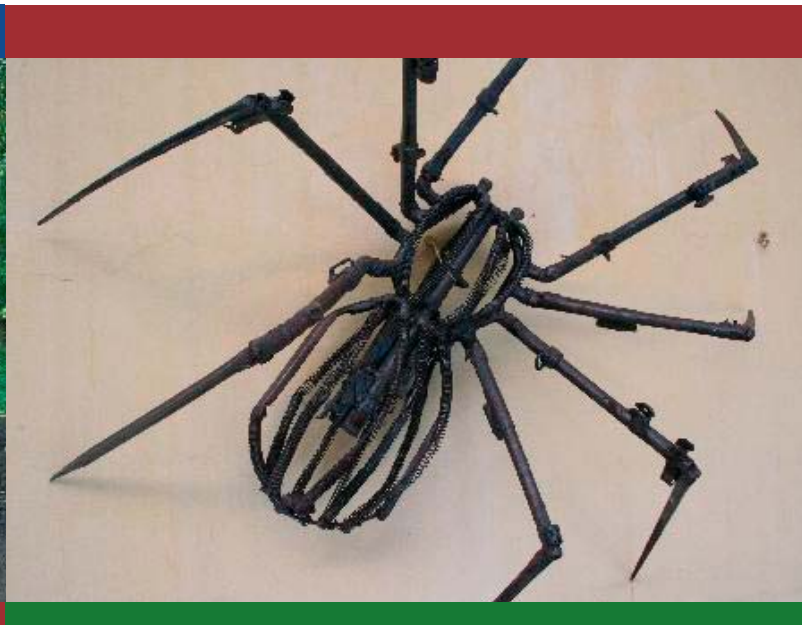




# Evaluation of the EU Small Arms and Light Weapons Assistance to the Kingdom of Cambodia (EU-ASAC) – SALW Perception Survey (SAPS) (Confirmatory)



**SEESAC**

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### ***Evaluation of the EU Small Arms and Light Weapons Assistance to the Kingdom of Cambodia (EU-ASAC) – Confirmatory SALW Perception Survey, SEESAC, 2006***

This Evaluation Report was researched and compiled by Anya Hart Dyke, SALW Awareness Officer at SEESAC during 22 May – 02 June 2006. The author wishes to acknowledge the assistance received by Mr David de Beer, Special Advisor to the European Commission and Project Manager of EU-ASAC, and the EU-ASAC Team. The author particularly appreciated the support and assistance provided by Tieng Saman, Consultant to EU-ASAC and formerly of the NGO Working Group for Weapons Reduction (WGRW). Acknowledgement must also be given to both the in-country research conducted by WGWR and the Small Arms Survey, as well as the research done on evaluation methodologies for weapons collection published by the United Nations Institute for Disarmament Research (UNIDIR). Cover photographs courtesy of the author.

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## Acronyms

CCCB	Commune Council Capacity Building
EU-ASAC	EU Assistance on curbing Small Arms and light weapons in Cambodia
KII	Key Informant Interviews
NGO	Non-Governmental Organisation
PRDC	Provincial Rural Development Committee
PSAD	PhnomSrey Association for Development
RCG	Royal Government of Cambodia
SALW	Small Arms and Light Weapons
SAPS	SALW Perception Survey
SEESAC	South Eastern and Eastern Europe Clearinghouse for SALW Control
TCDAI	Takmeo Community for Development of Agriculture and Industry
WGWR	Working Group for Weapons Reduction
VMG	Village Model Gardens
VMPF	Village Model Poultry Farms
WfD	Weapons for Development





## Executive Summary

### Introduction

In 1999 the Royal Government of Cambodia (RCG) requested support from the European Union Council of Ministers to address the proliferation and impact of Small Arms and Light Weapons (SALW) in Cambodia. In April 2000 EU-ASAC began providing technical and financial assistance to the RCG, as a continuation of what the RCG had already started. Between 2002 and 2003 EU-ASAC supported Weapons for Development activities in nine provinces including Kampot, Kampong Spue, Kampong Som, Battambang, Pailin, Takeo, Kampong Cham, Preah Vihear and Pursat. Non-Governmental Organisations carried out the SALW Awareness whilst the police were also given training and provided with equipment, and weapons were exchanged for development assistance. The overarching aim of the EU-ASAC WfD projects was to improve the human security of community members at village-level by reducing the number of weapons in circulation and by improving police capacity to provide security. Also envisaged as part of police assistance, a Police Family Support project was piloted in 2003 in the Province of Preah Vihear in partnership with international Non-Governmental Organisation Helen Keller International, to provide limited economic development assistance to the families of police officers and also to villagers in their communities. Its primary aim was to improve police-villager relations in the communities where the police wives were given assistance.

At the end of 2003, owing to an improvement in the security situation and a reduction in the numbers of weapons being handed in, EU-ASAC chose as an exit strategy to offer a training programme for relevant commune council members on improving security in general and weapons security in particular, at local level. The Commune Council Capacity Building project (CCCB) was developed in 2004 for the Provinces of Battambang, Pailin and Pursat, and then in Kampong Thom.

Between 22 May and 02 June 2006, the Evaluation Team conducted Key Informant Interviewees with villagers and village chiefs, local authorities and police at commune- and district-level and NGO Directors and field staff, so as to evaluate the impact of EU-ASAC's above-mentioned activities according to primary and secondary stakeholders. Given the time constraints, the Team could only visit the following provinces and conduct a limited number of interviews: Kampong Cham where SALW Awareness and police training were carried out 2002 – 2003, Preah Vihear where the Police Family Support project was piloted in 2003 and SALW Awareness was carried out by NGO TCDAL 2002 – 2003, and Pursat where a CCCB project began in 2004.

### Impact

The **SALW Awareness** conducted by the NGOs at village-level succeeded in informing all villagers about the Arms Law and the illegality of civilian possession of weapons, with all villagers, village chiefs and officials<sup>1</sup> interviewed stating that weapons were surrendered primarily because individuals knew it to be illegal to retain them. Interviews with villagers also revealed an understanding of the link between reducing the number of guns in circulation and development at village-level since they themselves felt that it was now safe enough to farm on remote land. However, a degree of uncertainty emerged amongst villagers over whether the amnesty is ongoing and several officials stated that villagers dump their weapons for fear of punishment.

All villagers rated **police efficiency** to have improved and considered the police responsible for providing security in their respective communities. All officials reported a decrease in gun-related crime and all villagers reported feeling confident moving freely within their communities and did not fear gun violence, which could be linked to a perceived improvement in police performance. Significantly, nearly all villagers, village chiefs and officials

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<sup>1</sup> Meaning local authorities and police from commune- and district-level.



concluded that it is not easy to acquire a weapon. However, all villagers and several village chiefs and officials reported that gang violence was a major concern, as well as handmade guns and other types of weapons such as knives. But what remains a serious problem according to some villagers is that police are known to accept bribes and criminals do not always receive adequate punishment for their crimes.

The **Non-Governmental Organisations** involved in SALW Awareness, as well as training police wives as part of the Police Family Support project, improved their capacity at the organisational-level as well as at the individual staff-level. These NGOs reported improved skills, knowledge and a strengthening of relationships both within the community and with the local authorities and police, for future initiatives. The NGOs also played a key role in adding credibility to the WfD project and encouraging villagers' participation and offered some measure of oversight over the police's treatment of individuals who surrendered their weapons.

The **Police Family Support project** saw the role of police wives in their respective communities change, so that they became not only trainers on the income-generation agricultural projects but also mediators between the police and villagers, acting to improve the villagers' understanding of both police responsibilities and police constraints. Additional benefits were advancement in agricultural and farming techniques over more traditional methods resulting in better crops as well as a boost in attendant levels of nutrition, and also income.

Officials involved in the **Commune Council Capacity Building project** reported positively and constructively on their engagement in the initiative, requesting repeat training in the four areas the CCCB covered (most notably coordination and cooperation) and more of the same resources. Officials also offered additional feedback on future initiatives, suggesting village-level training, closer cooperation with the military presence in the District and the important role of voluntary security committees in improving village-level security and in strengthening villagers' motivations to rebuild their community.

## Recommendations

It is important to note that the following recommendations have come from the primary and secondary stakeholders themselves, which is in itself a recommendation for continuing a participatory approach to evaluating the impact of project activities.

- Ensure that local authorities are effectively disseminating information on the terms of the weapons amnesty to ensure the continued surrendering of weapons;
- Explore the potential of voluntary security committees at village-level to complement the work of the local police. Research could be done on the willingness of villagers to get involved and what obstacles exist to their participation;
- Follow up on the feasibility of meeting additional training and resource needs of the police to fight gang violence and the use of weapons other than guns; and
- Examine the extent of punitive measures against criminals not being adequately enforced and the root causes of this, and whether there may be alternative, more feasible and effective punishments.

What may also be insightful is to look at whether the development investment in the community has generated an increase in the community's motivation to help itself to improve local conditions, especially in terms of highlighting the need for longer-term development planning. And finally, more research should be done on the ways in which the Police Family Support project could be adapted and replicated elsewhere, both within Cambodia and in other countries, primarily as a corruption-reduction project.





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Pursat, to carry out SALW Awareness. The Department of Training of the National Police and human rights NGOs designed and delivered additional training courses on community relations and human rights for the local police. The awareness and weapons collection cycle was over a 6-month period. The Provincial Rural Development Committees (PRDC) implemented the development projects.

The over-arching aim of the EU-ASAC WfD projects was to improve the human security of community members at village-level by reducing the number of weapons in circulation and by improving police capacity to provide security as well as contributing to the development of the community through an assistance package. Please see Table 1 for a breakdown of these goals and expected outcomes.

OBJECTIVE	GOALS	OUTPUTS	OUTCOMES	ASSUMPTIONS
Improve human security	1. Raise Awareness on SALW	<ul style="list-style-type: none"> <li>SALW Awareness Training.</li> </ul>	<ul style="list-style-type: none"> <li>Demonstrated understanding of the risks associated with weapons and their negative impact on the community.</li> <li>Knowledge of, and support for Arms Law.</li> </ul>	<ul style="list-style-type: none"> <li>No cultural attachment to weapons rooted in tradition.</li> <li>Limited practice of game hunting.</li> </ul>
	2. Improve police efficiency	<ul style="list-style-type: none"> <li>Police training on the civil and human rights of community members.</li> <li>Provision of resources to improve police efficiency.</li> </ul>	<ul style="list-style-type: none"> <li>Increased confidence in police performance</li> <li>Increased reporting on incidents in the community</li> <li>Improved perceptions of personal security</li> <li>A reduction in the number of SALW-related incidents<sup>4</sup></li> </ul>	<ul style="list-style-type: none"> <li>Police officers use their new resources and are motivated to apply their new skills.</li> <li>Civilians kept weapons in part to protect themselves against criminals.</li> </ul>
	3. Contribute to the development of the community	<ul style="list-style-type: none"> <li>Weapons collections.</li> <li>Provision of development assistance.</li> </ul>	<ul style="list-style-type: none"> <li>A development project that all village members benefit from.</li> <li>A reduction in the number of weapons in circulation.</li> </ul>	<ul style="list-style-type: none"> <li>This is not a crime-prevention initiative but rather a peace-building one.</li> </ul>

Table 1: Matrix of WfD project goals, outputs and outcomes

Goal 1 targeted civilians rather than criminals and was aimed at gaining the villagers' support for, and understanding of the benefits of a weapons-free community as well as to inform villagers of the project's legal basis. The SALW Awareness activities were carried out by Non-Governmental Organisations (NGOs) both to build NGO capacity as well as to further the aims of the project. Using a standardised manual and two videos,<sup>5</sup> the Awareness covered the following:

- Current laws on SALW;
- The dangers weapons pose;

<sup>4</sup> Given the lack of quantitative data on crime and health, the impact of the WfD is hard to quantify. For a discussion on the availability and utility of health and crime data in Cambodia, see C. Wille, Finding the evidence: the links between weapon collection programmes, gun use, and homicide rates in Cambodia. Small Arms Survey, Geneva, 24 April 2006 (Draft).

<sup>5</sup> For more information please refer to EU-ASAC's 'Project Description: Weapons for Development 2003', <http://www.eu-asac.org>, accessed 18 May 2006 and GTZ's *Small Arms Control in Cambodia. Lessons Learned from the EU ASAC Programme*. GTZ, 2005, <http://www.gtz.de/en>, accessed 16 May 2006.



- The role of the police in security provision (to raise villagers' expectations of the responsibilities of the police); and
- The link between security and development where arms reduction contributes to long-term sustainable development in their locality.

Goal 2 covered training for law enforcement officers at commune-, district- and provincial-level as well as resource provision (including motorbikes, bicycles and radios).<sup>6</sup> The training aimed to improve relations between villagers and police officers for better cooperation on crime reporting, to better enable the police to perform their duties in combating crime, as well as to ultimately prevent the misuse of weapons primarily in resolving disputes but more generally in crime,<sup>7</sup> as well as in accidental injury or in self-harm. Police training was conducted in cooperation with Human Rights NGOs, and took place at Provincial-level with the training curriculum including:

- Human Rights;
- Good governance;
- The role of the police in a democratic society;
- Arms law and regulations; and
- Judicial and criminal investigation procedures.

Goal 3 sought to invest in communities in return for surrendering weapons, in the form of a shared resource for the whole community, which served to both remove the means to return to renewed violence and to highlight the link between developing the community and ridding it of weapons. What I was unable to examine during this evaluation was the level of usage of the wells constructed and their condition. What would also have been insightful would have been to look at whether such an investment in the community had generated an increase in the community's motivation to help itself to improve local conditions, especially in terms of highlighting the need for longer-term development planning.

### 1.2.2 Police Family Support project

The Police Family Support project was piloted in 2003 in the Province of Preah Vihear in partnership with international NGO Helen Keller International to provide limited economic development assistance to the families of police officers and also to villagers in their communities. Local agricultural development support was given in the form of Village Model Gardens (VMG) and Village Model Poultry Farms (VMPF) to the wives of police officers. Police wives were given the necessary skills and resources to develop the VMG and VMPF for both themselves and the villagers, and also to train villagers on how to maintain and manage their VMGs and VMPFs.

Its chief aims were to provide alternative income-generation for police families with a view to reducing corruption amongst police officers, whom it is assumed seek to supplement low salaries with bribes, and in doing so improve police-villager relations.<sup>8</sup>

<sup>6</sup> For more information please refer to EU-ASAC's 'Final report on the Implementation of the Capacity Building Project for Community Relations and Code of Conduct of the Cambodian National Police Force in Selected Provinces', December 2004. <http://www.eu-asac.org>, accessed 18 May 2006, and GTZ's *Small Arms Control in Cambodia. Lessons Learned from the EU ASAC Programme*. GTZ, 2005, <http://www.gtz.de/en>, accessed 16 May 2006.

<sup>7</sup> Cambodian society is today characterised by individuals resorting to the use of weapons to resolve disputes as well as more generally for personal gain. See Daraaceh, K. Menglang, R. Narag, and C. Suksai *Whose Security Counts? Participatory Research on Armed Violence and Human Insecurity in Southeast Asia*, Small Arms Survey/Nonviolence International, December 2003, <http://www.smallarmssurvey.org>, accessed 02 May 2006.

<sup>8</sup> EU-ASAC 'Weapons Security Project in Preah Vihear, July 2004', <http://www.eu-asac.org>, accessed 18 May 2006.



### 1.2.3 Commune Council Capacity Building project

At the end of 2003, owing to an improvement in the security situation and a decline in the numbers of weapons being handed in, EU-ASAC decided it was no longer viable to continue the 'NGO Lite' approach into 2004 although there was a continuing need for weapons security. As an exit strategy EU-ASAC decided to offer a training programme for relevant commune council members on improving security in general, and weapons security in particular at local level. The Commune Council Capacity Building project (CCCB) was developed in 2004 for the provinces of Battambang, Pailin, Pursat and then in Kampong Thom.

Commune councils were trained to better provide them with the capacity to work on security issues and the problems of illegal weapons in their respective communities. The CCCB project had the following four components: raising awareness at village-level on weapons security issues and community responsibility for security; continued weapons reduction supported by an ongoing amnesty; training; and improved cooperation between the local authorities, the police and the villagers on security matters.<sup>9</sup>

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<sup>9</sup> For more information please refer to EU-ASAC's 'Final report on the Implementation of the Capacity Building Project for Community Relations and Code of Conduct of the Cambodian National Police Force in Selected Provinces' December 2004, <http://www.eu-asac.org>, accessed 18 May 2006, and GTZ's *Small Arms Control in Cambodia. Lessons Learned from the EU ASAC Programme*. GTZ, 2005, <http://www.gtz.de/en>, accessed 16 May 2006.



## 2. The Evaluation

### 2.1 Evaluation objectives

Using the number of weapons surrendered as an indicator of the WfD's success was of limited value for this evaluation given the qualitative nature of the data needed to determine the project's success in meeting its goals, as detailed in Table 1.<sup>10</sup> EU-ASAC already conducted an evaluation of whether perceptions of security had improved amongst villagers in the targeted communities in the form of a Survey in 2002. So what this evaluation seeks to determine is any longer-term, sustained impact of the WfD project, in order:

- To further contribute to developing a more participatory evaluative methodology for WfD projects, which includes primary stakeholders;<sup>11</sup>
- To evaluate whether the WfD project met its primary objective of improving security through arms reduction and police capacity-building, in the WfD targeted areas, according to both the local authorities, police and village chiefs as well as the ultimate beneficiaries, the villagers;
- To assess the level of capacity-building of NGOs that resulted from their involvement in the WfD project and the ways in which they furthered the goals of the WfD;
- To determine the impact of the Police Family Support initiative on police-villager relations; and
- To assess the effectiveness of the Commune Council Capacity Building (CCCB) project as a natural follow up to the WfD project.

### 2.2 Methodology

#### Target Areas

Rural villages from the following provinces were selected for evaluation:

- Kampong Cham:<sup>12</sup> SALW Awareness (conducted out by NGO PSAD) and police training were carried out in 2002 – 2003 in support of the WfD project;
- Preah Vihear:<sup>13</sup> an innovative Police Family Support project was piloted in 2003 and with NGO TCDAI conducting the training for police wives as well carrying out SALW Awareness in 2002 – 2003 in support of the WfD project; and
- Pursat:<sup>14</sup> a Commune Council Capacity Building project began in 2004.

The districts in Kampong Cham and Preah Vihear were selected for the Evaluation Team by EU-ASAC's partner NGO PSAD and in Pursat by the Provincial Rural Development Committee, based on the willingness of respective local authorities, police and village chiefs to talk with the Evaluation Team.

<sup>10</sup> Weapons may have been disposed of in other ways, such as burying them, which figures on weapons handed in would not capture. Please refer to the report of the full Evaluation of EU-ASAC's programme in *Evaluation of the EU Small Arms and Light Weapons Assistance to the Kingdom of Cambodia (EU-ASAC)*, SEESAC 2006, <http://www.seesac.org>, accessed 21 August 2006.

<sup>11</sup> Building on S. Koyama, *Comparative Analysis of Evaluation Methodologies in Weapon Collection Programmes*, UNIDIR/2005/30 and G. Mugumya, *Exchanging Weapons for Development in Cambodia: An Assessment of Different Weapon Collection Strategies by Local People*, UNIDIR/2005/6. <http://www.unidir.org/html/en/home.html>, accessed 06 May 2006.

<sup>12</sup> District of Chamkar Leur (Commune of Svay Tiep; Villages of Svay Tiep, Pramath dai and Vary Keuth), and District of Tbong Khmom (Commune of Chikor; Village of Chikor).

<sup>13</sup> District of Rovieng, Rohah Commune with representatives from the villages of Kam pot, Kam pon, Keng and Sauke Roung.

<sup>14</sup> District of Bakan (Commune Talo; Village of Talo) and District of Phnom Kravanh (Commune Leach; Village of Kroach Chmar).



### Target Groups<sup>15</sup>

The Evaluation Team employed a non-random sampling method (snowball sampling) when selecting which villagers to speak with since data on the individual profiles of village members was not readily available and in this way the Team could try to speak with a cross-section of village members. However, on several occasions it was the Village Chief who had pre-selected willing villagers with whom the Team could speak. The most important criterion was that the village member had been living in the community at the time of the WfD project and was currently still living there.

Semi-structured Key Informant Interviews (KII) were used with villagers, as well as with local authorities, the police and village chiefs, so as to be able to give the interviewees the opportunity to offer other kinds of qualitative feedback on the WfD and the CCCB projects.<sup>16</sup> KIIs with the local authorities, the police and the village chiefs were primarily concerned with determining the levels of police capacity, gun (mis)use and crime rates, as well as their relations with the NGO who conducted the SALW Awareness activities, and to comment more generally on the success of the WfD and CCCB projects as a whole. KIIs with police wives and villagers from the same communities sought to assess any change in police-villager relations and police performance. But since all the provinces visited had had WfD projects, interviewees gave unsolicited feedback on these activities as well. These comments have also been included in this report.



Picture 2: Villagers in Pursat Province

Directors and field staff from the NGOs who participated in the SALW Awareness activities of the WfD project were interviewed to determine levels of capacity-building and the NGO's role in facilitating trust-building between villagers and the local authorities and police (thus furthering the project's aims). NGO PhnomSrey Association for Development (PSAD) conducted SALW Awareness activities in Kampong Cham and NGO Takmeo Community for Development of Agriculture and Industry (TCDAI) conducted both SALW Awareness activities and training for police wives as part of the Police Family Support project, in Preah Vihear.

The Evaluation Team was assisted by Saman Tieng, formerly of the NGO Working Group on Weapons Reduction (WGWR), Cambodia, who organised the field trips and translated during all KIIs.

## 2.3 Limitations

There were a number of limitations for the Evaluation Team that should be iterated. Firstly, the WfD projects finished at the end of 2003 so interviewees were not always able to recall either that the WfD project had taken place or the details of project activities (this was relevant in relation to assessing the effectiveness of how the SALW Awareness activities were carried out). Although there have been no WfD projects since the EU-ASAC WfD project, causal links between WfD project activities and changes at the individual- and community-level are still difficult to make.

<sup>15</sup> Please see Annex A for all individuals interviewed.

<sup>16</sup> Please see Annexes B – E for questions posed.





Secondly, given the limited time within which this evaluation took place, it was only possible to speak with a very small sample size, so analysis of data from multiple dimensions has not been possible. During the evaluation, the Team encountered the following difficulties:

- Speaking with local authorities and police at commune- and district-level was extremely time-consuming and often amounted to courtesy visits more than information-sharing sessions.
- Some representatives from the local authorities and the police had not been in their current positions or in the same communes and districts during the WfD project.
- The Village Chief delegated certain villagers for the Team to speak with and it was near impossible to get a private interview with individuals as others crowded around, which may have influenced individuals' responses.



### 3. Findings

One survey was conducted by WGWR prior to EU-ASAC's WfD project<sup>17</sup> and EU-ASAC conducted one immediately after their WfD activities.<sup>18</sup> Both surveys examined the impact at the individual level of weapons collection activities by the Government and EU-ASAC, respectively. These surveys provide the only sources of baseline qualitative data against which to analyse findings from this evaluation.

#### 3.1 WfD - Building community awareness of the SALW problem

All villagers knew about the WfD through 'cascading', which entailed spreading the message to others at family or religious ceremonies, which are a central part of Cambodian social life. One villager commented that everybody knows one another in these small villages so the news spread quickly.<sup>19</sup> Many villagers came to the video screenings because they were "exciting and unusual", according to NGO PSAD.<sup>20</sup> TCDAI emphasised that participants in SALW Awareness activities were selected through the commune chiefs and Commune Development Councils, and in addition to having present the Commune Police Inspector, village chiefs, local Civil Society Organisations, soldiers, women and monks, but also demobilised soldiers and others who the authorities had pointed out own weapons.<sup>21</sup> Including potential weapons holders amongst other members of the community in awareness activities allows them to be amongst the first to know about the amnesty and affords them a 'head start' to surrender their weapons, without being confrontational.

During interviews with the villagers it quickly became clear that the overriding motivation for people to hand in their weapons during the weapons collection phases was a combination of respect for the law and a fear of punishment for illegal possession.<sup>22</sup> Moreover, traditionally in rural Cambodian society, firearms have never played a role in social, cultural or economic life, thus minimising any attachment to weapons owned rooted



Picture 3: SALW Awareness poster, District Police station, Preah Vihear

<sup>17</sup> *Public Opinion Survey on the Weapons Confiscation Program of the Royal Government of Cambodia* carried out by the Working Group for Weapons Reduction between July and September 1999, in which 476 individuals were surveyed from 12 provinces. Kampong Cham was included in the Survey. See <http://www.wgwr.org/reading.php>, accessed 18 July 2006.

<sup>18</sup> *EU-ASAC Preliminary Summary Report 2002*, in which 4,494 individuals were surveyed from seven different provinces. See [http://www.eu-asac.org/media\\_library/articles\\_reports.htm](http://www.eu-asac.org/media_library/articles_reports.htm), accessed 18 July 2006.

<sup>19</sup> Interview with female villager, Kampong Cham.

<sup>20</sup> Interview with staff member of PSAD, 26 May 2006.

<sup>21</sup> Interview with the Director of TCDAI, 26 May 2006.

<sup>22</sup> Weapons possession in Cambodia has been strictly regulated from the time of the French colonialists, throughout Cambodia's independence, the reign of the Khmer Rouge and the Vietnamese-installed Government, right up until now with the new Arms Law (2005) which continues to keep weapons out of civilian hands. C. Wille *How Many Weapons Are There in Cambodia?* Small Arms Survey Working Paper 4, June 2006. pp. 12 – 15.



in identity or economic need.<sup>23</sup> Additionally, informants also indicated that many villagers informed the police about other villagers possessing weapons, which suggested a desire to rid the village of weapons. According to Thbong Khmom District Governor, people were actively encouraged to report on others, which was done anonymously.<sup>24</sup> But this was not of course always successful as people weren't entirely sure who had guns.<sup>25</sup> The KII's revealed the following insights:

### **Illegality of civilian weapon possession**

- Knowledge in the community that civilians are not legally entitled to carry guns, and that there is a strict penalty for such possession.<sup>26</sup>
- A belief that civilians have no justification for owning weapons since the police are responsible for their security.
- But there remains a degree of uncertainty over whether the amnesty is ongoing,<sup>27</sup> and as a result people dump their weapons out of fear of punishment for handing them in. They thought that when the campaign ended, the amnesty did too.<sup>28</sup> Some people dump their guns and then report them to the police because when gun owners are reported to the police they are punished, so they are unsure as to whether they will be punished too.<sup>29</sup>

### **Link between security and development**

- An understanding that weapons in the village breed fear of violence, and where people are too afraid to farm their land, this negatively impacts on the village's development.<sup>30</sup>
- But a mixed understanding of why their village was chosen for the WfD project with some village chiefs reporting it was because of poor security<sup>31</sup> and others because first and foremost they needed development assistance.<sup>32</sup>

### **Negative impacts of weapons**

- An understanding that where weapons are kept in the house, family disputes may become dangerously violent.

<sup>23</sup> Weapons have never been part of traditional livelihood strategies as game meat is not part of a typical rural diet (hunting is illegal). Low rural incomes also meant that purchasing weapons was and continues to be, beyond the means of most. C. Wille *How Many Weapons Are There in Cambodia?* Small Arms Survey Working Paper 4, July 2006. pp. 12 – 15. <http://www.smallarmssurvey.org>, accessed 05 August 2006.

<sup>24</sup> Interviewed 26 May 2006.

<sup>25</sup> Interview with staff member of PSAD, 26 May 2006.

<sup>26</sup> This was also the opinion of the Director of NGO TCDAL – that people surrendered their weapons out of fear of punishment if they were caught with them, interview conducted 26 May 2006, the Chief Police Inspector of the Svay Tiep Commune, interview conducted 25 May 2006, the Village Chief of Vary Keuth, interview conducted 25 May 2006, and the District Governor of Thbong Khmom District, interview conducted 26 May 2006. One Village Chief (Pramath dai village) reported that before the WfD programme, he accompanied the local authorities to all the houses in the village and got owners to sign a declaration saying that they did not own a weapon and if they did they were legally accountable, which would have further entrenched the message of the illegality of civilian weapon possession. The District Governor of Thbong Khmom confirmed that this activity had taken place, interview conducted 26 May 2006.

<sup>27</sup> In Svay Tiep Commune the local authorities continue to inform villagers about the amnesty via social events, interview conducted with Chief Police Inspector of the Svay Tiep Commune, 25 May 2006. In another District of Thbong Khmom, the District Police Inspector spoke about an ongoing amnesty, which the authorities promote through the Village Chief, public meetings, weddings and other social events, as well as via radio, TV and newspapers, interviewed 26 May 2006.

<sup>28</sup> Chief Police Inspector of Svay Tiep Commune, interviewed 25 May 2006.

<sup>29</sup> District Police Inspector of Thbong Khmom, interviewed 26 May 2006.

<sup>30</sup> The District Police Inspector of Thbong Khmom District also opined that where villagers are able to move freely around their community they are more productive, interviewed 26 May 2006.

<sup>31</sup> Village Chief of Svay Tiep, interviewed 25 May 2006.

<sup>32</sup> Village Chief of Pramath dai, interviewed 25 May 2006.



- An understanding amongst female informants that children may come into contact with any weapons kept in the house.
- An understanding that weapons can be easily misused and contribute to human rights violations.<sup>33</sup>

According to the WGWR Survey conducted in 1999, 82% of respondents supported the weapons collection activities of the Government with 74% of respondents believing that as individuals and as families they would be safer once all illegal weapons had been collected. This has been further demonstrated in this evaluation where interviewees were aware of the dangers gun pose and moreover that their communities are better off without them. Certainly, all interviewees supported the WfD project, perhaps more so than previous Government activities owing to the development assistance offered in return for weapons surrendered.

According to the EU-ASAC 2002 Survey, in Kampong Cham 51% of respondents stated they did not know the difference between an illegal and legal gun. Based on KIs conducted as part of this evaluation, knowledge amongst villagers that civilians are not allowed to own guns has improved as evidenced in the widely held belief that those who surrendered their guns during the WfD project and those who continue to surrender them did and do so because it is illegal to possess them, amongst other reasons. This reflects positively on continued enforcement of this law.

### 3.2 WfD - Perceptions of security

The KIs revealed that, with only one exception, a strong sense of personal security both within individuals' respective villages and also outside of the villages now prevails. The following indicators were used to assess perceptions of personal security:

- Informants felt confident moving freely in their village, even after dark;
- Informants felt confident travelling to remote farmland (a precondition for sustaining livelihoods);
- Informants have never seen or heard a gun that does not belong to the security forces over the last three years;
- Informants did not fear gun-related violence;
- Informants noted that it is 'not easy' to acquire a gun (perceptions of the availability of weapons is an important factor in perceptions of personal security).

Moreover, the level of gun misuse and gun-related crime has decreased, as evidenced in the following remarks:

- People used to shoot in the rain thinking it might stop it, and also knowing that the sound might go undetected as the heavy rain can be deafening, but this does not happen anymore.<sup>34</sup>
- People don't use guns to resolve disputes.<sup>35</sup>
- Gun misuse has decreased in all villages surveyed.<sup>36</sup>

<sup>33</sup> The District Police Inspector of Thbong Khmom, stated that in general, people are afraid of guns and "if they see someone carrying one, they move away as they understand how dangerous guns are so no more guns means we can walk closer together again. For example, if someone enters a restaurant carrying a gun and comes near to somebody sitting and eating, that person will stop eating and just leave", interviewed 26 May 2006.

<sup>34</sup> First Deputy-Chef of the Svay Tiep Commune, interviewed 25 May 2006.

<sup>35</sup> All villagers interviewed in Kampong Cham reported that they knew of nobody who uses guns to resolve disputes in their respective villages.

<sup>36</sup> The Police Inspector of Chikor Commune stated that the biggest gun-related problem before the WfD project was domestic violence and armed robberies but since then it has reduced by 70-80%. The Village Chief of Chikor stated that prior to the WfD project there were a lot of murders and armed robberies but now there were no gun-related incidents at all. The Village Chief of Svay Tiep stated that before the WfD project the biggest problem was armed robberies but there are no gun-related problems now, interviewed 25 May 2006. The Commune Chief of Svay Tiep reported that gun-related crime had decreased.



- Gun crime may have decreased but it still exists because guns are being brought in from the neighbouring districts and provinces.<sup>37</sup>
- Those who still have guns either don't use them,<sup>38</sup> or use them for criminal purposes, revenge or self-protection.<sup>39</sup>
- There is a new concern with handmade guns that can kill and are easy to make (and use sharpened pieces of metal or bullets).<sup>40</sup>

In all target areas, there is a persistent problem with gang and criminal violence. Although gang members are usually not armed with weapons, and instead carry alternative weapons such as knives, it was noted by some informants, particularly those who own businesses in their village, that it would be an advantage to have a gun in the event that they were targeted for robbery. The Chief Police Inspector of Svay Tiep Commune commented that somebody had recently asked him for a gun.<sup>41</sup> Further, according to one Village Chief from this Commune, when a petty criminal is taken into custody by the police he/she is not punished but is educated on how to behave correctly in the community or possibly fined. The Village Chief considers this to be an ineffective means of correction and may deter victims from reporting these criminals as they may seek revenge when they are released. There also need to be more police officers so they can increase their village patrols from once a day to more often.<sup>42</sup> Another Village Chief stated that gangsters as young as 14 years old may be apprehended by the police but they often pay a fee and are released.<sup>43</sup> The Chief Police Inspector further stated that individuals hold on to their guns to protect their possessions because there aren't enough police officers to do it for them.<sup>44</sup>



Picture 4: Handmade gun, Kampong Cham

According to one commune-level Chief Police Inspector, security committees have been established at village-level to report security issues to the police.<sup>45</sup> But one Village Chief within this Commune stated that people are afraid to participate, as they fear revenge from gangsters.<sup>46</sup>

<sup>37</sup> According to the Police Inspector of Rovieng District, when the perpetrators are caught the police trace the guns to the neighbouring provinces, interviewed 29 May 2006. The Police Inspector of Chikor Commune also referred to weapons coming into the Commune from the neighbouring District as Chikor Commune borders the next district, interviewed 26 May 2006.

<sup>38</sup> Village Chief of Vary Keuth, interviewed 25 May 2006.

<sup>39</sup> The Village Chief of Svay Tiep, interviewed 25 May 2006 and the Police Inspector of Commune Chikor, interviewed 26 May 2006, reported these motivations for individuals holding on to their weapons. The Commune Chief Police Inspector of Svay Tiep further stated that it is mostly rich families who keep guns to protect their possessions, interviewed 25 May 2006.

<sup>40</sup> In an interview with the District Governor of Rovieng District, Preah Vihear, on 29 May 2006, he estimated that up to four of these handmade guns could be made per day.

<sup>41</sup> Chief Police Inspector of Svay Tiep Commune, interviewed 25 May 2006.

<sup>42</sup> Village Chief of Svay Tiep, interviewed 25 May 2006.

<sup>43</sup> Village Chief of Vary Keuth, interviewed 25 May 2006.

<sup>44</sup> Chief Police Inspector of Svay Tiep Commune, interviewed 25 May 2006. The Police Inspector of Chikor Commune stated that a lack of police officers is felt when crimes occur simultaneously in different villages and there are not enough police to be in both places at the same time, interviewed 26 May 2006.

<sup>45</sup> Chief Police Inspector of Svay Tiep Commune, interviewed 25 May 2006.

<sup>46</sup> Village Chief of Pramath dai, interview conducted 25 May 2006.



According to the EU-ASAC 2002 Survey, in Kampong Cham<sup>47</sup> 86% of respondents felt safe in their communities and 85% felt that their community didn't have many problems, yet only 47% thought that security in the community had improved over the preceding two years. Villagers in this evaluation also felt safe in their communities and with only one exception all villagers reported that security had improved in the last three years (in spite of the problem with gang violence). This finding is reflected in the perception of very little if any gun-related crime and a belief that weapons are not easily available.

According to the EU-ASAC 2002 Survey, in Kampong Cham 43% of respondents thought that people had not handed in their weapons or explosives and 45% thought that people still have weapons or explosives in their possession. Those interviewed in this evaluation who believed there were still guns in their communities, thought that they were mostly in the possession of criminals. Which naturally leads us to the question of whether villagers feel that the police are doing enough about crime in their communities. This is analysed in Section 3.3.

### 3.3 WfD - Confidence in the police

In the past the Cambodian Armed Forces or Khmer Rouge forces were responsible for providing security in different parts of the country but it must be the police's responsibility and for them to evolve into a civil service based institution rather than a military based one. So the Evaluation Team included in its KIIs, questions related to the perceived role of the police and how much confidence villagers have in their ability and willingness to provide security. Trust in the police is vital for weapons to be handed in on a continuous basis as well as for the improvement of security more generally in terms of reporting and bearing witness to crime.<sup>48</sup>

Further, people are now more dependent on the police to solve crimes and problems because they might have surrendered guns they had previously kept for self-protection and the militias have been disbanded.<sup>49</sup> One Commune Chief stated that villagers now approach the police for protection against gangsters at weddings or other celebrations.<sup>50</sup> If a limited (if not non-existent) demand for guns amongst villagers for protection against robberies and other crime is to be maintained, it is imperative that the police ensure public safety and enforce the law.<sup>51</sup>

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<sup>47</sup> In the province of Kampong Cham 99 individuals were surveyed.

<sup>48</sup> EU-ASAC 'Project Description: Weapons for Development 2003' available from <http://www.eu-asac.org>, accessed 15 May 2006.

<sup>49</sup> Interview with District Police Inspector of Thbong Khmom, interviewed 26 May 2006.

<sup>50</sup> Commune Chief of Chakor, interviewed 26 May 2006.

<sup>51</sup> Key to reducing demand for weapons is police provision of village-level security and law enforcement. For further details on the impact that adequate security-provision can have on reducing demand for weapons, see S. Faltas, G. McDonald and C. Waszink *Removing Small Arms from Society. A Review of Weapons Collection and Destruction programmes*, Small Arms Survey, July 2001. <http://www.smallarmssurvey.org>, accessed 10 May 2006.



The following table lists the findings:

FINDINGS	IMPACT
▪ Recognition of police as security providers.	ACHIEVED
▪ Belief in necessity of reporting crime.	ACHIEVED
▪ Perceived improvement in police efficiency.	ACHIEVED

Table 2: Villagers' confidence in the police

All villagers were unaware that the police in their respective communes had received any training. This could have positively contributed to perceptions held by villagers of the capacity of their local police force and thus raised expectations of, and levels of confidence in police performance had the villagers been informed. Additional comments on police support came from officials in the Bakan District (Pursat Province) where pilot projects of the WfD were carried out 2001 – 2002.<sup>52</sup> One official reported that there was a misunderstanding about ownership over resources when a policeman moved posts and he took the equipment with him, as well as the need for spare parts for this equipment as it is falling apart.<sup>53</sup>

It also emerged that although villagers rated police performance to have improved, as they did relations between the police and villagers, there were still complaints that police response to requests for assistance weren't always very rapid. This can be attributed to lack of police on the ground (as stated by most commune police chiefs) and a continuing need for necessary equipment (in communication and transport). But several villagers noted that it was not uncommon to have to pay the police for their services. And one respondent complained that the police do not always punish the perpetrators so when the latter return to the village they seek revenge on the individuals who reported them. Replicating the Police Family Support project (as detailed in Section 3.5) may have contributed to alleviating this problem, assuming police officers accept money in return for releasing perpetrators. But a more thorough analysis needs to be undertaken into the root causes of releasing criminals without punishment.

According to the EU-ASAC 2002 Survey, in Kampong Cham only 41% of respondents agreed that the police help you if you ask for it and 47% of respondents stated that they do not trust the police. During KIIs conducted in this evaluation there emerged an understanding of a lack of manpower and a lack of resources in the police force, which accounted for limited although improving police capacity. However, corruption remains and could be said to account for a continuing lack of trust in the police's willingness to make the most of the resources available to them to perform their duties. And according to the EU-ASAC 2002 Survey, in Kampong Cham 88% of respondents thought that the police often use their weapons. In this evaluation, there were no reports of police either misusing their weapons or routinely using them when carrying out their duties.

### 3.4 Involvement of Non-Governmental Organisations

Table 3 below details the benefits accrued to both individual employees and the NGO as a whole as a result of the NGOs' involvement in SALW Awareness and/or training for the Police Family Support project (the latter is discussed in more detail in Section 3.5).

<sup>52</sup> EU-ASAC 'WfD pilot project Pursat final report, April 2003', <http://www.eu-asac.org>, accessed 09 May 2006.

<sup>53</sup> Interview with Commune Chief, First Deputy Commune Chief and Commune Police Inspector, Talo Commune, Bakan District, 01 June 2006.





PROJECT ACTIVITY	BENEFITS (ORGANISATION)	BENEFITS (EMPLOYEE)	RATING
SALW Awareness	<ul style="list-style-type: none"> <li>Recognition and credibility from the local authorities.<sup>54</sup></li> </ul>	<ul style="list-style-type: none"> <li>Recognition and credibility from the Local Authorities.</li> </ul>	POSITIVE CHANGE
	<ul style="list-style-type: none"> <li>Enhanced trust amongst villagers.</li> </ul>	<ul style="list-style-type: none"> <li>Skills in project management and budgeting, as well as weapons collection strategies.</li> </ul>	POSITIVE CHANGE
		<ul style="list-style-type: none"> <li>Knowledge of weapons law, weapons issues and information dissemination strategies.</li> </ul>	POSITIVE CHANGE
Police wife training (VMG and VMPPF)	<ul style="list-style-type: none"> <li>Credibility for future projects.</li> </ul>	<ul style="list-style-type: none"> <li>Knowledge of nutrition education, VMG and VMPPF.</li> </ul>	POSITIVE CHANGE
		<ul style="list-style-type: none"> <li>Skills on training trainers.</li> </ul>	POSITIVE CHANGE

Table 3: Increase in NGO capacities

NGO PSAD reported involvement in conducting SALW Awareness activities with community members as well as in helping police at check points to collect weapons and facilitating weapons surrenders more generally, which ensured that they could monitor the work of the police both in terms of recognition for the police's good work and to ensure that no individuals were threatened or punished when voluntarily surrendering weapons. According to NGO TCDAL, *"the police used to threaten even those people who brought in the weapons voluntarily so people became afraid and the NGO reduced this fear."*<sup>55</sup> NGO TCDAL also stated that *"in the past the Commune Police's Superior might order them [police officers] to collect money from villagers who handed in their guns, but with the NGO present they could tell their superiors that 'they couldn't with the NGO present'".*<sup>56</sup>

Moreover, PSAD reported that they held meetings with the local authorities every three months to assess WfD activities and identify any obstacles and/or progress made and as such played a pivotal role in facilitating communication between the authorities and community members and ultimately in encouraging individuals to surrender their weapons. The District's Vice-Governor commented on how *"PSAD succeeded in coordinating between different stakeholders and using existing networks and building new ones in the villages. Since the WfD the District Authorities have continued to cooperate with many NGOs on different projects including on security-related projects"*.<sup>57</sup>

<sup>54</sup>This was confirmed by remarks from district and provincial authorities.

<sup>55</sup> Deputy-Director of NGO TCDAL, interviewed 29 May 2006.

<sup>56</sup> Director of NGO TCDAL, interviewed 29 May 2006.

<sup>57</sup> The Vice-Governor of Kampong Cham District, interviewed on 25 May 2006.



### 3.5 Police Family Support project

The Evaluation Team travelled to one of the targeted villages for the Police Family Support project.<sup>58</sup> After discussions with six police wives, three beneficiaries from the village and the NGO that carried out the training for the project, the following were revealed:<sup>59</sup>

PROJECT COMPONENT	FINDINGS	
	POLICE WIVES	VILLAGERS
Income generation	<ul style="list-style-type: none"> <li>50% increase (US\$ 1.25 increase per month for 15 police wives).</li> </ul>	<ul style="list-style-type: none"> <li>Estimated 40% increase for 600 – 900 households.</li> </ul>
Improved police-community relations	ACHIEVED	ACHIEVED

Table 4: Impact of the Police Family Support project

#### Police-village relations

- Villagers now come to police wives for advice on family disputes more often than they used to.
- Police wives play a mediating role between villagers and police officers when the former think the latter have not performed their duties.
- There is increased interaction between villagers and police wives as a result of the VMPF and VMG activities.

#### Impact on income

- Whereas prior to the project police wives spent their income on buying vegetables in the market, money can now be saved through growing their own vegetables.
- Police wives spend about 40 - 50% of their time working on the VMG and VMPF, which has not negatively impacted on their other farming activities.
- Time is now spent more productively working on the VMPF and VMG, whereas before the project many villagers spent a lot more time with less reward, foraging for food in the forests to sustain themselves.

#### Impact on nutrition

- The training equipped police wives and villagers with better methods for growing vegetables, which has meant that crops are considerably better than when traditional methods used to be employed.

As previously mentioned, further research needs to be conducted to determine whether this project has in fact reduced the incidence of the police accepting bribes, and then a comparison could be made with other villages which were not targeted for the Police Family Support project.

<sup>58</sup> Rohah Commune in Rovieng District, Preah Vihear Province

<sup>59</sup> The evaluation team spoke with villagers from Kampot village and the police wives were working in the following four villages: Kampon, Keng, Sauke ROUNG and Kam Pot.



### 3.6 Commune Council Capacity Building

The following feedback was given to the Evaluation Team during interviews with the Head of Local Administration for all Communes, and district- and commune-level authorities and police from both Bakan District and Phnom Kravanh District.<sup>60</sup> All interviewees agreed that their districts were chosen owing to a high number of weapons still in circulation and low levels of development.

#### Awareness

It was felt that the SALW Awareness received during the pilot WfD project was sufficient to inform villagers about the issues, including the ongoing amnesty.<sup>61</sup> But people were informed about the CCCB project through village meetings at commune-level to improve villagers' confidence in the local authorities and police but this was only conducted to a limited extent through village chiefs.<sup>62</sup> Both villagers interviewed had no idea about the CCCB project.<sup>63</sup>



Picture 5: Villagers and PSAD NGO Director, Kampong Cham

#### Weapons Reduction

Officials stated that guns are still used occasionally in gang violence (especially in armed robberies) and less commonly for hunting.<sup>64</sup> Villagers observed that problems with gang violence persist and often weddings take place during the day now owing to a fear of gangs and also that although robberies are often carried out without the use of weapons you can never be sure so you still feel very afraid. Further, although gangsters use traditional weapons, one villager remarked how she often hears customers in her shop talking about how easy it is to obtain a weapon. Also, those who illegally cut down wood carry weapons. So one villager remarked that having a gun to protect yourself and your business has its advantages, as robberies still happen whether thieves are armed or not.<sup>65</sup> One official stated that people rarely come across guns but when they do they hand them in to the authorities and those that are found have often been buried, left behind by families who have since moved and had no reason to take their guns with them.<sup>66</sup>

#### Capacity-Building

As mentioned in other districts, there is still a need for communication support, like radio talkies, in order to respond more rapidly to incidents.<sup>67</sup> Two officials requested repeat training on investigation skills, Human Rights,

<sup>60</sup> Interviews were conducted with the Head of Local Administration for all Communes, Deputy District Governor and Deputy Police Inspector, Commune Chief, First Deputy Commune Chief and Commune Police Inspector in the Bakan District and the Commune of Talo, 01 June 2006. And on 02 June 2006 interviews were conducted in the Phnom Kravanh District with the District Governor and Deputy Police Inspector, and the Commune Chief, First Deputy Commune Chief and Commune Chief Police Inspector in Leach.

<sup>61</sup> Interview with the Commune Chief, First Deputy Commune Chief and Commune Police Inspector of Talo Commune, Bakan District, 01 June 2006.

<sup>62</sup> Interview with Deputy District Governor and Deputy Police Inspector, Bakan District, 01 June 2006.

<sup>63</sup> Interviewed in Talo Village, 01 June 2006.

<sup>64</sup> Interview with Deputy District Governor and Deputy Police Inspector, Bakan District, 01 June 2006.

<sup>65</sup> Interviewed in Talo Village, 01 June 2006.

<sup>66</sup> Interview with Deputy District Governor and Deputy Police Inspector, Bakan District, 01 June 2006.

<sup>67</sup> Interview with Deputy District Governor and Deputy Police Inspector, Bakan District, 01 June 2006.



legal procedures, report writing etc. as “a knife needs to be re-sharpened regularly”.<sup>68</sup> The Commune Council’s needs were not met as they needed more training time to fully understand the laws and their responsibilities.<sup>69</sup> And the Commune Police and Commune Council still need training on arms law as well as radios and transport equipment (and replacements for what was given by EU-ASAC as they are nearly completely worn out).<sup>70</sup> Finally, it was mentioned that reporting procedures between commune- and district-level were not clear so additional training on this would be useful.<sup>71</sup>

One official stated that the training received was not passed on to new recruits, which is important when new recruits come from other communes that did not undergo the training,<sup>72</sup> and another that the training received was in fact passed on but only about 50% was conveyed as it was delivered in much less time.<sup>73</sup> Village-level training for officials on the law and general administration and management was also proposed.<sup>74</sup>

The Village Chief stated that the police need more manpower and any inefficiency does not reflect a lack of skill or will and a villager that police performance has improved now that they have better means of communication<sup>75</sup> but in addition there is a continued need to get the community involved in promoting their own security. This could be achieved by means of establishing a voluntary security committee, which could be crucial in providing witnesses to crimes and reporting crimes. Training is needed for such committee members.<sup>76</sup> This committee is in planning in some areas, and is already in existence in other areas but at the least villagers can patrol their villages and bang a gong when they see something suspicious which acts as a call to action for all the villagers to come out and help.<sup>77</sup> Villagers have a responsibility to report suspicious activities, to reinforce the law by showing disdain for criminals through social stigmatisation, as well as safeguard their village, ideally a voluntary security committee.<sup>78</sup>

### Cooperation and Coordination

Although the CCCB project contributed towards distinguishing the responsibilities of the Commune Council and the Commune Police to manage mutual expectations,<sup>79</sup> one respondent reported that the Commune Police Inspector is meant to work for the Commune Council and he is under their authority but in fact he cooperates more closely with the District Inspector.<sup>80</sup> Moreover, a slight imbalance was created with the Commune Council not receiving any equipment, as the Commune Police couldn’t do their job without the Council (for example, the Council has to approve the police’s report before it’s given to the Commune Police Inspector).<sup>81</sup> Additional

<sup>68</sup> Interview with Deputy District Governor and Deputy Police Inspector, Bakan District, 01 June 2006.

<sup>69</sup> District Governor, Phnom Kravanh District, interviewed 02 June 2006.

<sup>70</sup> District Governor and District Police Inspector, Phnom Kravanh District, interviewed 02 June 2006.

<sup>71</sup> District Governor and District Police Inspector, Phnom Kravanh District, interviewed 02 June 2006.

<sup>72</sup> Interview with the Commune Chief, First Deputy Commune Chief and Commune Police Inspector of Talo Commune, Bakan District, 01 June 2006.

<sup>73</sup> District Governor and District Police Inspector, Phnom Kravanh District, interviewed 02 June 2006.

<sup>74</sup> Interview with the Commune Chief, First Deputy Commune Chief and Commune Police Inspector of Talo Commune, Bakan District, 01 June 2006.

<sup>75</sup> Interviewed in Talo Village, 01 June 2006.

<sup>76</sup> Interview with the Commune Chief, First Deputy Commune Chief and Commune Police Inspector of Talo Commune, Bakan District, 01 June 2006.

<sup>77</sup> District Governor and District Police Inspector, Phnom Kravanh District, interviewed 02 June 2006.

<sup>78</sup> Commune Chief, First Deputy Commune Chief and Commune Chief Police Inspector of Leach Commune, Phnom Kravanh District, interviewed 02 June 2006.

<sup>79</sup> Interview with Deputy District Governor and Deputy Police Inspector, Bakan District, 01 June 2006.

<sup>80</sup> Interview with Deputy District Governor and Deputy Police Inspector, Bakan District, 01 June 2006.

<sup>81</sup> Interview with Deputy District Governor and Deputy Police Inspector, Bakan District, 01 June 2006.



confusion arose over the role of the Commune Council in helping to collect weapons as they had expected to receive something in return but hadn't, with weapons immediately being sent on to the District Police.<sup>82</sup>

Finally, one official suggested that the military should have participated in the training, as there exists limited trust between the military, and the police and local authorities to act according to the law - there are a lot of military bases in the district and sometimes the military lends out its guns.<sup>83</sup>

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<sup>82</sup> Interview with Deputy District Governor and Deputy Police Inspector, Bakan District, 01 June 2006.

<sup>83</sup> District Governor and District Police Inspector, Phnom Kravanh District, interviewed 02 June 2006.



## 4. Conclusions and Recommendations

### 4.1 Weapons for Development project

#### *Raising Awareness on SALW*

Largely, both villagers, and village chiefs and officials considered that individuals surrendered their weapons because they knew it to be illegal to keep hold of them. Moreover, the level of awareness of the current law related to the illegality of civilian possession of weapons may have impacted on feelings of personal security as the Arms Law may be interpreted as a sign of a sincere commitment from the Government to reducing gun crime, and crime more generally. Furthermore, according to officials, where individuals knew of others who had weapons, on occasion they informed the police about these illegal guns, which it could be argued demonstrated a desire to rid their community of guns and their negative effects. Any future WfD projects should take the local context into account, examining the cultural, social and economic history of civilian gun ownership and use. In the case of Cambodia, individuals have been accustomed to strictly regulated civilian possession of weapons and have no cultural attachment to guns since they have never traditionally been a central part of life in Cambodia.

Villagers also demonstrated an understanding of the link between reducing the number of guns in circulation and development at village-level because they themselves had directly benefited from it being safe enough to farm on remote land and work after daylight hours. A more thorough analysis of individual attitudes towards gun use and storage in the home was not carried out owing to time constraints but all interviewees negatively evaluated the presence of guns in both the community and the home.

However, a degree of uncertainty emerged amongst villagers over whether the amnesty is ongoing and several officials stated that villagers dump their weapons for fear of punishment, in spite of the activities of the local authorities to actively inform villagers about the ongoing amnesty, as reported by officials. Since all villagers were aware of the illegality of civilian possession it is important to reassure those who wish to voluntarily hand in their own guns or any that they find, that they will not be punished. Abandoned weapons may be picked up by criminals or discovered by children.

#### *Improving police efficiency and perceptions of security*

None of the villagers were aware that the police had received training although the WfD project took place up to 3 years ago, but this could have positively contributed to the villagers' expectations of their local police both in terms of legitimising demands placed on the police as those responsible for their security, and regulating police-villager relations.

However, all villagers rated police performance to have improved, deemed the police responsible for providing security in their respective communities, and recognised the importance of reporting crimes to the police, as well as all officials reporting a decrease in gun-related crime and incidents more generally. But what remains a problem according to villagers is the occurrence of police accepting bribes. This undermines the villagers' confidence in the police as well as resulting in an under-reporting of crimes and crimes going unpunished.

All interviewees reported feeling confident moving freely within their communities and did not fear gun violence. Supporting the perception that their communities are relatively safe, police performance is perceived to have improved and gun visibility has greatly reduced. Most interviewees also concluded that it is not easy to acquire a weapon; gun availability plays a key role in perceptions of security. However, all villagers reported a fear of robbery, especially as you can never be certain whether the thief may be carrying a gun or not. Several villagers reported that a gun would make them feel more secure when protecting themselves against potential thieves. Gang violence was considered a major concern by villagers, village chiefs and officials alike, with one official reporting that handmade guns are now a problem, and villagers that they fear other types of weapons such as knives. There were also reports from villagers that methods of punishment for gangsters were ineffective. This needs to be addressed as it means villagers are afraid to report on criminals who may be released by the police



and return to the community to avenge the individual who reported them. Where police fail to adequately provide for public safety and punish criminals, the demand for weapons for self-protection may increase. As previously mentioned, even if the relatively high cost of purchasing a weapon may constitute the main barrier to actually acquiring one, the police need the cooperation of villagers to fight crime. But where there is low confidence in police efficiency, reporting is lower, which further hampers police work.

## 4.2 Non-Governmental Organisations

Building the capacity of local NGOs is important because developing local resources for future actions contributes to the sustainability of such initiatives. Both NGOs reported several benefits to both individual staff members and the organisation as a whole in terms of skills, knowledge and establishing relationships within the community and with local authorities and police, for future initiatives.

The NGOs also proved the advantages of having links in the communities where they worked in terms of adding credibility to the WfD project, in the eyes of the villagers, by virtue of being involved. This encouraged the villagers to get involved in the project as well as afforded some measure of oversight over the police's treatment of individuals who surrendered their weapons. Moreover, commune- and district-level authorities positively evaluated the NGOs' involvement in the project and reported continued cooperation on other activities. Since civil society action is a key component of community development, requiring both institutional support and community-level recognition from individual village members, which was achieved in these activities, these NGOs could be said to have furthered the aims of the WfD project and in particular contributed to longer-term development processes.

## 4.3 Police Family Support project

The role of police wives in their respective communities was envisaged as that of a trainer on the VMG and VMPF enterprises, but in fact has involved them in village life in other ways as well. For example, villagers sometimes approach the police wives for advice on family disputes, perhaps preventing an escalation into something that the police would have to deal with and thus contributing towards a return to more traditional and constructive mechanisms of resolving disputes. Moreover, police wives mediate between villagers and the police when a villager has a grievance, which may lead to an improved understanding of both police responsibilities and police constraints.

Additional benefits have been advancement in agricultural and farming techniques over more traditional methods resulting in better crops, which has also meant that both police wives and villagers spend less of their income on purchasing what they are now growing but still have sufficient time for other farming duties. Improved levels of nutrition have also resulted amongst all participants.

More research needs to be done on the ways in which this model could be adapted and replicated elsewhere, both within Cambodia and in other parts of the world, as well as on whether this project has in fact reduced the practice of police accepting bribes.

## 4.4 Commune Council Capacity Building

Those interviewed at Commune-level clearly indicated that their commune was in a better position than the other communes in their district which had not undergone CCCB training but there are still needs to be met, which they naturally put forward to the Evaluation Team. Additional equipment was requested, partly because they would benefit from more but also because what they originally received is wearing out. Repeat training was considered necessary as well and also village-level training.





It was felt that more could have been done to communicate with villagers so as to gain their support and to further build constructive relations with the commune authorities and police to improve reporting on, and prevention of crime. Further work could also be directed at emphasising the roles and responsibilities of the Commune Council and the Commune Police, as well as working more closely with the military.

What did emerge, as a potential to be developed was the concept of voluntary security committees. The community needs to be more involved in promoting their own security, in terms of bearing witness to crimes and reporting them. Where these committees are already being planned or in existence, the police and local authorities should support them. Where they do not exist, they should be encouraged. Training is needed for such committee members and previous experiences of such practices should be built upon, perhaps including preliminary research on the willingness of villagers to get involved and the nature of any reservations they may have about participating. Where individuals are afraid to participate for fear of revenge from those they report on, with police support and better enforcement of punishments, these committees could form an integral part of both improving village-level security in the short-term and mobilising community members to rebuild their communities in the longer-term.



## Annex A - Interviewees

### Non-Governmental Organisations

NGO Phnomsey Association for Development (PSAD) – Director and field staff member from Chikor Commune, Thbong Khmom.

NGO Takmao Community for Development of Agriculture and Industry (TCDAI) – Director and Deputy-Director (also field staff member in Rovieng District, Rovieng Commune).

### Villagers, Local Authorities and Police

#### *Kampong Cham*

Tbong Khmom District (Chikor Commune, Village of Chikor):

- District Governor and District Police Inspector
- Chikor Commune of Chief and Commune Police Inspector
- Village Chief of Chikor
- Three female and three male villagers (28 – 65 years of age)

Chamkar Leur District (Svay Tiep Commune, Villages of Vary Keuth, Pramath dai and Svay Tiep):

- Three Vice-Governors and Deputy-Inspector of District
- Chief Police Inspector of Svay Tiep Commune
- First Deputy-Chief of Svay Tiep Commune
- Village Chief of Svay Tiep
- Village Chief of Pramath dai
- Village Chief and Deputy Chief of Vary Keuth
- Two female and four male villagers (36 – over 66 years of age)

#### *Preah Vihear*

Rovieng District (Rohah Commune, Villages of Kam pon, Keng, Sauke ROUNG, Kam Pot):

- District Police Inspector and District Governor
- Six police wives working in four different villages (36 – 66 years of age)
- Three female villagers from Kam Pot village (36 – 66 years of age)

#### *Pursat*

Bakan District (Talo Commune, Village of Talo):

- Head of Local Administration for all Communes (also permanent member of PRDC)
- Deputy District Governor and Deputy Police Inspector
- Talo Commune Chief, First Deputy Commune Chief and Commune Police Inspector
- Village Chief of Talo



- Three female villagers (36 – 66 years of age)

Phnom Kravanh District (Leach Commune):

- District Governor and Deputy Police Inspector
- Leach Commune Chief, First Deputy Commune Chief and Commune Chief Police Inspector

## Annex B - Key Informant Interview (KII) questions (Villagers and Village Chiefs)

1. How did you hear about the WfD project?
2. What would you say have been the chief benefits for the community?
3. Why was your community chosen for the WfD project?

### **Attitudes towards and knowledge of SALW**

4. Do you believe that possessing weapons makes you safer or less safe as a family?
5. Do you believe that possessing weapons makes you safer or less safe as a community?
6. Do you think that the presence of weapons in a community has an overall impact on the economic development and the standard of living of that community?
7. Do you know who is legally allowed to own weapons under the current law?

### **Perceptions of Arms Proliferation**

8. Do you think that gun-related crime has increased or decreased in your community over the past 3 years?
9. Apart from use by the official security forces do you ever see or hear weapons in your neighbourhood?
10. Do you think any community member might still want a weapon and for what reason?
11. Do you ever fear gun-related violence in the community?
12. How easy do you think it is to get hold of a gun?

### **Impact of Police Training – Perceptions of Security**

13. Who is responsible for your security?
14. Who do you call if you feel threatened?
15. How efficient do you judge the police to be in solving crime and protecting people?
16. How has their efficiency changed over the past 3 years?
17. Do the police treat all community members fairly and without abuse, irrespective of political affiliation, wealth or status?
18. Did you know that police have undergone training in the community?
19. Would you report to the police if you witnessed any criminal activity?
20. How have relations between community members and the police changed over the past 3 years?
21. In your community, do you think it is necessary to use a weapon to ensure that businesses, livestock or property do not come under threat from criminals?
22. How frequently do individuals in your community resort to the use of a weapon in resolving a dispute?
23. Do you feel confident moving freely within the community on your own?
24. Do you feel confident going to other communities?

### **Conclusion**

25. Do you feel confident about your community's future?



## **Annex C – Key Informant Interview (KII) questions (Local Authorities and Police – WfD Project)**

### **General**

1. What was your role in the WfD project, and your current role in community security matters?
2. Who benefited the most from the WfD programme and in what way?
3. Why was this District/Commune chosen for the WfD project?
4. What kind of cooperation did you have with any NGOs during the WfD project and how did it further the WfD project's aims?

### **Impact of Public Awareness**

5. What do you think the chief aim of the SALW Awareness was?
6. Why do you think individuals surrendered their guns and why did those who didn't resist?

### **Impact of Arms Reduction and Police Training**

7. Has gun-related crime reduced since the WfD project?
8. If there are still weapons in the community – why do people hold on to them?
9. What kind of gun misuse is the most prevalent and who is most at risk?
10. What is the relationship between the police and community members?
11. Do villagers report gun-related crimes – illegal possession and use, and arms caches?
12. Has there been an increase in farming activities on remote land?
13. How easy is it for community members to buy, borrow, steal or pick up a weapon?
14. What are the biggest obstacles to effective police engagement in providing security in the villages?
15. Do you think tourists are likely to come to this Commune / District?
16. Has there been an increased interest amongst investors in this commune? Has there been an increase in development initiatives?





## **Annex D – Key Informant Interview (KII) questions (Local Authorities and Police – CCCB Project)**

### **General**

1. Why was this District/Commune chosen for the CCCB project?

### **SALW Awareness**

2. Are villagers aware there is an ongoing amnesty in this Commune? How?

### **Weapons Reduction**

3. Are there still weapons in the Commune and if so what are they used for?
4. Are there any gun-related incidents reported?
5. Is security continuing to improve in the Commune?
6. What role do you think villagers play in village-level security?

### **Cooperation and Coordination**

7. What is the nature of cooperation and coordination between Commune, District and Provincial Level Police on security-related matters?
8. How is cooperation and coordination between Police and Local Authorities at all levels?

### **Capacity-Building**

9. Was the training received passed on to colleagues both within the Commune and/or in other Communes?
10. What are the continuing needs of the Commune Council?



## **Annex E – Key Informant Interview (KII) questions (NGOs)**

### ***Capacity-building***

1. What were the responsibilities of your NGO in the WfD project?
2. How did your NGO benefit both in terms of individual staff members as well as the organisation as whole (skills, knowledge etc)?
3. Were you involved in the design of awareness materials and in how to implement the SALW Awareness activities?

### ***Furthering the aims of the WFD project***

4. In what way do you think your NGO's involvement in project activities furthered the aims of the project?
5. How would you describe your relationship with the local authorities and the police?

### ***Impact of SALW Awareness'***

6. What do you think the chief aim of the SALW Awareness was?
7. Why do you think individuals surrendered their guns and why did those who didn't resist?



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