, with either integral repatriation of funds or compensated exchange, as well as CIF prices for imported products in compensated exchange.

This Commission is presided over by a delegate of the Ministry of Commerce and has for its members representatives from the Office of External Commerce, the Office of Agriculture Exchange, the Chamber of Commerce, importers, exporters, and rubber planters.

Finally, after the Department of Commerce itself, there is a Committee for taking care of provincial prices and supply, and, in each province, a separate Provincial Committee. The Central Committee works out the general policy for prices connected with immediately needed commodities, studies the payment methods for provisioning, and fixes the margin of profit.

The Provincial Committees put into effect decisions made by the Central Committee.

What has been Accomplished.

At the end of each year the Department of Commerce works out the import and export plan for the coming year.

The plan for 1960 estimates exports at a total value of two billion 85 million riels and imports at a value of two billion 685 million riels.

In the export plan of this year we expect to sell to foreign countries 36,000 tons of rubber for 828 million riels, 350,000 tons of rice and rice derivatives (597 million); 135,000 tons of corn (249 million); 20,000 head of cattle (38 million); 10,000 pigs (60 million); 35,000 chickens, pepper, soy beans, kapok, fresh and dried fish, tobacco, charcoal, beans, palm sugar, etc.

As far as imports are concerned, first in the line of food products, there will be such things as, flour, sugar, milk, various beverages, etc.; there will also be pharmaceutical and chemical

products, oil, textiles, minerals, machines of all kinds, supply equipment, iron and steel, etc.

The carrying out of this plan which was made up in 1959 shows that in a general way the estimates which it contained are quite exact.

By the end of September the exports and the imports showed a definite increase: 33% for exports, and 25% for imports. This increase shows the general progress of the volume of commercial trade.

In exports the most important increases in percentages are shown by beans (700%), wood (488%), and by red corn (50%).

Imports have increased also as is normal under conditions of a country's expanding economic development, but in a proportion which is less than that of exports. Imports of equipment goods, from November 1959 to the end of September 1960 show an increase of 169 million riels.

As far as Cambodian Commercial relations with foreign countries are concerned the neutral policy of our government has allowed them to develop freely with all countries.

Commercial and payment agreements have been concluded with Laos, Yugoslavia, Japan, the United Arab Republic, Czechoslovakia, China, USSR, Poland, and North Vietnam.

Agreements drawn up with West and East Germany will soon be ratified. These will be bilateral agreements.

With the countries of the "Free World" the fact that Cambodia belongs to GATT and the General Agreement on customs tariffs and commerce (which amounts to a multilateral commercial agreement) does not make it absolutely necessary for us to conclude agreements similar to those made with the socialist countries.

Thanks to the concluded agreements and to the neutral policy of Cambodia, it is possible to increase the export possibilities for Khmer products.

They will have a wider market open to them, and can for this reason expect increased sales.

In order to encourage exports and to standardize imports the Department of Commerce has taken certain steps. Among them are the allocation of supplementary currency funds to exporters-importers, who make an extra effort to export. It helps with import facilities for equipment and also with those for raw materials to final users. It prohibits import of products which might compete with local products, such as manioc and tapioca flour, earthenware alcohol jars, rubber basins, canned goods, wood veneer, cigarettes, matches, salt, soap, etc.

In order to standardize imports, products for import have been classified into groups, and the number of their importers is limited.

Finally, by a recent decree, the Department of Commerce has announced that measures will be taken against owners of industry and importers-exporters who do not do enough for the national production.

Essentially, these measures represent a non-allocation of currency for imports.

This decree has caused an uproar in certain industrial and commercial circles, and the mixed body of the Chamber of Commerce and Industry has passed it on to us.

"It is quite apparent," Mr. Touch Kim, Minister of Commerce, said to us in answer to this, "that the measures provided by the decree will not be applied brutally within the near future. It is simply a matter of showing the general direction of our economic policy. We do this so that those interested can start taking the necessary steps in their enterprises to be ready to adapt their activities to the general economic evolution of the country."

THE ORGANIZATION AND FUNCTIONS OF THE
CADASTRAL SERVICE

[Following is the translation of an article in Realites Cambodgiennes (Cambodian News) Phnom-Penh, 5, 12, 19 August 1960, pages 7, 8, 10, 14, 15.]

Function.

Since Cambodia is an agricultural country, its land constitutes the essential part of its heritage. Therefore, the population of Cambodia is essentially rural, and both present and past authorities responsible for the Kingdom's administration have made special studies of its general condition.

The Khmer peasant has known a long and uncertain past where he lived reduced and resigned to a precarious existence. Now, economic and social progress have been achieved thanks to the development of national security, hygiene, and a vastly improved system of national roads. These things have made it possible for the Khmer farmer to expand his crops and to market his produce.

During this evolution, the Cadastre has accomplished a very important job, of one of which the public has not always been aware. This is due to the very nature of the work itself. It is not accomplished by great assemblies with great fanfare, but is carried out by a series of little operations. The results are made concrete from maps and documents held in the archives, and these documents are most indispensable to a country with an agriculture vocation.

The goal of those who have carried out the land reform has been to endow Cambodia with a new regime. This new regime wants to improve the living standards of the rural population by turning property over to them so that they in turn may reap the larger profits from it.

Before going into details of the organization and functions of the Cadastre Service, we are going to give a general picture of the land regime and the posting of land rights.

In all countries, especially in new countries or in countries in the full process of evolution, the land laws constitute a very delicate problem. In fact they form the foundation for the country's social and economic life, and this is not conceivable unless security of goods, and consequently that of the product of labor is guaranteed. In a real sense, society and the economic development of a country rest on these laws. All problems which are connected with them -- whether they be agrarian, financial, or fiscal problems -- can only be resolved from their basic data. Therefore, the influence of these laws is apparent in all branches of human activity.

Finally, these laws give witness to the social evolution of a people. On the one hand, they are closely tied to forms of property, and on the other hand to exploitation of natural resources. These laws favor and prepare this evolution by the consecration and the protection of property rights, by the development of land credit, by the equitable distribution of charges, and finally, by the carrying out of agriculture improvement works.

In Cambodia, where the land represents the productive capital and almost the only immediate source of wealth, it has been necessary to work from these principles and to endow the country with legal instruments in agreement with its social development and its economic progress. Now there has been substituted for the old system of posting land rights with the help of the certified deed registers a new system based on the principle of the land book and conforming to the civil code.

The new system of posting land rights (a term by which is meant the means allowing the establishment and recognition of rights and charges, with which real estate may be attached or mortgaged, and consequently the origin, the extent, and the effect of these rights and charges) has the basic result of making real estate into an individual unit. It also determines exactly its constitution and its legal situation. As the fundamental foundation of the system are the following principles: the legality of entry appearing in the land registers, the posting of all land rights and any modifications or changes to those rights; specification of all land rights and charges, and preliminary control of all deeds submitted for entry to the land book. In this system, which inspires the economy instead of troubling economic progress, property (when it is a question of land) is considered in accordance with economic principles as an instrument of production. It may easily and without risk be transferred. The owner is assured, moreover, that his rights will not be contested, and in this way the improvement of the soil, a work of long duration, is not paralyzed either by the uncertainties of the future or by fruitless legal actions. Finally, the liquidation of the property, as well as its use as an instrument of credit, is also carried out under identical conditions of safety and rapidity. For purposes of credit, money may be then placed abundantly and at a moderate rate of interest at the disposal of the farmers.

In this type of system, the land itself represents the invariable assessment for the real estate and land tax. The fees with which it is charged are assigned to a unique account instead of being disseminated among multiple accounts of successive owners. The settlements, with their successive changes and modifications, follow through the real estate itself. Each piece of property, once established by the Cadastre, is entered in a section of the Cadastre Register. This contains a brief but precise entry of all information regarding the real estate, both as to its physical description and its legal state.

At the base of this system is found the map on which the piece of real estate is represented on a reduced scale, with its boundaries and its area. Also on this map, certain other land rights, such as easements, are either now indicated or may be indicated in the future, as well as joint ownership easements, rights of passage, easements of conveyance, and easements of drainage, etc. Therefore, the map forms an inseparable compliment to the Cadastral Register. It stands as proof of boundaries and the location of the piece of real estate. It is an orderly way of doing things which replaces the former confusion. It makes investigations easier, even those, for example, which begin with the names of the owners. For there is located along with the cadastral register an alphabetic index which contains the names of all land owners. Each of their pieces of property is listed by the number under which it is registered in the land book and is shown on the cadastral map.

Therefore, the system combines in a very satisfactory way the two systems of posting of land rights, that is both the personal and the real, and it has the immense advantage of bringing together in one unique document, open to quick and direct consultation, both the location of owners of property and the complete present legal status of their property.

These documents constitute the land regime. They give the description of each piece of property, determine its legal standing, mention the fees and charges to which it is subject, and set forth the changes and modifications which have occurred to it. They include also the cadastral register of certified deeds, the lot maps, and supporting documents.

The Cadastre, which represents the essential base of the new system of posting land rights, is established with the help of aerial photographs. These are used and entered after their transference to unstamped paper for operations of verification, the setting forth of boundary lines, and their completion on the terrain itself.

The lot maps are worked out in the land office and are based upon the interpretations of the transference sheets, which have been glued to glass, and according to the results of verifications and the setting forth of property boundary lines.

The main outline points of photographic restoration, indicated on the ground by land markers, are added to a triangulation which forms with them a system of reference points. These serve as a basis for the reestablishment of boundary lines which have disappeared, or which have been changed in a fraudulent way. This is the work of conservation and control carried on by the Cadastre.

Now we are going to examine in succession the organization and the function of the Service as well as the methods used. We will next examine the establishment of maps, the land registration, and the work of conservation.

Organization of the Service.

The Cadastre Service in Cambodia was reorganized in 1948 by a legislative statute which defines its duties and functions.

It was classified as a service of primary importance by a commission composed of high officials. They were assigned to make a study for reclaiming the lands of the territory. Its role has been preponderant in the economic and social evolution of the Kingdom.

The Cadastre has three main goals in Cambodia.

a) The legal goals. This will provide for the foundation of a land system including:

- 1) The legal constitution of real estate by clearing up contradictory property lines, and by the clear establishment of whatever land taxes or easements may effect them.
- 2) The identification, the realization, and the determination of property wealth by its subscription in the land book and its establishment in the lot maps.
- 3) The establishment of the civil state of land owners who complete the above operation by the entry of their land in the land register.

b) Administrative goals. Precise and complete verification of land parcels in various areas in view to their definite location or possible assignment to other regions. (Regional Administration).

-- precise verification of private land parcels to be expropriated in order to make way for lines of communication;

-- precise verification of land parcels to be used in the development of agricultural water works, and in view to the eventual participation of the owners in the expenses of establishing dams and canals for irrigation;

-- loans approved by the establishment of the OROC and based on the land credit of the person requesting the loan;

-- knowledge of real estate holdings and the charges which burden them with a view to future political and economic ends.

c) Fiscal goals. To serve as an assessment basis for the land tax with a view to just and equal division of all charges.

The Function.

All the works are carried out according to the following guiding principles:

- 1) All the work methods are devoted to reducing wasted time.
- 2) The methods used must always undergo a full process of testing.

The use of the photographic method has been extended to all areas of work, from the taking of simple pictures to the publication of results. This includes the general triangulation of the restoration outline and the laboratory work.

Personnel.

In order to efficiently carry out this enormous job, the Cadastre Service employs a total of 434 persons. The work is directed by an Engineer Director of the cadastral works, aided by an assistant, who is also an engineer.

The number of employees is small when compared to the extent of the job to be done. (Back in 1944, the Service had a total strength of 727.)

Most of the cadastral offices in the provinces lack the necessary personnel to quickly take care of new jobs. This is now caused in particular by the population movement to new lands. But in spite of these difficulties, considerable progress has been made.

Next week we will study the material used and the methods adopted by the Cadastre Service to best perform its job.

Since 1932, aerial photographs have been generally used for the drawing of maps. But aerial photography, which allows the filming of large areas for the cadastral process, is not sufficient in itself. It is also necessary to have available drafting material for establishing the main outlines and the drawing in of details, which, after all, are the basis for all cadastral documents.

For the most part, the precision instruments used are theodolites. For simpler work, over less extensive areas, an instrument is used which the specialists call a "plane table." This instrument is not very expensive, and its use is very simple.

Linear and angular measurements taken in this way are transferred to maps with the help of good quality drafting tools.

Methods Put to Work.

It is impossible to imagine either the establishment or the preservation of cadastral maps without triangulation. The goal here is to give the lot drawing, for which it is the base, all the required precision and to furnish the principal elements for a

system of land markers and reference points. This allows:

- 1) The simple and sure verification of the total sketch and the details of the maps, and also their quick completion.
- 2) The reestablishment of property boundaries which have disappeared, or have been changed either accidentally or fraudulently.

The exact precision of the maps is necessitated by the high intrinsic value of the lands and to the scale needed for the parceling out of lands. A land area, which depends upon linear measurements, must be known well enough so that there are no unfortunate consequences on the price in land sales or in reduction of the land tax.

It should be pointed out that in surveying, topography, and topometry, it is the terrain which commands, and it is up to forewarned technicians to choose methods and instruments so that they may achieve as high efficiency as possible at a minimum cost. The necessary and sufficient precision scale for lot maps in Cambodia is that of 1:500, and the scales used are those of 1:4000 for rural terrain, and that of 1:1000 and 1:500 for cities and other urban centers.

All maps for rural terrain are made by photographic methods. The serial shots are made by either military or civilian airplanes, and the Cadastre Service carries out all other technical and administrative parts of the operation. This terminates in the drawing of cadastral maps and the establishment of the cadastral registers.

Geodesy.

If for a small area of territory, such as an urban center or a khum, it is possible under duress to assimilate in the map the reference ellipsoid from which the physical surface of the earth is restored, this is not the case for a srik, or a khet [terms unexplained in source] and this certainly is not the case for that part of Cambodia which must now be brought into the cadastral process, and which involves more than a million hectares.

Therefore, the cadastre has to be carried out according to two methods. It is possible to draw independently each administrative community, urban center, or khum in plane coordinates, without taking into consideration the spherical surface of the globe. That was the method used in the beginning for ground drawings.

Or it is possible to establish a system of geodesic points calculated in geographic coordinates according to the Clarke ellipsoid, which has been chosen as the reference ellipsoid, and to then transform this network into rectangular coordinates in a projection system adopted for the calculation of the subsidiary triangulation

and the final execution of the maps.

The second method, which is exclusively used by the Cadastre Service at the present time, offers certain important advantages over the first method.

In fact it is best suited for the execution of the total work scheme and for an economic determination of the cost of mapping. The Cadastre has been carried out at the rate of 100,000 (hectares) each year. Proceeding according to the principal of job specialization, every year a triangulation bearing on that area has been entrusted to one geometry engineer. It is not to be doubted that it is easier to establish a general system than it is to begin a new project all over again for each administrative unit. Finally, when it is a question of using aerial photographs, they often overlap the administrative boundaries, and are usable, in this case, for the maps of two different khums.

The elements of the determined map restoration in the two khums must then belong to the more general coordinates in order to allow the proper aligning of aerial photographs.

It is a much more scientific and precise method, and allows the cadastral personnel to be given complete technical training. In fact, the cadastral service does not limit its activities to the establishment of lot plans. It may be also delegated with carrying out certain works of cartography, even though in general these works have been given over to the National Geographic Service, which was created in 1955.

The execution of full triangulations allows the completion of agent training. Thus they have practised geodesy, topography, and the drawing of lot maps.

This method also facilitates all later cartographic uses. In fact, the general network may be reported for any scale whatsoever, and photographic details reduced between the squares of this outline. While on the contrary, large scale drawings, carried out by the first method, are not capable of indefinite juxtaposition without introducing serious errors.

Choice of a Plan of Representation.

Among the already studied systems of projection, it was necessary to choose that one which best showed the following characteristics: first of all, it had to be a consistently regular projection in order to use directly the angles observed in the triangulation.

-- it had to eliminate rather small linear distortions in order not to effect the topographical curvatures, which could be made right by very small corrections and then applied to the projection;

-- it had to eliminate negligible superficial irregularities in accordance with permitted tolerances;

-- it had to cover a rather vast field in order to avoid the complications which are caused by changes in the original data, that is to say, the execution of calculations, the transformation of long and not very precise coordinates, and the difficulty of total compensations.

In brief, it was, therefore, necessary to adopt the projection consistent with extended field work, but which eliminated linear distortions and superficial irregularities.

The Restoration Outline.

Aerial photographs are best taken at a precise and constant height and with a perfectly horizontal camera. In order to align the photos, that is to say, to transform them into a flat representation of the terrain on a pre-determined scale, four ground reference points are set up in the photo, and they are placed as closely as possible in the form of a square.

Moreover, the photos which are taken overlap, and it is good, as much for the sake of economy as for a consecutive outline, to choose the reference points for restoration in the sections common to successive photographs.

A first choice then for the placing of reference points of restoration is made with regard to the total assembly of the work, and it is necessary to then adapt this project to the possibilities of the terrain. The technician must choose points which are very clear in the photograph and which have a sufficient field of view to be precisely determined.

According to the ground area, various methods of determination are used. In mountainous regions, and especially those where isolated phoms stand out like large pylons, the method of surveying based on three or four points has given excellent results. In low and overgrown regions without any striking landmarks, there remains the process of direct measuring which connects together the triangulation points.

Naturally, it is not necessary that the restoration reference points pin-pointed in the photograph be at the landmark itself. They can be indicated from a short distance away.

The Alignment of Aerial Photographs.

The photographs are taken at an altitude of 3,000 meters while flying as close to a horizontal plane as possible.

The focal distance of the lens is set at 0m 30; and the plate has a dimension of 18x24. In round figures the scale is 1:10,000.

The process of photograph alignment consists not only of transposing them into maps but also of enlarging them to the scale of 1:4,000.

For this purpose, there is on each side of a lens, which resembles as closely as possible that of the airplane, on the one side the plate where the four points of restoration have been pin-pointed in, and on the other side a white screen in decimeter ruled squares, where the four points are indicated with coordinates on the scale of 1:4,000. When the image from the plate falls on the screen in such a way that the pin points coincide with their indicators, then the technicians have succeeded in substituting for the inclined image of the ground an image which is easily interchangeable with its horizontal projection and is represented on the scale of 1:4,000.

However, the problem is only really simple when the ground, as shown in the photograph, has no gradients beyond the extent of ten meters. It is necessary that the ground be flat, otherwise corrections in altitude have to be made. This slows up the work and increases greatly the cost of the method.

The restoration laboratory at Phnom-Penh has at its disposal two Roussilhe cameras, and a vertical Chretien enlarger. As soon as the images are correctly shown on the screen, photographic paper is substituted for it, or a paper glued to glass. The first serves for general ground work. The second is used for final steps of the work and for the establishment of definite maps.

Final Work.

The alignments on photographic paper are delivered to surveyors, and they carry out the marking of lot boundaries, and the final registry of the land. Often, however, the apparent lot boundaries as shown in the photographs have to be completed. In the rice field regions, the little dikes mark clearly the lot contours. But in the region of chamcars [term unexplained in source], it is difficult to identify the lots when an identical food crop is under growth. Therefore, an administrative edict has called upon the inhabitants to place, before the photographs are shot, white screens at the furthest extent of their lot perimeters whenever these boundaries are not clearly visible.

In spite of these precautions surveyors still have to complete the work. When it is only a question of making sure of a lot angle, a chain measurement reported on the alignment is sufficient. But sometimes a whole group of lots must be drawn on the plane table. The surveyor then makes use of the alignment photo as a leaf on his plane table and measures from one well defined point in the photograph to another well defined point. Generally an error of "closing up" results which is not the fault of the surveyor but caused by shrinkage of the paper. The surveyor indicates by an arrow at which

point he has to "close up," and if the work has been well done, the draftsman who carries the final rendering over to the photographic print on glass will be able to apply it exactly between the departure and arrival points.

The Final Execution of the Maps.

The prints on glass represent an adjusted and aligned photograph of the ground. Once it is glued to its non-changeable support, it will not undergo expansion or shrinkage and remains at the scale of 1:4,000. The draftsman completes on this print all the details and draws in the numbers carried on the alignment print.

The "Cadastral Plan" established on a map is the tracing of the lot boundary lines, which are shown on the glass plate. The lots are numbered in a definite numerical sequence.

Therefore, the technical map archives of the Khum have a triple content:

- 1) an alignment on unstamped paper, which serves as a basis for the land registry.
- 2) the print on glass, unglued, which is a document of the photographed area, and shows where the lot boundary lines have been reported.
- 3) the Cadastral Plan which is designed to translate graphically the land book. It also has to be kept up to date.

The Fiscal Cadastre.

The cadastral service has been called upon to carry out works of this type. They require only a simplified technique. Aerial photographs are simply enlarged from 1:10,000 to 1:4,000 and the details shown by the enlargements make it possible for the surveyors to sketch in the various pieces of real estate and the owners. The speed of this simplified method makes it possible to assess the tax rates for large areas. In this case it is important to work quickly, for the crops may be there for only a short time, and the corn fields, which are commonly located along river banks, remain bare for only a part of the year.

The essential characteristics of each land book are:

-- the legality which is derived from precise texts --
texts which fix the procedure of registration and regulate the preservation of land data.

-- the genuineness, that is, the fidelity of reproduction of

each form and the location of lots shown without omissions, and further the fidelity of entry of taxes and charges in such a way as to give the land book a probative force.

-- the posting of notice, which is carried out before the registration and during delays which separate the work of the different commissions; and finally the delivery of true property titles in the form of extracts from the land book or the lot map.

The Registration Procedure.

The arrangement of various technical and administrative operations is carried out in the following way:

-- a prakas (ministerial decree) from the Ministry of Agriculture prescribes the general land markers and the registration of land for a pre-determined region.

-- the Head of the Province, through his vested power, appoints an inter-communal line-marking commission.

-- the work of this commission is then laid out by the Cadastre Service which recognizes the limits of the Khum, with, of course, the approval of bordering communal authorities. It then places boundary stones and proposes simplifications, usually in the form of natural obstacles or straight lines, for the marking of the boundary lines. The Commission then meets to go over the boundaries and to solve points of litigation.

A khum, once it has been marked off in this fashion, can be registered in the book without risk of any omission or without projecting beyond its own periphery.

Then the Head of the Province, through his vested power, appoints a Land Marker Commission presided over by the geometrician.

The geometrician has available the photographic alignments in their present technical state of development, and they represent a true property document. If it is then necessary to take into consideration a small trace on the ground itself, it is carried over to the photographic print with a sufficient degree of precision to make it valid. Whatever ground measurements remain necessary can then be added and reported to it directly. These might be either property limits, or details which were not before apparent.

Posting Notice of the Work of the Land Marking Commission.

Copies of the lot maps are posted for a month in the salakhum

[term unexplained in source], where is also available the alphabetic index of people responsible for land charges.

In fact, it is necessary, before conferring the property to the person who claims to have fulfilled all the necessary conditions, to bring about all possible objections and oppositions by a very complete posting and advertising.

The Head of the Province, through his vested power, then appoints an administrative Commission, which is either presided over by himself, by his delegate, or by an official specially designated by the Ministry of Agriculture.

The Administrative Commission limits itself to bringing together the work elements in order that the Head of the Province may pronounce their duties. In fact, the Commission has an important role to play. The President of it must have legal and administrative training which will allow him to correctly evaluate any claimed rights.

He must also exercise control over the work of the Land Marking Commission. For it often happens that declarations made by the inhabitants are vague and uncertain. However, it is more often necessary to find the reason for it in their incomprehension rather than in their bad faith.

The value of these duties is thus reinforced when two commissions working independently of each other have examined, in a way which concurs, the legal conditions of each land parcel.

The Administrative Commission recognizes the rights of definite land grantees. It proposes the final allocation of land parcels, which have been held for at least a continuous period of five years and in conformity with the regulations of the Cambodian Civil Code, and also the allocation of those parcels of land reclaimed by a temporary land grantee. It proposes also for the Maintenance of the Domain, under reservations to the grantee, the land rights of those occupants of temporary land grants for sections of land not yet reclaimed, and for parcels occupied for less than five years. Other land parcels are entered purely and simply to the ownership of the Domain.

Decision of the Head of the Province.

The official land marking report, which bears with it henceforth the propositions of the Administrative Commission, is addressed to the Head of the Province, who enters his decision on it after a period of two weeks. During the course of this time, the inhabitants are permitted to bring him their complaints.

Approval of the Official Land Marking Report.

After examination by the office of the Department of Agriculture in order to verify its conformity with the regulations, the official report is sent to the Council of Ministers, which then confirms it.

The documents are then sent to the Cadastre Service, which establishes definite district maps and the alphabetic indexes. The Service enters them in the cadastral registers, which function as land registers, and which hold also the extracts of these registers. These extracts are called registrations certificates and they will later be delivered to the inhabitants as titles to their property.

Urban and Rural Centers.

Property in urban centers is not established as it is in rural areas by way of land registration. Here, the Cadastral Service draws up lot plans on a large scale. The Land Marking Commission enters in its official report the transfers of the Domain and the successive changes as well as the rights of occupancy. But the Administrative Commission no longer has the power of transforming into property the rights of possession which have fulfilled the conditions set forth by the Civil Code. That is because here the owner of the urban center is the khum. Property rights are only established in urban centers by the transference of property through public auction, or by transfer through private contract from the owner khum and according to the details which are specified in the special legislative texts.

The only right the former occupants have upon the real estate is the possibility of getting possession through a private contract, but with all the risk attached to auction procedures at public sales.

The Cadastral Registers are set up in the urban centers. The rights of the property owners are entered there, and in succession the various transfers and changes in the property. The Registers of the Domain allow the rights of former occupants to be reserved, and for them to seek new locations. These last documents, which have been established by the delivery of temporary occupancy permits, allow the owner administration full liberty to take over the property at any time without preliminary notice.

Foreigners are forbidden to acquire either house real estate or appropriated real estate in urban centers.

In rural centers, the land registration is the same as in the urban centers. It serves to better identify the property and to verify all the land rights which apply to urban land, but without giving to them the power of property transfer. The constitution of a Registry of the Domain allows the entry of occupants at the time of registration who might later claim the right of purchase through private contract. The terms which concern the transfer of urban land are also the same for rural centers.

The Function of Cadastral Conservation.

Once the property is "seen", then it is transformed both in the physical sense and in the legal sense. It is therefore, necessary to keep the map, the land books, and the extracts up to date. A well kept Cadastre is not maintained according to a determined cycle of years, but it is kept up from day to day.

Conservation then is only really the continuation and maintenance of the Cadastre, but it also indicates why such great importance has been attached to it.

The goal of the Cadastral Conservation regime is to keep everything current, and this means both the Cadastral Registers and the maps which were established following the land registration. For this purpose the delivery to the Cadastral Conservation of all papers which bear upon real estate rights has been made obligatory.

In each of the provinces or khums, where the town centers have been put through the cadastral process, there is in the main city a cadastral conservation office. But it is necessary to distinguish between the duties of these services. There is the Cadastral Conservation itself, which sees to the rights of individuals; and then there is the Conservation of the Domain, which assumes the surveillance, the administration and transfer of lands maintained as private holdings by the state. This Conservation also sees to the constitution and preparation of land tax rates, the preparation and land registration in khums not yet in the Cadastre, and also to the "technical land education" of agents for the Service, of administrative authorities, of high officials, and of the population.

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