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EU-Assistance on curbing Small Arms and light weapons in Cambodia

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EU-ASAC

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Final Report on



Weapons in Exchange for Development Project in 4 districts in Preah Vihear province

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Final Report on Weapons in Exchange for Development Project in 4 districts in Preah Vihear province

Implemented by	<ul style="list-style-type: none"> - The Japan Centre for Conflict prevention (JCCP): <i>Public awareness, weapons collection</i> - Takmao Community for Development of Agriculture and Industry (TCDAI) for <i>public awareness and police family assistance</i> - EU ASAC, the Police Training Department and the Radio Communications Department of the Ministry of the Interior (MoI): <i>police training and police equipment assistance</i> - Helen Keller International (HKI): <i>police family assistance</i>
Funded by	Government of the United Kingdom EU ASAC
Location	Kulen district, Chhep district, Cheysen district and Rovieng district in Preah Vihear province, Cambodia.

I. Summary

Since 2000, EU ASAC has been assisting the Royal Government of Cambodia in implementing a comprehensive weapons management programme. One element of this programme, voluntary collection of weapons from the civil population left over from the civil war, was one of the components of this programme.

Because people tend to keep their weapons for their security, EU ASAC included in its Voluntary Weapons Collection Projects (VWCP) an element of police support, aimed at improving the capacity of the local police to provide security and at improving the relations between the community and the police, creating the trust in the police by the community.

JCCP¹ has implemented a VWCP Program from 11 February 2002 to 21 December 2003 in 35 districts in following provinces: Battambang, Pursat, Preah Vihear, Kompong Thom, Kompong Speu, Kampot, Bontey Meanchey, Otdar Meanchey, Siem Reap, Koh Kong, Prey Veng and Kompong Cham. JCCP planned to extend to other provinces.

¹ JCCP, formerly called the Japan Centre for Preventive Diplomacy (JCPD), has peace-building activities in Cambodia, Sri Lanka, Palestine, Pakistan and Afghanistan. Their web site can be consulted at <http://www.jccp.gr.jp/>



Since then, it already conducted 919 campaigns in 919 villages, attended by 61,077 people. As a result, people voluntarily submitted 2,562 sets of weapons, 3,210 rounds of ammunition. It constructed ponds, open wells and pumping wells in communities where result of collection was good. The achievements were 5 ponds, 15 Open Wells and 59 Pumping Wells.

JCCP's implementation differed in some ways from EU ASAC's strategies. A campaign typically lasts half a day. They offered one development project for 15 surrendered guns. Their project does not include police support.²

EU ASAC and JCCP decided to co-operate in Preah Vihear province. JCCP would implement its public awareness on weapons surrender and provide development projects in return for surrendered weapons. This project was completely funded by EU ASAC. EU ASAC would complement the project with a security sector reform package, provided with funds from the UK.

This co-operation would provide EU ASAC information on alternative ways of implementing VWCPs through the strategy of WfD and learn from the successes or failures. It was also a test for the new 2003 strategy of EU ASAC in involving international organisations in weapons security activities.

II. JCCP's previous activities in Preah Vihear

1. Activities

In 2002, JCCP implemented its projects in three districts in Preah Vihear province, in Choam Khsant, Sonkum Thmey and Tbaeng Meanchey districts. Through 70 public awareness campaigns, 329 guns³ were collected.

In return, 15 hand pumps were installed: 2 in Tbaeng Meanchey district, 5 in Sonkum Thmey district and 8 in Choam Khsant



² JCCP also runs projects, providing elementary schools with latrines in 7 provinces. This is built on the assertion that the stability of people's livelihoods is an important foundation for Cambodian peace building in the long-term

³ This number includes hand-made wooden guns firing arrows, a concern that will be discussed in this report (see pages 8 and 9).

district. The hand pumps were from Thai origin and cost \$ 550 each, including well drilling and installation.

2. Issues

It was bad luck that the first pump, which EU ASAC inspected, was not functioning. There was a problem with a washer, the cost price of which amounts to 1500 Riel⁴. A replacement washer was available in the commune, but the users of the water pump were not informed about the procedures for maintenance. The visiting EU ASAC team instructed TCDAI to perform the reparation, and it took less than one hour to have the pump produce water again.

When questioning the villagers about water hygiene, it became apparent that no education on this subject was given. EU ASAC agreed with JCCP that a water well development project in return for collected weapons would include provision of information about maintenance and training on water hygiene in the 2003 joint project.

For the implementation of the public awareness and follow-up activities, JCCP uses local NGOs. Since JCCP had activities in the same provinces as EU ASAC, they have been working quite often with the same NGOs⁵. Some of those NGOs performed very well, others caused problems. The same organisations that performed unsatisfactorily with EU ASAC did so with JCCP. Regular exchange of information between EU ASAC, JSAC and JCCP would prevent this from occurring. A monthly disarmament forum between the three organisations was set up.

There were some problems concerning weapons collection identified too. No organisation, not even EU ASAC, has the authority to collect weapons. The surrendered weapons must be collected by the local police. When necessary, the organisations can liaise between the people and the police for the surrender of weapons. Weapons can then for instance be brought to a Buddhist pagoda under supervision of the implementing organisation. Police are informed about the event and can collect those weapons afterwards at the pagoda.

This procedure brings the weapons under control of the commune police⁶. Collected weapons are earmarked for destruction, by preference in a



⁴ Approximately \$ 0.37

⁵ JSAC, the Japanese sister organisation of EU ASAC was confronted with the same problem.

⁶ In this report the commune police will sometimes be referred to as the “administrative police” as this is the official nomination of this commune level police force.

“Flame of Peace” ceremony. In order to have these weapons destroyed, the provincial authorities involved in the weapons destruction⁷ must be informed about the number of collected weapons. In Cambodia, there is a risk that collected weapons could be sold to arms traders or other illegal sources. Illegal Thai arms traders are active in border regions.

To prevent leakage, provincial authorities need to be informed about the results of the weapons collection activities. JCCP failed to contact the provincial authorities and in one case requested EU ASAC to help prevent suspected leakage. When the weapons are sold already, this prevention is no longer possible. JCCP did however inform the district authorities to get their approval for the collection activities.

III. Public awareness and weapons collection in 2003



JCCP and TCDAl organised 126 campaigns, each lasting half a day in the 126 villages of the 4 targeted districts in Preah Vihear province between May 2003 and August 2003. These public awareness campaigns were organised by TCDAl but attended in rotation by one of

three JCCP staff members. Because of limitations in the time schedule, these campaigns took place in the rainy season. This caused two problems:

- The roads were very inaccessible
- Most of the villagers were very busy with rice cultivation and had little time for village meetings. The limitation of each campaign to half a day was therefore an advantage to the implementation

Special training materials were developed by EU ASAC and JCCP. These materials contained mostly graphic information because illiteracy might be an obstruction to understand other training manuals produced by EU ASAC and intended for community leaders on commune level. The scarce text is printed in a large font size for easy reading⁸.

⁷ The provincial governor and the provincial police commissariat are in charge of bringing together those weapons and Flames of Peace ceremonies are organised at the formal request of the provincial governor with financial and technical support from EU ASAC.

⁸ See Annex 2

The training material focuses on

- The insecurity and violence caused by possession and use of weapons;
- The stability and peace that results from abandoning weapons creates a good environment for development;
- The destruction of the collected weapons guarantees that the weapons will not be used to threaten the community's security;
- The punishment for keeping illegal weapons.

It also presents some information on the code of conduct of the police in order to create expectations about the new policy resulting from police training.



EU ASAC provided following materials:

- 12-page booklets with predominantly graphic information (5,000 copies);
- Posters A2 format about “Submit Illegal Weapons” (2,500 copies);
- Posters A5 about the new weapons law (2,500 copies);
- Training brochures (requires literacy) (600 copies).



EU ASAC also provided funding for posters, printed by JCCP.

Before starting the campaign, EU ASAC contacted the provincial governor to appeal for his support, and with that support, it discussed implementation and control

with the provincial police commissioner. The police commissioner had heard rumours about two organisations⁹, working on voluntary collection of weapons in his province, but had no idea who was active nor with what result.

During the campaigns, snacks were provided to the participants for an amount of \$ 5 per campaign. The training team travelled from village to village by motorbike. Except for the district centres of Rovieng and Kulen, none of the visited places were accessible by car, even in the dry season. In every village, the trainers promised water wells if sufficient weapons were turned in.

As a result of the meeting with EU ASAC, the police commissioner went to the districts and communes to check on the weapons previously collected by JCCP. A problem was discovered when weapons were reportedly “returned to the military from where they had been stolen”¹⁰.

After the public awareness campaigns, a monitoring team went to the communes to gather the



number of weapons. JCCP reported a total of 255 weapons and requested to build 19 wells in return. A representative of EU ASAC went to the districts to have meetings with the chiefs of the administrative police posts in order to receive signed and stamped reports about the weapon collection. A copy of these forms was then handed to the provincial police, with the knowledge of the local police chiefs¹¹.

EU ASAC counted 747 collected weapons. It was clear that weapons collection was an ongoing process, and that the reason for handing in weapons was not only the promised water wells. But another difficulty had surfaced.

The majority of the collected weapons were described as “hunting guns” and did not fit into EU ASAC’s classification of

⁹ We never discovered who the second organization was. This may have been the result of a confusion between JCCP and TCDAI.

¹⁰ It was impossible to verify the correctness of this story, due to bad relationship between the provincial civil authorities and the military division that answers directly to the High Command in Phnom Penh.

¹¹ The deputy police commissioner in charge of weapons security participated in this field visit.

small arms (AK's, CKC's, M16's etc.). They proved to be wooden hand-made weapons from which arrows were shot, along the principles of a cross bow. They are used for hunting small animals, but are claimed to be able to kill elephants¹². JCCP had in the past provided water wells for the surrender of these weapons.



EU ASAC supports the idea of collecting those weapons, but since they do not fall under the definition of small arms, their collection is not part of the WfD process. Neither are knives or axes, which may also be used as weapons, but have a primary object the cutting or slicing of food or chopping of fire wood. The wooden guns can easily be made by somebody with wood carving skills for the sole purpose of exchanging for the promised development projects. The confusion originates in the fact that they resemble fire arms in shape. The country manager of JCCP, Mr. Tanaka Tsuyoshi, agreed with EU ASAC's point of view, once he saw the nature of those "hunting weapons".

From the 747 weapons collected, 578 were wooden hand-made guns. As JCCP had already promised water wells to the communities, this created a problem of trust in future weapons projects. To compromise and not to allow JCCP and EU ASAC to lose face in the eyes of the rural communities, a compromise was worked out. In return for 169 fire arms, 19 water wells were provided. This is short of the required 15 weapons for one well which was the minimum set out in the beginning of the project. This did, however, result in a different distribution of the water wells over the target area; a distribution which was more balanced.

¹² If poison is used on head of the arrow.

IV. Provided development projects

Based on the figures of the collection of fire arms, 19 water wells have been built in Preah Vihear province.

Nr	Commune	Village	Wells	Fire arms	Wooden arms
Kulen district					
1	Sra Yong	Marich	1	6	
2	Thmey	Thnorl Bek	1	5	
	Total (1)		2	22	
Roveang district					
3	Reak Sa	Kork Paun	1	5	12
4	Romdoh	Thnorl Korng	1	14	48
		Ov Lek	1		
5.	Romtum	Trapaing Teum	1	12	40
6	Robeab	Beung	1	11	45
7	Rohas	Koh Poun	1	7	0
8	Reab Roy	Bongkor	1	6	0
	Total (1)		7	62	353
Chey Sen district					
9	Ka Yorng	Sleng	1	8	34
10	Thmear	Phngeak Ro Lek	1	7	20
11	Put Trea	Peuk	1	10	22
12	Sa Ang	Teuk Lech	1	5	29
13	Tor Sou	Samroung	1	6	20
14	Chrach	Padevath	1	5	21
	Total (1)		6	62	146
Chhaeb district					
15	Chhaeb I	Krasang	1	19	44
		Chhaeb Keut	1		
16	Sangke I	Sangke	1	10	10
17	Sangke II	Chok Chey	1	6	15
	Total (1)		4	44	79
GRAND TOTAL			19	169	578

(1) The totals include the weapons in all communes in the district and thus are more than the sum of the weapons collected in the communes which received water wells.

EU ASAC set up a meeting with the Provincial Department of Rural Development (PDRD) of Preah Vihear province for the following purposes:

- To select the villages where water provision is a high priority according to the local development plans
- To ensure the selection of locations where water wells are publicly accessible.
- To set up maintenance committees and procedures

- To monitor the construction of the wells and perform necessary procedures such as arsenic testing
- To take ownership of the wells after the construction is finished and eventually take action to enforce the warranty when necessary



Before implementation of the well construction, JCCP requested to change the type of water pumps to the Indian AFRIDEV type because these pumps are easier to handle and parts are less likely to fail because of broken parts. This increased the price of one well to \$ 1,030 (including water hygiene training)

JCCP contacted three well constructors for a quotation. Based on these quotations, the Hor Lihay Clean Well Construction Co. Ltd. was selected to construct the wells. The well constructor was also to provide basic water hygiene training.

Well construction can only take place in the dry season, after dynamic water levels sink to the static water level. Otherwise, there is no guarantee that the wells will produce water during the dry season, when water provision is most crucial. Furthermore, the well constructor can only transport his equipment to the more remote villages once the roads become accessible.

For these reasons, well construction could only start in December 2003, leaving the locations where problems might be expected for the end of the timeframe. The information and assistance, provided by PDRD in Preah Vihear, was most useful to plan construction. PDRD has also been responsible to further follow normal procedures such as testing the water for arsenic and setting up well maintenance committees.



V. Police assistance

When people turn in their weapons, the police have to assure their security. The Cambodian police often fail in this duty, because they have little understanding of their task and lack the resources to provide security. If no attention is given to security concerns, the weapons collection may have a negative impact on the security situation. Villagers may become more vulnerable to attacks, crime and robberies.

As far as possible, EU ASAC has therefore made police assistance an integral part of its programme.

Police assistance and security sector reform are important for two reasons:

- Police must have resources to provide security when people give up their weapons;
- People need to trust the police in order to decide to give up their weapons.

Improving police community relations is therefore an important aspect of this support programme.

Criminal gangs operate all over Cambodia. Kampong Thom province has for a long time been the operational centre for many of these gangs. From here, they deploy activities in other provinces. The isolation of Preah Vihear province and the fact that it borders the remote areas of Kampong Thom province makes its population more exposed to these threats.

EU ASAC has defined three areas of police assistance: police training, provision of police equipment and police family support. It implemented those elements in pilot projects in 2001 and 2002, but has refined the components and revised its strategy where necessary, based on the lessons learned from the pilot projects.

In 2003, EU ASAC has implemented police training for all districts where it supported weapons collection. This was considered as the minimum police assistance required for the VWCP within the limits of budgetary restraints. In Battambang, Pursat, Kampong Thom and Preah Vihear provinces, some police equipment was also provided. In all provinces except for Preah Vihear, this police assistance was funded by GTZ and the police equipment was limited to bicycles and two-way radios. Police assistance in Preah Vihear, funded through a grant from the UK government, police equipment was more extensive, including also motor bikes, weapons storage racks and some office equipment. The police family support component was only implemented in Preah Vihear province.

A. Police training

Police training has the highest priority of all police support components. The police often have little or no training. As a result, criminals, arrested by the police, are often released by the courts due to lack of legally acceptable evidence. This in turn creates indifference by the police for criminal repression.

1. Production of training manual

Police trainings were implemented during the 2001/2002 pilot projects in Pursat and Kratie provinces. They then consisted of two separate trainings, one by a national human rights organisation¹³ focussing on human rights, good governance and the code of conduct, and one by the Police Training Department of the Ministry of the Interior focussing on more technical police work.

Based on the lessons learned from the pilot projects, EU ASAC took steps in 2002 to integrate the two trainings and to set up a training curriculum. EU ASAC set up a meeting between the Police Training Department and the human rights organisations to create a joint training manual. The drafting committee had three objectives:

- Improving the relationship between the civil population and the local police;
- Improving professional capacity of the police in terms of knowledge and practical ability;
- Increasing the number of weapons handed in to the local police.

As a result, the training curriculum consists of four components¹⁴:

- Human rights;
- Good governance and the role of police in a democratic society (including decentralisation and the code of conduct for police);
- The arms law and regulations;
- Judicial procedures and criminal investigation.



The working group then drafted a training manual for this training. This training manual was offered to the MoI to take ownership of it. It took the MoI six months to scrutinise the contents¹⁵. Approval arrived shortly before the election period and the manual was printed during the elections. Although this waiting delayed EU ASAC's programme and affected its strategy¹⁶, it made sense to show patience, as this was an important element in allowing the MoI to take ownership of the manual and its contents. The MoI taking ownership ensures sustainability of the programme.

The printing was funded by money, left-over from GTZ's previous funding for police assistance.

¹³ In Pursat, CIDH provided this training, in Kratie it was CIHR.

¹⁴ For a complete overview of the training curriculum, see separate report on police training.

¹⁵ Only one sentence was changed as a result. A statement, claiming that Cambodia had never known real democracy could possibly be considered as an insult to the King, who had ruled the country until Lon Nol's coup, had to be reworded.

¹⁶ For a maximum effect of police training on voluntary surrender of weapons, the training should take place before or in the beginning of the public awareness period, not at the end. However, now there is a system in place for future trainings.

2. Training the trainers

Based on the unapproved draft manual, with special permission of Commissioner of National Police, General Hok Lundy, EU ASAC organised a training of police trainers from 10 to 19 February 2003. Two trainers from each of the provinces where EU ASAC planned VWCP efforts, trainers from the Police Training Department and trainers from EU ASAC's NGO partners were brought together in Phnom Penh to participate in the training.

The effect of this was surprising. During the first day, each group sat on a different side of the training class, the police wearing uniform. The second day, the police participants had changed their uniforms for civil clothes and the participants intermingled. A new understanding was born.



The training received support from the highest levels of the Government. The lecture about the arms law was given by Brigadier-General Ouk Kim Lek, Head of the Fire Arms and Fire Control Department and co-author of the draft law.

This training of trainers was also funded by the previous GTZ grant.

3. Training the police

Negotiations with the MoI started as soon as the training manual was approved. The delays in approval delayed the negotiations until after the July national elections. In August 2003, permission from General Hok Lundy, Commissioner of the National Police, was obtained to negotiate an agreement on the trainings with Major-General Ma Chhoeun, Head of the Police Training Department.

On 14 October 2003, this agreement between Major-General Ma Chhoeun and David de Beer, EU ASAC's Programme Manager, was signed in an official ceremony at the MoI.

The training programme started soon after the signing of this agreement. Two police trainings took place in Preah Vihear province:

1- Kulen and Cheb districts, 14 communes

Venue	:	Provincial police commissariat
Date	:	24 November 2003 to 05 December 2003
Participants	:	60 Police officers of Kulen and Cheb districts

2- Roveang, and Sre Sen district, 18 communes

Venue	:	Provincial police commissariat
Date	:	08-19 December 2003
Participants	:	60 Police officers of Roveang and Sre Sen districts

In each training 60 police officers from the administrative police posts were trained. As there are 9 policemen per police post, this meant that about half of the police force in the 4 districts received training. Training manuals were provided for the other police that did not take part in this training. It is the intention that the trained police officers will pass the information on to their colleagues as far as possible.

One training lasted 10 days. In between, a two-day weekend break allowed the trainees to relax.

Details of the police training are discussed in a separate document, describing the training efforts nationwide.

B. Provision of police equipment

Two of the obstacles to police capacity in providing security are mobility and communication. These were EU ASAC's main concerns in this project component.

The absence of police in the villages prohibits effective law enforcement. Remote villages are left on their own regarding security. Communication and Transport are mentioned as the



greatest needs. Though motorcycles are necessary on many occasions, bicycles are the most effective means of transport in rainy season. They are easy to carry on one's shoulder when the rural

road is transformed in a mud pool or when the bridge over a river is destroyed. An EU ASAC team visited the province at the end of November 2003, a few weeks into the dry season. The roads were often still only accessible by foot.



In three other provinces EU ASAC implemented a limited version of provision of police equipment¹⁷, providing only a two-way radio system and some bicycles, thus answering the most pressing needs. In Preah Vihear province, the provided equipment was slightly more comprehensive with the inclusion of motorbikes (one per commune) and office equipment (typewriters for the district police).



The two-way radios permit the police in the field to contact the police station or to communicate between themselves in the course of a mission. To achieve this, it was necessary to build repeater stations at district level. This installation was accomplished in co-operation with the Radio Communications Department of the MoI, who ensured that the EU ASAC donation was compatible with the network the Department was setting up. The

Department contributed the antenna towers for the repeater stations and added one hand-held radio per commune to the two EU ASAC was offering. The hand-held 2-way radios provided were Motorola GP88, VHF, 16 channels. The repeaters were composed of 2 Motorola GM300 VHF 45W 16 channels base radio stations plus interfaces, duplexers antennas, power supplies lightning arresters, cable for antenna, Diamond antennas and batteries for power¹⁸.

The Radio Communications department is setting up a communications system that allows the ministry and the provincial authorities to contact the commune police. EU ASAC's concern was to allow communications within the commune for more rapid intervention in case of robberies or other events that threaten security.



The Radio Communications Department also provided training in the proper handling of the radio equipment.

Another important component of the provision of equipment was the installation of weapons racks in the commune and district police posts to safeguard the service weapons of the police. Each administrative police post

¹⁷ With funding from GTZ's 2002 budget.

¹⁸ None of the districts or communes in Preah Vihear where this project was implemented have electricity. The batteries are charged in special shops with generators.

received one rack for 12 weapons, each district station received 2 racks for 24 weapons.

Weapons racks are intended to eliminate the practice of police taking their weapons home, using them for hunting or criminal activities or lending them out. They bring the service weapons under the control of the police chief, who holds the key to the weapons racks and who is therefore responsible for all abuses of those weapons.

The equipment was handed over on 11 September 2003 to the provincial police of Preah Vihear in a ceremony. The agreement, signed between the EU ASAC programme manager and the governor and police commissioner of Preah Vihear stipulates that the provincial authorities are responsible for appropriate employment of the donated equipment by the police.

The complete list of donated equipment is as follows:

item	number	remarks
bicycles	96	3 per administrative station
motor bikes	32	1 per administrative station
2-way hand radios	64	2 per administrative station
repeater stations	4	1 per police inspection
weapons racks 12 weapons	32	1 per administrative station
weapons racks 24 weapons	8	2 per police inspection
typewriters (Khmer)	4	1 per police inspection
White boards (120x160)	36	1 per police post (both)
White board markers	360	10 per police post (both) mixed colours
Erasers	72	2 per police post (both)

C. Police family support

The monthly salary of a policeman is 70,000 Riel, approximately US\$ 17. This is not sufficient to support a family, and policemen are constantly looking to supplement that income. This can be done by working in the rice fields or fishing, but these activities prevent them from performing their duties. Supplementary income can also be found by requesting money from merchants¹⁹ or by charging people for their interventions.



¹⁹ This kind of support is commonplace in communes which have a market. But smaller rural communes often do not have a market.

In worse cases, police may gain supplementary income from colluding with and protecting criminals.

All these activities prevent the police from doing their job correctly and hamper trust between the police and the community, which is necessary for a successful weapons collection. Supplementing salaries is not an option. EU ASAC therefore provided police family assistance. This is in line with Cambodian culture and customs. In Cambodian families, it is usually the wife who is in charge of money and financial matters. The husband is more likely to have a job with certain status but with insufficient salary²⁰, while the wife will engage in commerce or other activities that support the family.

Helen Keller International (HKI) has been implementing nutrition and homestead food production programmes in Cambodia since 1998. Cambodia has traditionally produced rice, but depended vastly on imports from Thailand and Vietnam for vegetables and fruit. EU ASAC delegated the police family support programme in Preah Vihear to HKI.

The homestead food production program works through a model of establishing village-based model gardens/poultry farms (which are owned by police families and



run as micro-enterprises) and individual household gardens. Under this approach, each village model garden (VMG) /village model poultry farm (VMPF) established will support 2-3 groups. There are 15–20 households (HH) in each group. In this way 40–60 households will receive some inputs, training and demonstration support from the VMG.

HKI provides training to a local NGO and supplies the necessary assistance for training of the VMG and VMPF owners. After a survey in Preah Vihear, HKI selected TCDAI for this job, the same organisation which had been implementing the public awareness campaigns for JCCP²¹.



²⁰ Though these jobs provide little income, they do ensure protection from a patron.

²¹ This is caused by the low number of active NGOs or civil society organisations active in this province. The cause thereof must be sought in the remoteness of the province and the lack of security.

This selection was based on their capacities and not because they were already involved in the VWCP. But it had the advantage that TCDAI was fully aware of the reasons for this project, and would obviously include messages about a weapons-free society to all the stakeholders.

This project does not only address the police families. An evaluation of police family assistance in the 2001/2002 pilot projects in Kratie and Pursat provinces questioned this project component for creating envy in the communities, because there were people that were economically more needy who did not receive any support. The homestead food production project tried to avoid this criticism by looking for ways to improve police family – community relations.

This project component selected police families for running the VMGs and VMPFs. The police families then support the village households in their food production and therefore become community trainers.

As a VMG/VMPF owner, a police family received assistance from HKI and TCDAI. This included training, seeds, chicks, ducklings, irrigation, gardening tools and technical assistance. Additional benefits included the ability of the VMG/VMPF owners to generate income from the sale of HFP products and improved family access to vegetables, spices, herbs, fruits, eggs and poultry meats.

As a VMG/VMPF owner, police family had to be committed to:

- following technical guidelines required for the establishment of VMG/VMPF;
- producing a variety of seeds, seedlings, saplings, chicks and ducklings;
- year-round production; and to
- establishing strong relationship with household gardens and household poultry producers



The project offered the following training and education:

1. Training of Agriculture Staff of the TCDAI: HKI conducted a five-day training on basic homestead gardening and poultry production for six assigned TCDAI staff. These trained Agricultural

staff, with assistance from HKI, were responsible for providing trainings to community members: VMGs, VMPFs, HGs, and HPPs. Trainings were conducted at the HKI/Office. Training modules were based on need and existing field circumstances. The main topics covered in training session included: roles of HKI and partner NGOs in collaborative spirit, strategy/approach of HKI-HPF program, selection criteria for VMG owners, roles of VMG owners, constraints for year-round production of VMG and its possible solutions, year-round production of seeds, seedlings and saplings, linkages between VMG and household gardeners, organic pesticide preparation, breed selection, housing, feeding, and disease control and prevention etc.. Other managerial aspects also discussed during trainings such as community organization, effective planning, community participatory monitoring and project evaluation. Methods used in the trainings included discussion, brainstorming, field observation and practical work.

2. Training of VMG/VMPF Owners: TCDAl, in cooperation with HKI, organized a four-day training session for all 15 VMG/VMPF owners (two days for VMG owners and two days for VMPF owners) at the TCDAl's office in Preah Vihear. Trainings were focused on both technical and managerial issues of the VMG and VMPF. Methods used in the trainings include discussion, brainstorming, field observation and practical work.

3. Nutrition Education for Nutrition Workers: Six staff members from TCDAl were trained on basic nutrition education at HKI/Cambodia Office, Phnom Penh. The main topics discussed during a three-day training session were definition of nutrition, importance of nutrition for body growth and development, consequences of malnutrition, three groups of food, anthropometric indicators, causes and effects of micronutrient deficiencies. A cooking demonstration was also conducted to show participants how villagers can cook foods in better ways, so that the human body can absorb maximum nutrients from foods they eat. Discussions were also held on how to use BCC material for nutrition education at the field level.



4. Training of Village Health Volunteers (VHVs): The Nutrition Educators conducted training for VHVs on how to conduct nutrition education in the communities. Two VHVs were selected in one village. 12 VHVs from six villages were trained in nutrition education. They were the key players in organizing and conducting nutrition education in their villages.

5. Training of Household Gardeners and Poultry Producers: TCDAl organized and conducted two-day trainings for 30 targeted households on home gardening and/or poultry production. These trainings were conducted at specified VMG/VMPF sites.

The nature of the project is such that it should be continued for a further period. The costs of this are being met by EU ASAC funding. EU ASAC has however high expectations of the setup of this component in terms of effectiveness, both in improving police family income and in improving police family – community relations.

VI. Table of Results

- 126 half-day public awareness campaign meetings were held to inform people about the advantages of a weapons free society and encourage them to turn in their weapons in return for water wells.
- 7362 people were beneficiaries of this training²².
- 19 pumping wells have been constructed in return of 169 collected fire arms.
- 578 home made wooden hunting “guns” have been collected
- 120 commune police officers received training aimed to improve police-community relations during two 10-day trainings.
- Trainers from the police and trainers from human rights NGOs co-operated to increase the capacity of the police. This had an important effect on the capacity of the trainers from the police to provide adult education to people with a low educational background.
- The capacity of the commune police to ensure security has been increased by provision of 96 bicycles, 64 hand radios, 32 motor bikes, 4 repeater stations, 40 weapons racks, 4 typewriters, 36 white boards, 360 white board markers and 72 white board wipers.
- 10 police families were selected as VMG owners and 5 police families were selected as VMPF owners and received training and inputs.
- Between 600 and 900 households receive some inputs, training and demonstration support from the VMGs and VMPFs.

It is still too early to measure the impact of this project. This impact could be measured in terms of:

- improved security;
- improved perception of security by the population;
- increased willingness of development organisations to work in Preah Vihear because of the improved security situation.

²² 1431 participants in Kulen district, 3244 participants in Rovieng district, 1163 participants in Chey Sen district and 1524 participants in Chhaep district.

VII. Lessons learned

Summary:

- For successful implementation of the project, the backing of the provincial, district and commune authorities is needed.
- Using half-day public awareness workshops to grassroots communities is a viable option for bringing public awareness about weapons security and for soliciting voluntary collection of weapons.
- Co-operating with provincial-level authorities prevents weapons leakage and facilitates weapons destruction.
- Destruction of collected weapons is necessary to prevent weapons leakage.
- Consultation of and co-operation with the Provincial Department of Rural Development brings added value to the well building projects at little or no cost.
- More attention is needed to increase teaching capacities of government police trainers.
- Special attention should be paid to almost illiterate police.
- Bicycles are a better form of transport for commune police than motorcycles.
- Attention should be given to the ability of commune police to have access to electricity for the operation of the radio communication system, set up by EU ASAC's equipment provision component.
- Using police families as trainers for homestead gardening and poultry farming is a factor in improving the relations between the police and the community.

Comment:

1. Using short half-day public awareness workshops

In terms of collected fire arms, 60 weapons per district (169 arms collected in 4 districts) is average. EU ASAC's weapons collection projects in other locations resulted in as little as five weapons in Krong Kep and as many as 164 in Chamkarleu district in Kampong Cham province.

The project has addressed the population on village level. It brought awareness to the lowest grassroots levels and received an acceptable response. Short, concentrated, half-day visits can be successful.

JCCP has organised weapons collections in the same provinces as other organisations involved in VWCPs, but by addressing another section of the public, it collects weapons which others do not reach.

2. Importance of using proper channels for co-operation with the authorities

JCCP contacts the authorities on district and commune level to receive assistance with the planning of the campaign activities and co-operation on the weapons collection is positive. But JCCP has overlooked certain channels, which need to be involved to complete the success of the weapons collection.

Contact with provincial authorities is needed to prevent weapons leakage. One meeting with the provincial governor is needed to make further co-operation with the provincial police commissioner official. The police commissioner will ensure follow-up on the collected weapons. During the meeting with the governor, it is essential to mention that the collected weapons are intended for destruction.

3. The need to destroy collected weapons

Destruction of the collected weapons is the ultimate impediment to weapons leakage. The governor of Preah Vihear has verbally agreed to a destruction of weapons collected from the civil population. On 12 December 2003, a destruction of military surplus weapons took place in Preah Vihear province²³. Governors tend to co-operate positively with weapons destructions because it demonstrates clearly their co-operation with the national policies on weapons security and because it brings extra attention to their province, which may result in more development assistance.

4. Involvement of PDRD in well construction

For development projects, and especially for the construction of water wells, co-operation with the Provincial Department for Rural Development (PDRD) is most useful to guarantee sustainability of those water wells at little or no extra cost.

It takes one visit to the PDRD office to make sure that the offered development project fits into the local development plan for the commune where they are intended to be built. Commune councils make up those development plans and set up priorities in accomplishing those development plans.

PDRD has procedures for proper usage and maintenance, it can implement water hygiene trainings, it can test the water for presence of arsenic. Using the resources of PDRD increases the development value of the water well at little or no cost.

5. Time frame for implementation

The time frame for this project has been based on budget years from the EU and other donors, running from 1st of January to 31st December. This forces most activities to take place the rainy season, leaves little time for the construction of the water wells and no time for monitoring the impact of the project.

Ideally, the project should be based on the rainy season/dry season cycle and the life rhythm of the rural population. Public awareness campaigns, implementation of development projects and evaluation should take place in the dry season, while the rainy season should be used for report-writing, planning and preparation.

²³ Destructions of military weapons are under the competence of the Ministry of Defense, destruction of weapons from weapons collections fall under the competence of the Ministry of the Interior. Destructions happen in separate ceremonies and are generally never mixed.

6. Police training

The weakest point of police training is the lack of experience by the trainers of the MoI in techniques of adult training. A special workshop on teaching techniques is needed to increase their capacities. Co-operation with the human rights organisations has demonstrated them a practicable technique. This experience should be reinforced and they should have the possibility to share the experience with other trainers.

Semi literate or illiterate police are a common occurrence. Police trainings must take this fact into account and training techniques should be adjusted to accommodate for the low level of education of rural police.

7. Police equipment

The project underlined that for commune police use, bicycles are a better form of transport than motorcycles, allowing easier access to remote villages.

Providing power to the radio equipment can be a problem. Communes do not have electricity distributed. Only bigger district centres like Rovieng have electricity during a part of the day. The cost of solar panels was prohibitive still in the context of available funds but would be an ideal solution. However, in most cases, batteries can be recharged commercially within the commune

8. Police family support

The police family support is still ongoing, and therefore it is still too soon to comment comprehensively. It is however becoming clear that police family support is an important element for improvement of police-community relations, affecting the respect which police families command in their communities.



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Annex 1

Logical framework

Because of the shift of target area from Krakor district in Pursat province to Kulen, Chhep, Rovieng and Chey Saen districts in Preah Vihear province, some modifications had to be made to the original Logical Framework analysis.

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General Logical Framework Analysis for the police assistance component

	Intervention Logic	Indicators	Source of information	Assumptions	Outputs
Overall objective	Increase security in Kulen, Chhep, Rovieng and Chey Saen districts through police capacity building and weapon collection	Number of weapons related violence. Effective service provision by law and order institutions	Provincial authorities, local population, civil society organisations.	The civil population in the target area continue to hold considerable number of illegal weapons as a result of the inability of law and order institutions to provide acceptable levels of security. There exists amongst all sections of society in the target area a genuine desire for peace, security and development	
Project purpose	Increase professional capacity of the police	Improved professional capacity of the police	Written and verbal reports by provincial authorities, local population, civil society organisations.	Police in the target area cannot provide an acceptable level of security due to a lack of training, resources and motivation. There exists a lack of trust between the authorities and civil population in the target areas. Police in the target areas are amongst the poorest members of the community	Professional capacity improved by provision of training to 120 police. Police has better resources for mobility and communication by provision of bicycles, 2-way radios and motorbikes.

Results	1. Improved professional capacity of the police	2. Improved relations between police and local community	3. Decrease in illegal weapons possession	4. Decrease in police corruption	5. Decrease in weapons related violence
Indicators	Police will be better able to react to security situations by being more mobile and better able to co-ordinate their work. Police will have higher motivation and morale through their ability to better carry out their duties. Police will have greater respect for Cambodian laws and human rights	Reported crime figures will increase as local population increasingly turn to the police to assist with security issues. Local population will have increased positive contact with the police. Police will have a greater presence/visibility in the target area. Police will solve more crimes due to increased co-operation from civilian population. Civilians will hand over considerable numbers of weapons to the police.	Considerable numbers of weapons and explosives will be voluntary handed over to the police. The police will seek and confiscate more illegally held weapons from the civilian population	Police will demand less money for investigating reported crimes. Local population will increasingly turn to the police to assist them in dealing with security issues. Income of police families will increase by ability of wives to engage in sustainable income generation activities. Police will cease to loan their weapons, uniforms to friends/relatives and engage in less protection of favoured individuals/groups	Fewer local civilians will be victims of weapons related violence. Local doctors, hospitals will report a decrease in the numbers of injuries seen caused by weapons
Outputs	see approach in steps				

Approach in steps

Step 1 outputs:	1.1 Provision to training to the police: training in human rights, good governance and relevant Cambodian law	2.1 Participation by local NGOs in police training about human rights, good governance and relevant Cambodian law	3.1 Collection of weapons from civil population	4.1 Selection by HKI of a suitable NGO to implement nutrition education and community garden programme	5.1 Conduct training workshops on the instability caused by continued possession of weapons/explosives, attended by local population and police
	120 police received training in human rights, good governance and human rights by trainers of CIDH	TCDAI participated in first 4 days of police training	169 weapons were collected in the 4 target districts in Preah Vihear excluding 578 wooden hunting rifles	HKI conducted a baseline survey. HKI selected TCDAI to implement home gardening and nutrition programme and provided: A 5-day training on basics of homestead gardening and poultry production for 6 assigned TCDAI staff A 3-day training on nutrition, including cooking demonstration	126 training workshops disseminated information on weapons security to 7,362 people
Step 2	1.2 Provision of training to the police in basic professional skills and equipment use	2.2 local NGO reports on the police training to civilian population	3.2 Selection of constructor for the building of water wells	4.2 Provision of support to the families of the police in the form of nutritional education and police wife awareness workshops	5.2 Collection of weapons from civil population

Outputs:	120 police received training police in basic professional skills Police received training in the use of 2-way radios and repeaters	126 training workshops (see 5.1) included information on the police training in human rights, good governance	Selection of Hor Lihay Clean Well Construction Co Ltd.	a 4-day training session for 15 VMG/VMPF owners on technical and managerial issues. Training of 12 Village Health Volunteers from 6 villages in nutrition education	169 weapons were collected in the 4 target districts in Preah Vihear
Step 3	1.3 Provision of basic equipment to the police primarily focused on improving mobility and means of communication	2.3 provision of support to selected civilian families in the form of nutritional education and training in vegetable gardening and poultry farming and demonstration by village model gardens and poultry farms	3.3 Construction of water wells in relation to the collected weapons	4.3 Provision of support to the families of the police in the form of community inputs (homestead and village gardens, poultry farms) which allow engagement in sustainable income generating activities	5.3 Follow-up monitoring and assessment by EU ASAC on
Outputs	Provision of 96 bicycles, 32 motorbikes, 64 2-way radios, 40 weapons racks, 36 white boards, 72 wipers, 360 markers and 4 typewriters	2-day training of 30 household gardeners. Establishment of 30 household gardens / household poultry farms.	19 water wells were constructed.	Establishment of 10 VMGs and 5 VMPFs	Finished December 2003

Step 4	1.4 Follow-up monitoring and assessment by EU ASAC on practical effectiveness and impact of police support	2.4 Follow-up monitoring and assessment by EU ASAC on impact of police/community relations	3.4 Follow-up monitoring and assessment by EU ASAC	4.4 Follow-up monitoring and assessment by EU ASAC on effect on police families and police family/community relations	
Outputs	planned for Feb-Mar 2004	After termination project	planned for Jan 2004	After termination project	



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Annex 2

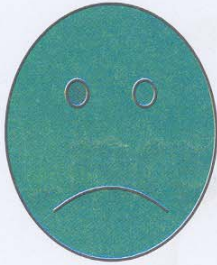


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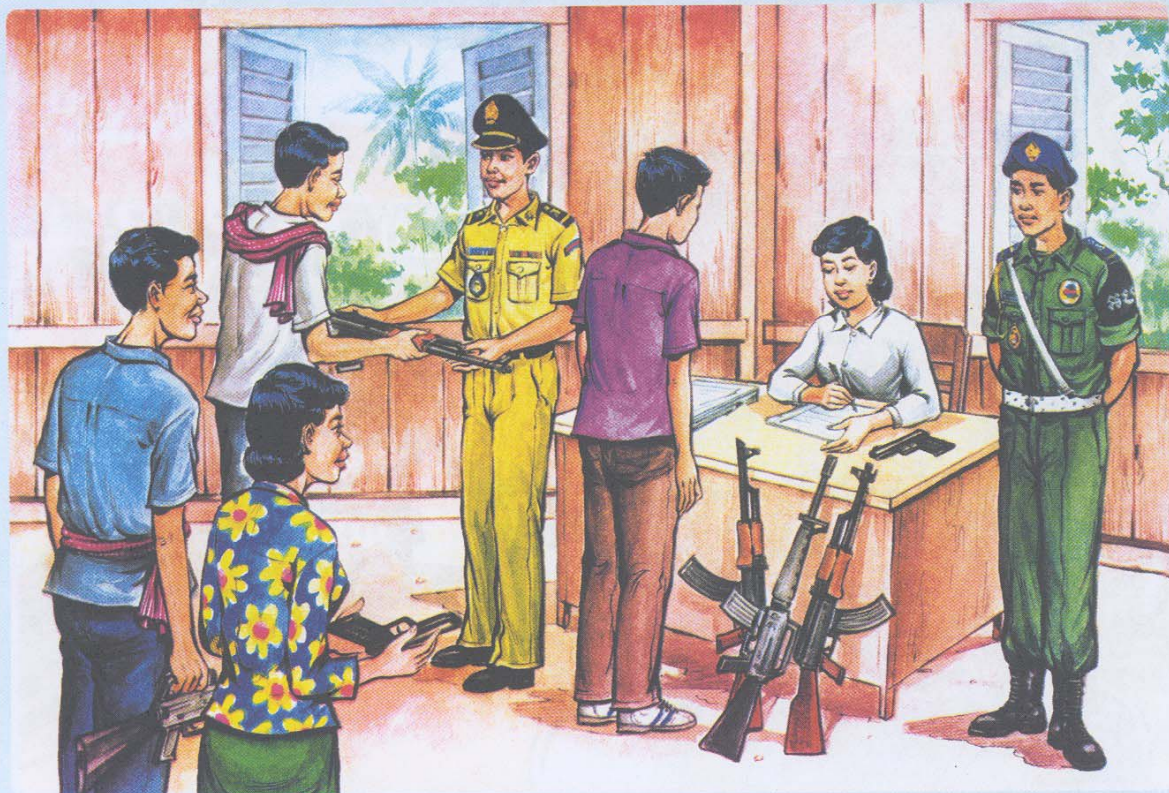
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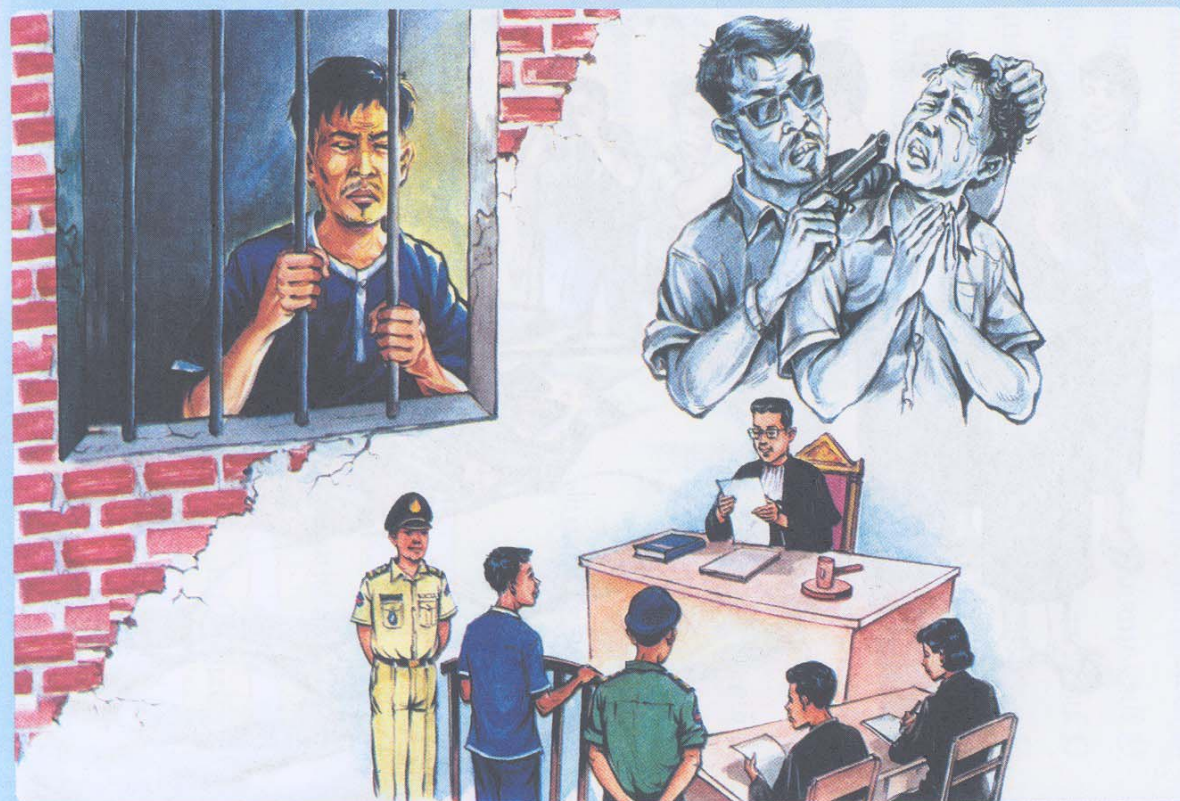


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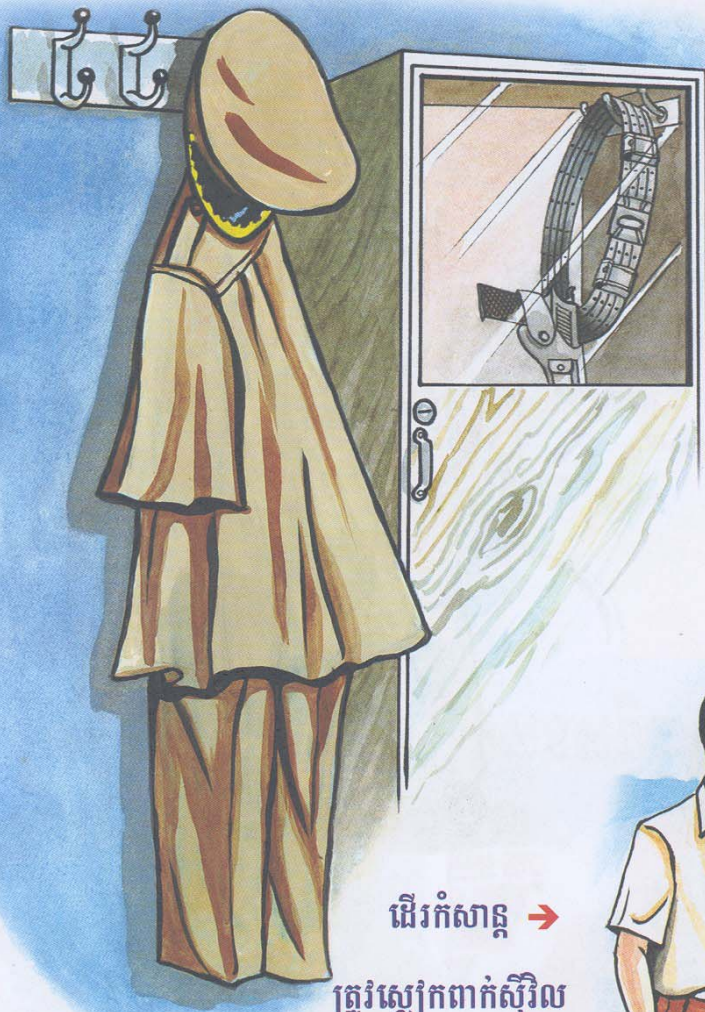


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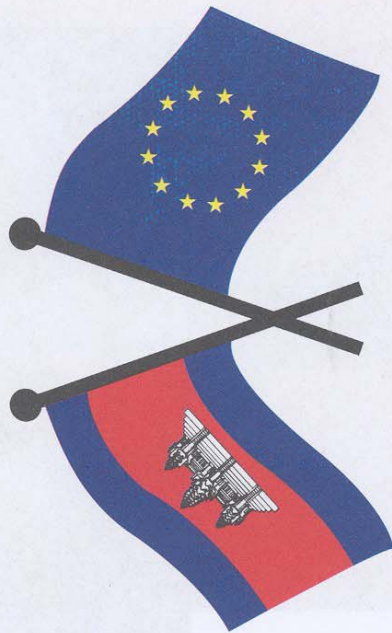
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ទូរស័ព្ទ ទូរសារ: (០២៣) ២១៤ ៨០៥ . ទូរស័ព្ទ: (០២៣) ២១៤ ៨០៥ / ២១៤ ៨០៥ . ទូរស័ព្ទផ្ទៃ: (០២៣) ២១៤ ៨០៥



The Japan Centre for Conflict Prevention

មជ្ឈមណ្ឌលជម្រកសន្តិភាពជប៉ុន

មន្ទីរ ៥០២ សណ្ឋាគារមេកេត, ផ្ទះលេខ ៣៣, ផ្លូវលេខ ១០៧

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