



No. 136

CIA/RR EM 66-45  
October 1966

## INTELLIGENCE MEMORANDUM

SHIPPING TO CAMBODIA  
IN THE FIRST HALF OF 1966

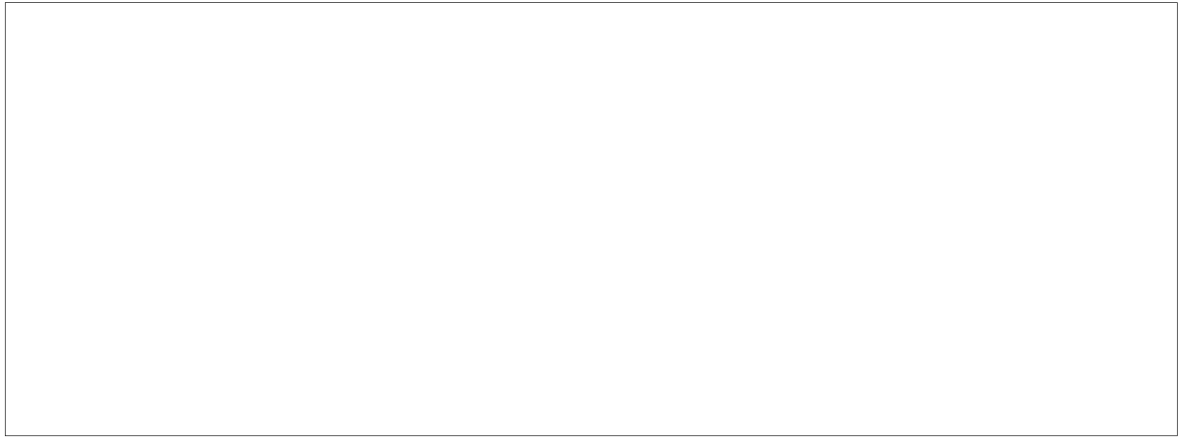
DIRECTORATE OF INTELLIGENCE

SECRET

25X1

25X1

25X1



FOREWORD

The data in this memorandum are preliminary and subject to modification as additional information becomes available. Significant changes may occur in data on ship arrivals and cargoes from Communist China and, to a lesser extent, in data on cargoes carried by ships of the Free World. All data on cargoes carried are expressed in metric tons; because of rounding, components may not add to the totals shown. Data on Soviet and Eastern European ship arrivals and cargoes and on Free World ship arrivals are not likely to be changed significantly. As required, changes will be reported in subsequent memoranda. For the purposes of this memorandum, Yugoslavia is considered to be a country of the Free World.

CONTENTS

	<u>Page</u>
Summary . . . . .	1
I. Shipping to Sihanoukville . . . . .	3
A. Volume of Cargoes . . . . .	3
B. Communist Shipping . . . . .	3
C. Free World Shipping . . . . .	3
D. Origin of Cargoes . . . . .	6
E. Commodities Imported . . . . .	6
F. Military and Military-Related Cargoes . . . . .	8
G. Unidentified Cargoes . . . . .	9
II. Shipping to Phnom Penh . . . . .	9

Tables

1. Cambodia: International Traffic Through the Ports of Sihanoukville and Phnom Penh, First Half of 1965 and First Half of 1966 . . . . .	4
2. Cambodia: Ship Arrivals and Cargo Discharged at Sihanoukville and Phnom Penh, by Flag, First Half of 1966 . . . . .	5
3. Cambodia: Cargo Discharged at Sihanoukville and Phnom Penh, by Country of Loading, First Half of 1966 . . . . .	7

Illustrations

Figure 1. Cambodia: Ports and Connecting Sea Routes [with Accompanying Cambodian Port Data] (map) <u>following page</u> . . . . .	4
Figure 2. Cambodia: Port of Sihanoukville (photograph) <u>following page</u> . . . . .	4

SHIPPING TO CAMBODIA  
IN THE FIRST HALF OF 1966\*

Summary

In the first half of 1966, Cambodia imported 330,000 tons of seaborne cargo, 25 percent more than in the comparable period of 1965. Seaborne exports, on the other hand, declined by one-half -- to 227,000 tons -- probably because of a sharp reduction in exports of rice. Imports at Sihanoukville exceeded those at Phnom Penh, although only slightly, for the first time since the port of Sihanoukville was opened in 1960. The pattern of Cambodian imports in the first half of 1966 was similar to that in the first half of 1965, except for an increase in cement of about 50 percent.

Seaborne imports originating in Communist countries -- principally Communist China, North Vietnam, and the USSR -- increased in the first half of 1966 and accounted for about 72 percent of the total volume of imports at Sihanoukville. One large shipment of military equipment, probably destined exclusively for Cambodian armed forces, was discharged from the Chinese Communist freighter Lao Dong at Sihanoukville in March 1966. This was probably the initial installment under an aid agreement signed by Cambodia and Communist China in November 1965. Other small shipments of some military significance arrived at Sihanoukville from Communist as well as Free World countries. Additional military cargoes may have been included among the 58,000 tons of unidentified cargoes imported through Sihanoukville in the first half of 1966. No military cargoes or cargoes loaded at Communist ports were detected at Phnom Penh during this period.

---

\* This memorandum was produced solely by CIA. It was prepared by the Office of Research and Reports; the estimates and conclusions represent the best judgment of the Directorate of Intelligence as of 26 September 1966.

SECRET

**SECRET**

Most of the cargoes to and from Cambodia were carried by Free World ships, which made 113 of the 134 calls at Sihanoukville and all of the 171 calls at Phnom Penh. Communist-flag ships increased their calls at Sihanoukville from 13 in the first half of 1965 to 21 in the first half of 1966.

---

**SECRET**

~~SECRET~~

I. Shipping to Sihanoukville (see Figures 1 and 2)

A. Volume of Cargoes

For the first time since the port of Sihanoukville was opened in April 1960, a greater volume of seaborne cargoes was discharged there than at Phnom Penh, which historically has been the only major seaport in Cambodia (see Table 1). A total of 167,000 tons of cargo arrived at Sihanoukville during the first half of 1966, or 39 percent more than in the first half of 1965, despite a decrease in the number of calls from 150 to 134. Fewer ships arrived in ballast, however, than in the comparable period of 1965 because of a sharp drop -- about 55 percent -- in the volume of exports. The volume of exports in the first half of 1966 was less than the volume of imports, compared with 1965 when the volume of exports was nearly double the volume of imports.

B. Communist Shipping

Calls by Communist-flag ships increased from 13 (8 percent of total shipping) in the first half of 1965 to 21 (16 percent of total shipping) in the first half of 1966. Ships belonging to the Polish Ocean Lines, which inaugurated a regular liner service to Cambodia in February 1966, made 11 calls at Sihanoukville. Six calls were made by Chinese Communist ships and four by Soviet ships.

C. Free World Shipping

Free World ships, which made 113 calls, continued to provide most of the shipping to Sihanoukville. Thirty-one of the calls were by Free World ships under charter to Communist countries. Greek, British, and Norwegian tramps under time charter to Communist China made 26 voyages between Communist China and Cambodia. There were four calls by Greek, British, and Danish tramps under charter to North Vietnam, and one call by a Greek ship under charter to the USSR.\* Large cargo liners, predominantly French and Yugoslav, made 45 calls at Sihanoukville, usually to deliver general cargo from Western Europe. The remaining merchant ships calling at Sihanoukville were tramps and small liners transporting cargoes to and from Japan and other countries bordering the South China Sea. A detailed breakdown of ship arrivals and cargo deliveries at Sihanoukville during the first half of 1966, by flag, is shown in Table 2.

\* Early in 1966, at least one British shipowner prohibited his ships from engaging in trade with Cambodia, North Vietnam, and Indonesia. This is the first known ban on Cambodian trade by a British shipowner.

SECRET

Table 1

Cambodia: International Traffic Through the Ports  
of Sihanoukville and Phnom Penh  
First Half of 1965 and First Half of 1966

Port	Thousand Metric Tons							
	Ship Arrivals <sup>a/</sup>		Cargo Discharged		Cargo Loaded		Total Cargo Volume	
	First Half 1965	First Half 1966	First Half 1965	First Half 1966	First Half 1965	First Half 1966	First Half 1965	First Half 1966
Sihanoukville	150	134	120	167 <sup>b/</sup>	292	134	412	301
Phnom Penh	222	171	143	163 <sup>c/</sup>	153	93	296	256
Total	<u>372</u>	<u>305</u>	<u>263</u>	<u>330</u>	<u>445</u>	<u>227</u>	<u>708</u>	<u>557</u>

- a. Including only arrivals of seagoing ships from foreign ports.  
 b. Excluding Chinese Communist military equipment of unknown volume delivered by the Lao Dong in March 1966.  
 c. Including cargo in transit for Laos, and POL deliveries to Kompong Cham and Tonle Bet.

SECRET

SECRET



**SECRET**

## CAMBODIAN PORT DATA

### MAJOR CAMBODIAN SEAPORTS

Almost all of Cambodia's international trade is handled by the following two seaports:

**Phnom Penh**—Located 200 miles from the sea on the Mekong River, this port had been until recent years Cambodia's only major port. Burdened with old and poorly developed port facilities, the port of Phnom Penh is inadequately equipped for Cambodia's international commercial needs. The importance of Phnom Penh is also restricted by draft limitations of the Mekong River which prohibit ships larger than 6,000 deadweight tons (DWT) from reaching Phnom Penh. Furthermore, some of the seaborne cargo that formerly entered Cambodia through Phnom Penh has been diverted to Sihanoukville as a result of several decrees proclaimed by the government of South Vietnam in late 1964 and early 1965 which prohibit the transit of ships up the Mekong to Cambodia that (a) fly flags of countries not recognizing the Government of South Vietnam, (b) have called at Communist ports, or (c) carry weapons, ammunition, or commodities of military significance without advance permission.

**Sihanoukville**—This large and modern port on the Gulf of Siam was opened in 1960 to provide Cambodia direct access to the sea. Because Sihanoukville can accommodate liners up to approximately 15,000 (DWT), large merchant ships that were unable to sail on the Mekong to Phnom Penh are now able to participate in Cambodian trade. Sihanoukville is undergoing extensive port improvement and expansion which is expected to be completed by 1970. At that time, Sihanoukville should be able to handle more than a million tons of traffic annually.

### MINOR CAMBODIAN SEAPORTS

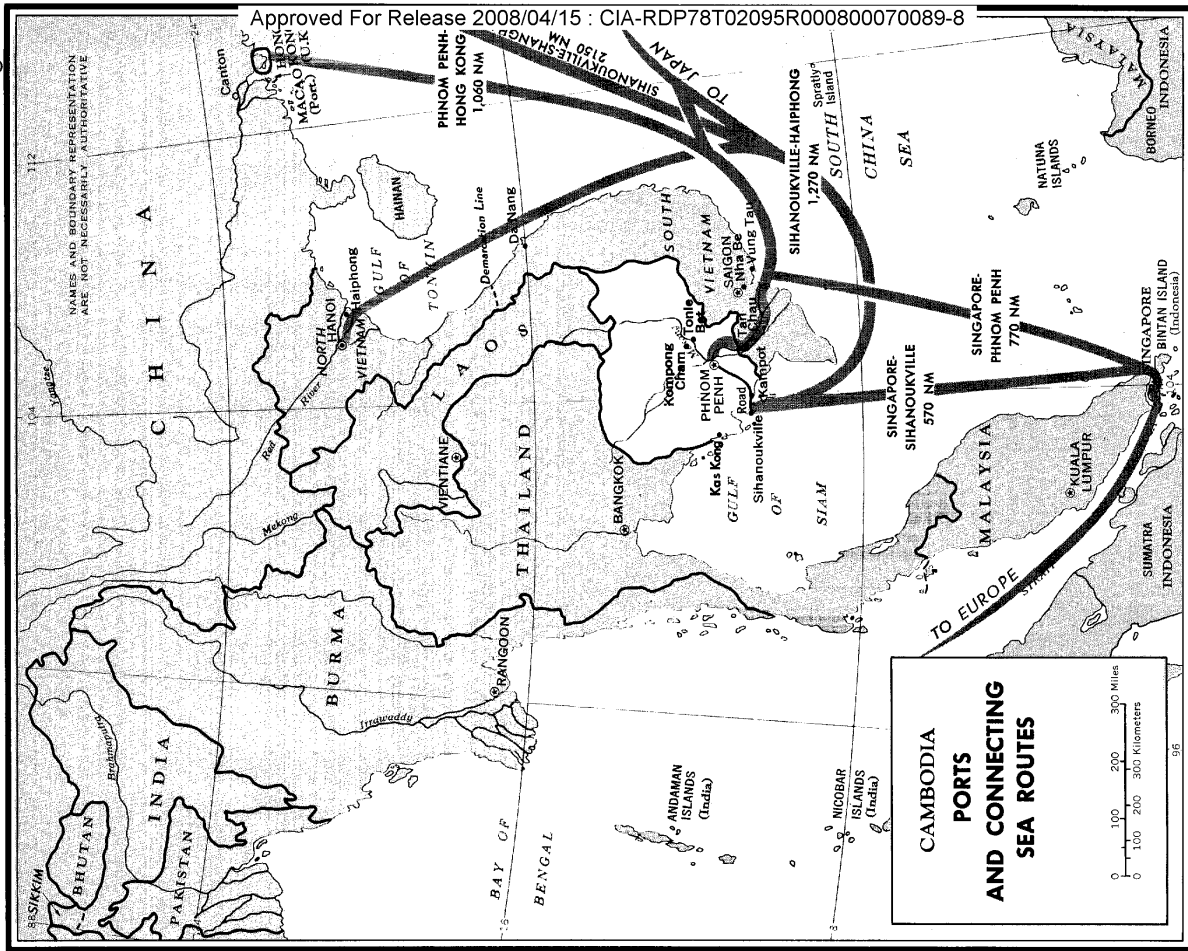
Probably some foreign trade is handled in each of the small seaports listed below, but little information is available on the amount and nature of shipping involved.

**Kompong Cham and Tonle Bet**—These twin ports are situated about 70 miles northeast of Phnom Penh on the Mekong River. Occasionally, tankers travel the Mekong to discharge POL at these ports, which serve as the petroleum-distribution center for north-east Cambodia.

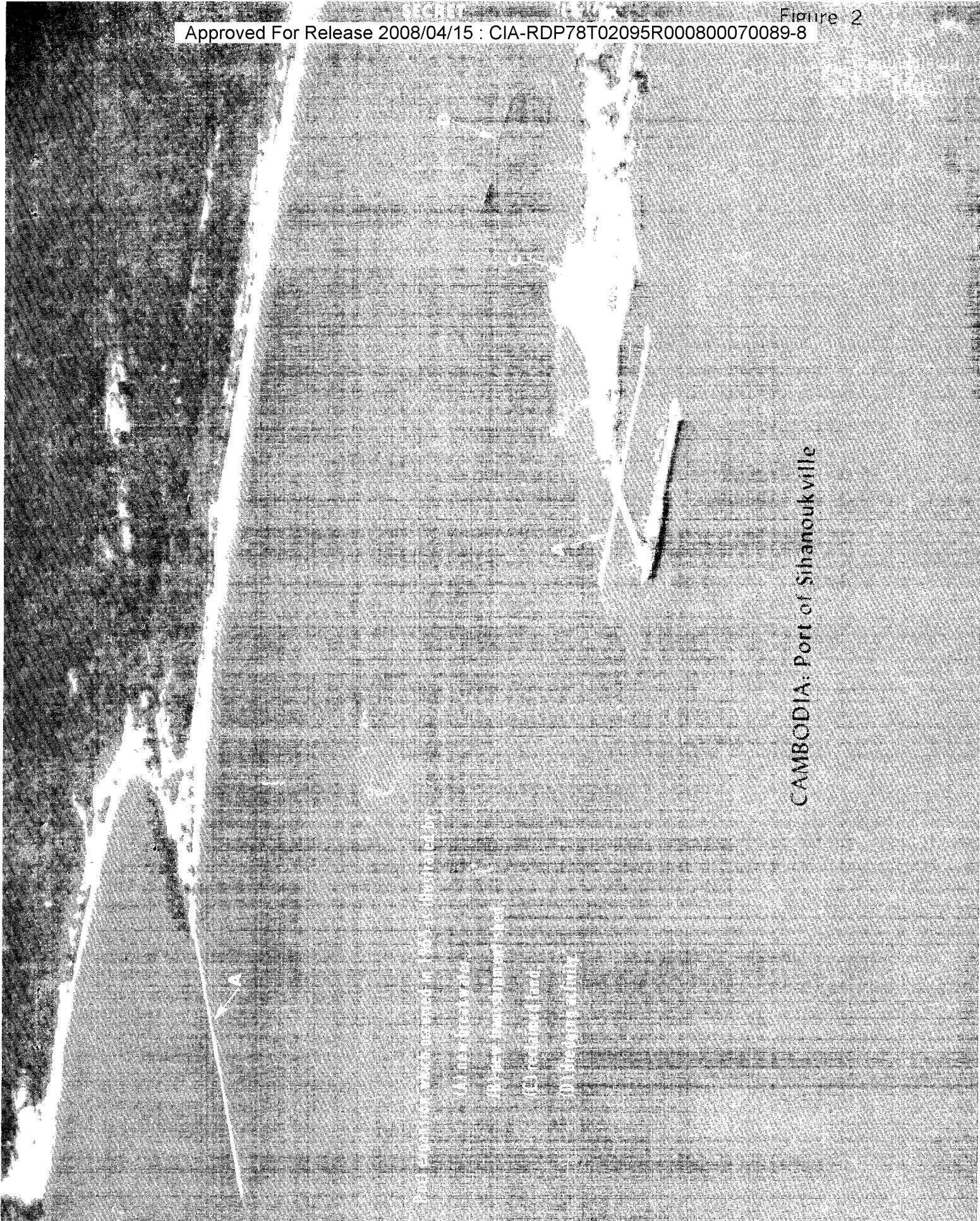
**Kampot and Kas Kong**—These two ports are located on the Gulf of Siam. International shipping at these two ports is negligible.

**SECRET**

Figure 1



64005



CAMBODIA: Port of Sihanoukville

port facilities which are used in the port of Sihanoukville for  
the export of rice and other commodities.  
The port is located on the coast of Cambodia, about 100 miles  
from Phnom Penh, the capital of Cambodia.  
The port is one of the largest in Cambodia and is used for the  
export of rice and other commodities.

Table 2

Cambodia: Ship Arrivals and Cargo Discharged  
at Sihanoukville and Phnom Penh, by Flag  
First Half of 1966

Flag	Ship Arrivals <sup>a/</sup>			Cargo Discharged (Metric Tons)		
	Sihanoukville	Phnom Penh	Total	Sihanoukville	Phnom Penh	Total
Communist countries	<u>21</u>	<u>0</u>	<u>21</u>	<u>30,416</u>	<u>0</u>	<u>30,416</u>
USSR	4		4	14,884		14,884
Poland	11		11	2,723		2,723
Communist China	6		6	12,809 <sup>b/</sup>		12,809 <sup>b/</sup>
Free World	<u>113</u>	<u>171</u>	<u>284</u>	<u>136,100</u>	<u>163,387</u>	<u>299,487</u>
Cambodia	2	24	26	1,578	10,471	12,049
Cyprus	1		1	5,801		5,801
Denmark	1		1			
France	32	49	81	24,341	76,758	101,099
Greece	20		20	65,668		65,668
Italy	1		1			
Japan	9	26	35	1,336	36,179	37,515
Netherlands	6	3	9	3,146	3,604	6,750
Norway	8		8	13,467		13,467
Panama	14	52	66	2,206	32,274	34,480
Switzerland	1	1	2	400	1,585	1,985
United Kingdom	8	16	24	9,240	2,516	11,756
Yugoslavia	10		10	8,917		8,917
Total	<u>134</u>	<u>171</u>	<u>305</u>	<u>166,516</u>	<u>163,387 <sup>c/</sup></u>	<u>329,903</u>

a. Including only arrivals of seagoing ships from foreign ports.

b. Excluding Chinese Communist military equipment of unknown volume delivered by the Lao Dong in March 1966.

c. Including cargo in transit for Laos, and POL deliveries to Kompong Cham and Tonle Bet.

**SECRET****D. Origin of Cargoes**

More than 120,000 tons of cargo imported at Sihanoukville, or about 72 percent of the total, was loaded at Communist ports. Leading suppliers were Communist China (65,000 tons), North Vietnam (35,000 tons), and the USSR (19,000 tons). The monthly volume of cargo from these countries in the first half of 1966 was 68 percent above the average for 1965. In addition to the cargoes loaded at Communist ports, at least 1,200 tons of general cargo of Soviet origin were shipped to Sihanoukville via Singapore or Western Europe, and 130 Czechoslovak trucks were booked for shipment to Sihanoukville on Yugoslav carriers. The countries of loading for the cargoes discharged at Sihanoukville during the first half of 1966 are shown in Table 3.

**E. Commodities Imported**

Only two-thirds of the cargo discharged at Sihanoukville during the first six months of 1966 could be identified as to type. The only notable departure from the pattern of identified imports for 1965 was an increase of about 50 percent in cement imports and a sharp reduction in rubber imports from 11,000 to 3,000 tons. Imports during the first half of 1966 were as follows:

	<u>Thousand Tons</u>
Cement	61
Coal	16
Metal products	6
Foodstuffs	5
Chemicals and explosives	5
Rubber (for transshipment)	3
Roasted pyrites	3
Asphalt	2
Other general and miscellaneous dry cargo	7
Unidentified cargo	58
Total	<u>167</u>

The only shipments made by Soviet-flag carriers to Cambodia in the first half of 1966 consisted of 15,000 tons of cement from Haiphong, North Vietnam. Communist countries, principally North Vietnam, provided Sihanoukville with 95 percent of its cement imports.

**SECRET**

Table 3

Cambodia: Cargo Discharged at Sihanoukville and Phnom Penh  
by Country of Loading <sup>a/</sup>  
First Half of 1966

Country of Loading	Port of Discharge		Metric Tons
	Sihanoukville	Phnom Penh	Total
Communist countries	<u>120,397</u>		<u>120,397</u>
USSR	19,315		19,315
Poland	589		589
North Vietnam	35,376		35,376
Communist China	65,117 <sup>b/</sup>		65,117 <sup>b/</sup>
Free World	<u>42,484</u>	<u>163,387 <sup>c/</sup></u>	<u>205,871</u>
Belgium	515		515
France	5,307		5,307
French Somaliland	380		380
Hong Kong	1,063	13,977	15,040
Indonesia	3,746	22,467	26,213
India		2,422	2,422
Italy	134		134
Japan	1,158	34,114	35,272
Malaysia	255		255
Netherlands	926		926
Pakistan		2,759	2,759
Philippines	80		80
Singapore	5,756	4,163	9,919
South Vietnam	1,022	83,485	84,507
Thailand	905		905
West Germany	1,342		1,342
United Kingdom	408		408
Yugoslavia	5,371		5,371
Unidentified European	14,116		14,116
Unidentified	<u>3,635</u>		<u>3,635</u>
Total	<u>166,516</u>	<u>163,387 <sup>c/</sup></u>	<u>329,903</u>

a. In some cases the country of loading is the same as the country of origin. However, in many cases it is the country at which the cargo was offloaded for transshipment. In such cases the country of origin is often unknown.

b. Excluding Chinese Communist military equipment of unknown volume delivered by the Lao Dong in March 1966.

c. Including cargo in transit for Laos, and POL deliveries to Kompong Cham and Tonle Bet.



**SECRET**

All of the coal and pyrites and most of the chemicals delivered to Sihanoukville came from Communist China and were carried by four Greek tramps chartered to Sinofracht, the Chinese chartering agency. The six Chinese Communist ships visiting Sihanoukville brought in mostly construction materials, consumer goods, and chemicals, in addition to the military cargo discussed below.

During the first four months of 1966, about 3,000 tons of rubber were taken to Sihanoukville from Indonesia by small Dutch freighters for shipment onward to Singapore. Because the Indonesian government had forbidden shipment of Indonesian rubber to Singapore, the rubber apparently was taken to Cambodia to be documented as Cambodian rubber before delivery to Singapore. The cessation of rubber shipments to Cambodia by early May, however, suggests that the improvement in relations between Indonesia and Singapore which occurred at that time has eliminated the need for routing via Cambodia.

#### F. Military and Military-Related Cargoes

One large delivery of military equipment arrived in Cambodia during the first half of 1966. The Lao Dong, a Chinese Communist ship, visited Sihanoukville from 3 March to 8 March under a shroud of secrecy and strict security conditions to discharge 12 122-mm howitzers, 24 twin 14.5-mm antiaircraft machineguns, 2,500 antipersonnel and antitank mines, and at least 100 cases of small arms and ammunition.

This was probably the initial delivery of Chinese Communist military aid to Cambodia under the terms of an aid agreement announced in November 1965. About 75 Cambodian army trucks were required to transport the cargo inland to Long Vek. There is no evidence that any of this military equipment subsequently was transhipped to the Viet Cong. It probably was destined for exclusive use of the Cambodian armed forces.

Two other of the six Chinese Communist ships discharged small amounts of small arms and ammunitions. Two French liners delivered small arms and ammunitions from France, probably totaling less than a ton.

Four French liners carried more than 30 tons of explosives and detonators to Sihanoukville from Europe, and one Greek ship under Chinese Communist charter brought 25 tons of explosives from China. These explosives can be used in industry as well as for military purposes.

**SECRET**

~~SECRET~~

At least ten additional Free World ships under Chinese Communist charters declared dangerous cargoes\* on board when departing Hong Kong en route to Sihanoukville.

Some chemicals suitable for military use probably passed through Sihanoukville, although little has been positively identified. A French liner brought 324 kilograms of potassium nitrate and 290 kilograms of aluminum powder from France in April. In May a Japanese-flag ship possibly delivered up to 10 tons of potassium chlorate from Japan, and in June a shipment of ammonium nitrate and sodium nitrate from Poland may have been delivered on a Polish liner. An undetermined amount of MK-8 oil arrived at Sihanoukville from the Soviet Union in February, marking the first shipment by the USSR of this special oil -- a lubricant used for turbojet aircraft, such as the MIG-17. Cambodia has owned five MIG-17's since 1964, and expects to receive at least that many more in 1966 as part of an aid agreement with the USSR.

An estimated 35 tons of Chinese Communist medicine were identified in five separate shipments to Sihanoukville in the first half of 1966. At least 12 tons of medical supplies from Western Europe also were imported. An exceptionally large supply of penicillin, about 600,000 vials, was received by Cambodia from the USSR in March. This shipment was considerably larger than an earlier Soviet shipment in December 1965.

#### G. Unidentified Cargoes

The unidentified cargoes were distributed widely among ships of all flags, except for Soviet shipments which were all identified. About 25 percent of the cargoes carried on Communist ships and 37 percent of those on Free World ships were unidentified. Most of the 58,000 tons of unidentified cargoes were loaded in Communist China (26,000 tons), Western Europe (13,000 tons), the entrepôt ports of Singapore and Hong Kong (6,000 tons), Yugoslavia (5,000 tons), and North Vietnam (4,000 tons).

#### II. Shipping to Phnom Penh

The restrictive measures imposed since late 1964 by South Vietnam on Mekong River shipping to Cambodia, coupled with the development of the port of Sihanoukville, have continued to diminish the importance

\* Explosives, inflammable chemicals, or other cargoes that could inflict damage on the ship or its personnel.

~~SECRET~~

~~SECRET~~

of Phnom Penh as a port for international trade. The share of Cambodian imports passing through Phnom Penh decreased from 79 percent in 1963 to less than 50 percent in the first half of 1966. Total cargo handled at Phnom Penh has been declining continuously from over a million tons in 1963, to 592,000 tons in 1965, to only 256,000 tons for the first half of 1966. No cargoes of military significance are believed to have arrived at Phnom Penh.

During the first six months of 1966, Phnom Penh hosted 171 ships, 63 of which were French, Panamanian, and Cambodian tankers delivering POL. Of the 108 dry cargo ships calling at Phnom Penh, over 40 percent sailed under Panamanian flags. Japanese and British ships accounted for another 40 percent of the total dry cargo arrivals. For a detailed breakdown of ship arrivals and cargo deliveries during the first half of 1966, by flag, see Table 2.

Although total cargo handled at Phnom Penh decreased in the first half of 1966 from the level of the comparable period of 1965, imports increased 14 percent. This increase was shared by both POL and dry cargo. POL continued to account for at least two-thirds of the import tonnage on the Mekong. French and Cambodian tankers operating shuttle deliveries from Shell Company storage at Saigon brought 83,000 tons of POL to Cambodia, and a single Panamanian tanker shuttled 22,000 tons of POL from the Esso storage facility on the Indonesian island of Bintan. Some of the tankers sailing up the Mekong River apparently discharged their POL cargoes at Kompong Cham, 70 miles northeast of Phnom Penh. In addition to the bulk POL shipments, about 3,000 tons of drummed POL were discharged at Phnom Penh.

The principal cargoes received at Phnom Penh were as follows:

	<u>Thousand Tons</u>
POL	108
Metal products	15
Foodstuffs	8
Asphalt	7
Jute	5
Chemicals	4
Other identified cargoes	14
Unidentified cargo	1
Total	<u>163</u>

~~SECRET~~



SECRET

Japanese-flag ships carried 36,000 tons (65 percent) of the 55,000 tons of dry cargoes discharged at Phnom Penh in the first half of 1966. These cargoes consisted mostly of metals, chemicals, asphalt, and machinery from Japan. Each of the three Dutch ships arriving in Phnom Penh brought jute either from India or Pakistan, and the single Swiss ship unloaded jute from Pakistan.

Most of the remaining dry cargoes consisted of general cargo loaded at Singapore and Hong Kong and carried to Phnom Penh on small Panamanian, French, British, and Cambodian liners. Although some cargoes loaded at Hong Kong or Singapore may have originated in Communist countries, none of the cargoes discharged at Phnom Penh was loaded at Communist ports.

SECRET

**SECRET**



25X1

**SECRET**



25X1