



**EUROPEAN UNION**

សហគមន៍អឺរ៉ុប

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

ជំនួយសម្រាប់ការកាត់បន្ថយអាវុធខ្លី និង អាវុធខ្លីស្រាលនៅកម្ពុជា

**EU-ASAC**

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**Project Description: Weapons for Development 2003**

**LOCATION:**

Selected provinces in the Kingdom of Cambodia including, but not confined to, Kampong Thom, Pursat, Battambang, Preah Vihear, Kampot, Kampong Chhnang, Pailin, Kampong Cham, and Kampong Spue.

The main criteria for the selection of target areas during consultations held with provincial authorities were not so much on where development was needed, but rather on the basis of where illegal ownership of small arms caused the largest number of problems and security concerns were greatest. A total of 27 Districts and 200 Communes in the 9 target provinces have been selected which will serve specifically as target areas for small-scale Weapons for Development projects in 2003.

**COORDINATING AGENCY:**

European Union Assistance on Curbing Small Arms and Light Weapons in Cambodia (EU ASAC)

**EXECUTING AGENCIES:**

EU ASAC

Ministry of Interior of the Kingdom of Cambodia

International institutional organisations and international NGOs: German Technical Cooperation (GTZ), Japanese Centre for Conflict Prevention (JCCP), CARE, Church World Service (CWS), Lutheran World Federation (LWF)

National NGOs involved in police training: Working Group on Weapons Reduction (WGWR), CHRTF, ADHOC, CIDH

Local NGOs involved in public awareness: GHCDAP, TCDAL, PNKA, PDHAIRO, PSAD, RKF, CHRTF, V.A.P.S.D

**ACTIVITIES:**

Increase local security through the implementation of a Voluntary Weapons Collection Program (VWCP) consisting of a number of integrated elements such as public awareness, weapons collection, police training, police equipment support, and police family support as well as small-scale development projects.

**TOTAL PROJECT BUDGET:**

\$ 500,000<sup>1</sup>

(\$300,000 EU ASAC; \$100,000 British funding for police support in Preah Vihear and \$100,000 from GTZ for the police training component)

**LENGTH OF PROJECT:**

April 2003-December 2003

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<sup>1</sup> See Annex IV.I: WfD 2003 Complete Budget; Annex IV.II: Local NGO Standard Public Awareness Budget; Annex IV.III: Standard Police Training Budget



## **Background**

### **Situation in the Target Areas:**

Following almost thirty years of armed conflict, Cambodia remains one of the most underdeveloped nations in the world. Instability and insecurity remain a reality in a vast number of areas. This is primarily due to:

1. the lack of professional ability on the part of law and order institutions
2. large numbers of weapons and explosives held by the civilian population

A lack of development and civil / authority relations, and high instances of violence are the most immediate results of this situation.

### **Target Areas:**

The target Districts (including the number of target communes) within these provinces which have been selected on the basis of having high levels of insecurity are:

<b>Province</b>	<b>District (# of communes)</b>
<u>Kampong Thom</u>	Prasat Balang (7 communes) Santuk (9 communes) Stoung (13 communes) Baray (18 communes)
<u>Pursat</u>	Krakor (11 communes) Kravanh (7 communes)
<u>Battambang</u>	Phnom Proek (5 communes) Kamrieng (5 communes) Bavel (6 communes) Ratanak Mondul (4 communes)
<u>Preah Vihear</u>	Kulen (6 communes) Chhep (8 communes) Rovieng (12 communes) Choy Sen (6 communes)
<u>Kampot</u>	Dang Tung (5 communes) Kampong Trach (3 communes) Kep (3 communes) Chumkiri (3 communes)
<u>Kampong Chhnang</u>	Sankey Meanchey (9 communes)



	Teak Pos (8 communes)
<u>Pailin</u>	Pailin (4 communes) Sala Krau (4 communes)
Kampong Cham	Dambae (7 communes) Steung Trang (14 communes) Chamkar Leu (8 communes)
<u>Kampong Spue</u>	Oral (7 communes), Thporng (8 communes)

**For a Map of Target Areas see Annex V**

**Target group:**

The two main target groups for the small-scale Weapons for Development 2003 Projects are civilians living in the target districts and police officers working in the target districts. There is also a third target group in Preah Vihear only, where police family support will form part of the full support the police receives.

The civilians targeted will be those who continue to retain possession of illegal weapons or are aware of areas where large quantities of weapons remain hidden. Ex-soldiers, recently demobilised soldiers and long-term residents will be the key individuals. Female family members of this group are also priority targets for the influence they have on their husbands.

Due to a lack of resources, education, experience and training the capacity of the police forces to provide effective security for the civil population, particularly in remote rural areas, remains highly limited and restricted. This creates mistrust and fear of the police from the local population, which makes them a principal target group. Very low police salaries force police officers to find additional sources of income shifting their attention away from their duties. Another major obstacle has been that in many areas until recently, the Cambodian Armed Forces or Khmer Rouge forces were responsible for providing security, though in many cases, and for various reasons, this has rather led to the undermining of security. The emergence of Cambodia from its years of violent conflict means that the police are taking an ever increasing role in the provision of security in rural areas. A major task for the police now is to evolve into a civil service-based institution rather than a military based one.

In Preah Vihear families of police officers are also targeted in an effort to increase the professionalism of officers by reducing the pressure on them as the sole income provider for their family. This therefore aims for police officers to be able to focus solely on their police duties.



### **EU ASAC Weapons for Development programme:**

In an effort to increase security in a number of target areas, EU ASAC has been implementing Weapons for Development programmes in a number of Cambodian provinces. In two of the large-scale pilot projects in Kratie and Pursat Provinces, police training and police equipment support was provided as an integral part of these projects as the lack of professional efficiency was causing mistrust, and fear poses one of the greatest obstacles to security.

Starting in April 2002, EU ASAC began implementing smaller-scale Weapons for Development projects in seven provinces using local NGOs to conduct public awareness workshops and to construct water wells in exchange for weapons voluntarily handed in by the target civil population. Building working relationships with the local police and facilitating an improvement in trust between them and the local civil population was crucial to the success of these projects.

Weapons for Development projects have been down-scaled in 2003. This enables coverage in a wider geographical area than the large-scale projects in 2001 / 2002. They are less development centred than in 2002, primarily focusing on local ties in communities. The advantage of small-scale projects is that they can be planned and implemented in a 12-month-cycle, and due to their wider spread target areas can aim at training a higher number of people at the same time.

Having incorporated experiences and lessons learned (see section below for a more detailed analysis) this concept is continuing in a re-structured and in a, as far as possible, standardised manner in order to simplify project management for EU ASAC, while at the same time retaining location specific flexibility. In 2003 local NGOs were selected on the basis that they were already working in the target areas or already had some infrastructure from previously implemented trainings or projects. It is important to work with an organisation that is familiar with the target area, but the disadvantage is their existing alignments and ties to influential people. This has been experienced in the past and has led to a limited access to information from the police if the local NGO did not possess ties to the authorities. Civil society organisations have been chosen to conduct public awareness. The advantage of those organisations is that they work at grassroot level between the local people and the authorities / local police force, and that through them public trust in the police can be achieved.

In 2003 local NGOs have no responsibility for the implementation of the development projects. In areas where sufficient numbers of weapons are voluntarily handed in, the construction of water wells will be put out to public tender. The selection of locations (as they have been selected on the basis of a combination of: 1) priorities of the provincial authorities, 2) experience of the local NGO and 3) on where international development agencies are already working or where development infrastructures and mechanisms already exist). The only responsibility of the NGOs consists of carrying out public awareness training, mainly in Pagodas.



## **Changes in the management and structure of small-scale Weapons for Development projects being implemented in 2003 derived from a number of problems encountered: Lessons learned and facts to be considered**

In 2003 Weapons for Development is, where possible, linked to the development work of institutional development organisations already working in the selected provinces, as recommended in the Buwalda evaluation.<sup>2</sup> Where this is not possible, small-scale development work such as the construction of wells will be put to tender by local contractors. This re-structuring of WfD changes the nature of EU ASACs involvement in WfD to be able to focus more on weapons-related issues, while at the same time exposing “traditional” development agencies to the concept of WfD and increasing security in a community as an added value to development. EU ASAC remains involved in the development aspect by being responsible for the selection of the areas where development will be given, the organisation of the bidding process and by ensuring the quality of the development is up to standard.

- In 2002 the choice of various different venues for public awareness workshops led to significant differences regarding the cost of the training and the qualitative outcome. In 2003 local NGOs are holding training workshops mainly in Pagodas. Furthermore they have been provided with a revised standardised training manual which includes more pictures and graphics than the one used in 2002. It also focuses more on police-community relations. Educational materials also include two specially commissioned video productions by EU ASAC (a documentary and a drama). Parts of the documentary have been changed due to criticism and feedback from NGOs last year reporting that some scenes seemed to make the authorities (especially the police) look weak.
- In 2002 the quality of reporting by the NGOs, both financial and narrative, was not always up to Western donor-standard: EU ASAC received both financial and narrative reports every 3 months.  
Financial reporting: in 2003 NGOs are contractually required to submit a monthly financial report to the EU ASAC by e-mail attaching a copy of the cash book, bank statement, expense breakdown and a financial analysis for the previous months activities. An interim financial report is required after three months including copies of the cash book, bank statement, expense breakdown, financial analysis and original invoices and payment vouchers. A final report has to be submitted after 6 months including copies of the cash book, bank statement, expense breakdown, financial analysis and original invoices and payment vouchers.  
Narrative reporting: in 2003 NGOs are contractually required to submit a monthly work plan to the EU ASAC office detailing the activities to be completed in the coming months. A monthly narrative report stating actual activities for the month (to include all meetings, workshops and follow-ups), results achieved for the month, problems encountered, actions taken to overcome the problems, numbers of weapons collected, lessons learned and planned activities for the following month. A final report to EU ASAC of the projects implementation is due within one month of the completion of activities. This should summarise results achieved against objectives, problems encountered, actions taken to overcome

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<sup>2</sup> Johan P. Buwalda, *Report of an evaluation mission in Cambodia from September 21 till October 19, 2002*, Final Report 17 October 2002



these problems, numbers of weapons collected, lessons learned and future recommendations.

- Western donors often overestimate the capacity of local NGOs and fail to understand the culture surrounding such organisations. In 2002 problems were being reported months after they had occurred and therefore could not be tackled and solved appropriately. Financial shortcomings on the part of the NGOs were often an issue. Due to an increased need for monitoring to overcome such problems EU ASAC has established a field office in Battambang with a Regional Field Manager, which will be responsible for monitoring the NGO projects in 5 provinces: Pailin, Pursat, Kampong Chhnang, Kampong Spue, and Battambang.
- In 2002 the standard of development projects varied greatly due to the different capacities of local NGOs. Some non-standardised wells were built which did not meet the design standards. Sanitation training was not always given on how to use the wells.
- The late arrival of the monsoon in 2002 meant that many of the participants were kept working in their fields later than usual, and thus forcing a re-schedule of public awareness workshops.
- Attitudes within the highest levels of the National Government, particularly the National Commission on Weapons Management and Reform, continue to be sceptical of the role of NGOs in conducting public awareness related to weapons collection. On the other hand, in some cases attitudes at the local level have changed dramatically showing enthusiasm and a high willingness to cooperate.

### **Project Description:**

#### **Overall Objective:**

**Increase security through the removal of illegally held civilian weapons and by enhancing the professional capability of the police force. This will result in a secure environment which makes development more sustainable.**

#### **Project Purpose:**

By applying a programme of four inter-related elements (public awareness, voluntary hand in of weapons, police support and development incentives) in the target provinces, EU ASAC intends to:

1. Increase physical security for the civilian population through the removal of illegally held weapons
2. Increase the professional capacity of the local police while at the same time improving police-community relations
3. Decrease weapons-related violence and crime
4. Enhance the role and influence of civil society



5. Increase human security by providing small-scale development incentives for the voluntary hand-in of illegally held civilian weapons which then pave the way for larger-scale development projects by other agencies.<sup>3</sup>

### **Activities:**

*In some provinces WfD in 2003 is linked to the development work of institutional development organisations and local NGOs already working in the selected provinces. The scale of support to the target area described below cannot be of equal weight as it is dependant on the scale of insecurity the province experiences and on the capacity of the NGO and their relationship with the provincial authority.*<sup>4</sup>

The project activities can be divided into five components:

1. Public Awareness: from the beginning of April until the 30th of September, EU ASAC is aiming to have up to 10,000 people in 200 communes attend public awareness workshops conducted by local NGOs mainly in pagodas (this excludes the province of Kampong Thom as here WfD is differently structured). Each local NGO is expected to conduct two workshops a month (lasting 2 days each) over a 6 month period. Public Awareness workshops are organised and conducted using a combination of approaches: 1) standardised public awareness (at commune level) in Pursat, Battambang, Kampot, Kampong Chhnang, Pailin, and Kampong Spue, 2) at village level in Kampong Thom, Kampong Cham, and Preah Vihear.

Participants attending the standardised workshops are selected through the chiefs of the commune and Commune Development Councils. Participants consist of: important local stakeholders, chief of police, chief of gendarmerie, village chiefs, local civil society organisations, soldiers, women, monks, demobilised soldiers and any groups pointed out by the local authorities who either still possess weapons or know where they are hidden.

NGOs have been supplied with posters to be displayed during workshops in pagodas, as well as in community places such as commune councils, district offices and police offices. Other educational materials provided and produced by EU ASAC consist of a training manual, four films (a documentary, a drama, a film produced by the *Women's Media Centre of Cambodia*, and a debate show called *Cambodia Voices*) and a survey form. In addition NGOs have been provided with TVs, generators and DVD players to be able to efficiently conduct their public awareness workshops. 22 bill boards have been erected in areas selected on the basis of 5 criteria: 1) in areas where EU ASAC worked in the past, as recommended in the Buwalda evaluation (point 7.1.1)<sup>5</sup>, 2) in areas where EU ASAC continues to work, 3) in areas where JSAC will work, 4) in areas chosen by the Ministry of Interior, 5) in areas where EU ASAC cannot work.

One important aspect of the awareness training is to explain the new arms law, and raise the expectations of the participants in the ability of the police. Once people

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<sup>3</sup> See Annex II: Logical Framework for the WfD 2003 Intervention Strategy

<sup>4</sup> See Annex I: Overview of WfD 2003 by Province

<sup>5</sup> Johan B. Buwalda, *Report of an evaluation mission in Cambodia from September 21 till October 19, 2002*, Final Report 17 October 2002



understand the laws and have expectations as to what the police are supposed to do, they are able to see and judge for themselves whether the police are doing an adequate job, or where they have gone wrong.

In areas where either CMAC, HALO or MAG are already conducting mine awareness workshops NGOs are encouraged to link their public awareness workshops with those of the de-mining organisations. Mines and UXO pose an equally great obstacle to security and should, wherever possible, form an integral part of any public awareness campaign. It is important that NGOs make villagers aware that explosives and ammunition do not have a “value” such as small arms have and that therefore no development will be offered in exchange for explosives. Villagers need to be advised not to handle any explosives themselves as this poses too great a danger. CMAC will be responsible for the collection and destruction of explosives and ammunition. NGOs are encouraged to use any other educational material they feel relevant (*only in addition* to the standardised materials mentioned above) during the conduction of the workshop, such as personal stories and experiences or folk tales.

The overall aim of the public awareness activities is to make local communities aware of the link between security and development and the fact that security in their community, district and province paves the way for comprehensive and sustainable development through the removal of illegally held weapons.

2. Weapons Collection: This is an ongoing process running parallel to the public awareness and continuing thereafter. Weapons are handed in to the local police from where they are often transported to the provincial level to await destruction. If individuals fear to hand them in directly to the police, NGOs are encouraged to facilitate by providing alternative focal points where people can leave their weapons anonymously which will then be collected by the police. In those provinces where there is no link to an institutional development agency it is important for NGOs to make sure they do not break the law and end up collecting weapons themselves. The number of weapons handed in determines if and where development, in the form of water wells, will be given in those areas where institutional development agencies are not working.

3. Police Support: Police support elements such as training, equipment and police family support form part of the WfD strategy in 2003 (though not all elements are equally implemented in all target areas due to time and budget constraints). The enhancement of police capability is vital in order to gain trust from the local population. Trust in the police force is of vital importance for the improvement of security and for more surplus weapons to be handed in. It is therefore justified and very important to integrate the police support element in the WfD 2003 programme.

This element consists of basic police support: training, the provision of police equipment and police family support. The lack of professional capability, lack of communication and lack of adequate means of transport pose the biggest obstacles to an effective Cambodian police force. For a detailed overview of which province receives what kind of police support see Annex I.

The professional training of the police forces in the large-scale pilot projects (Snoul District, Kratie Province and Bakaan District, Pursat Province) used to be divided into



two components: professional training by the Ministry of Interior, and good governance / human rights training conducted by national NGOs using two separate training manuals. This has not proven to be the most cost-efficient nor effective means of training. In 2003 both elements have been combined and taught in the same training session. This is not only cheaper, but also has an added value in that it helps build relations between civil-society and the police. While national NGOs help to run those training session, local NGOs have an observation role only.

Training: Police training is conducted by the Ministry of Interior and four selected national NGOs (CIDH, ADHOC, WGWR and CHRTF) and comprises professional training as well as training in good governance and human rights. The Ministry of Interior is conducting the professional training while the national NGOs are responsible for the good governance and human rights component, both fairly new topics to many rural police officers. Knowledge of the law, especially the new arms law and sub-decree 38, and their implications for illegal weapons possession by the civilian population will be addressed. In addition training is given on interrogation techniques and administrative procedures such as effective time planning and the planning and use of resources, as well as the preparation and writing of reports during police investigation. Trainers from the Ministry of Interior and all four national NGOs attended a Training of the Trainers Workshop from 13 – 22 February 2003.

Police training is conducted at provincial level due to the availability of better resources. District police officers attend the same training sessions with police officers from the provincial level. Due to a limited police budget only high-ranking police officers attend a 10-day training, split into two training sessions of 5 days. They then train their lower-ranking colleagues themselves back in their districts. The training material was produced in cooperation with the Ministry of Interior and the 4 national NGOs integrating police training with human rights training and good governance. It is provided for all police officers and forms the basis for the training.

The Ministry of Interior and the four national NGOs shall submit separate reports on the training to EU ASAC.

Police training should ideally take place before the public awareness workshops as confidence-building measures to increase police-community relations, but is likely to start at the same time as the public awareness training due to time pressure. It is to be completed before the end of 2003. National NGOs have been allocated provinces where they cooperate with the Ministry of Interior in the police training. Local NGOs acting as observers have been present during the police training at provincial level so that they understand what is being taught and can use this information to raise the expectations of the local population in the police force during the public awareness workshops.

Equipment: Police equipment is split into two types: the police in Kampong Thom, Pursat and Battambang receive radios and bicycles from the funds remaining on the GTZ 2001 – 2002 budget. The Police in Preah Vihear receive motorcycles, radios, weapons racks, bicycles and probably office supplies from British government funding. All the other provinces only receive training.<sup>6</sup>

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<sup>6</sup> see Annex I: Overview of WfD 2003 by Province



Police Family Support: To address the problem of police officers abusing power to supplement their inadequate salaries, one small-scale police family support project is being implemented in one commune in Preah Vihear. This commune has been selected on the basis of its not having a market place but access to a market in a nearby commune. HKI will conduct needs assessments and train a local NGO to train police families in sustainable income generation activities (such as nutrition education and community vegetable gardens).

Also in 2003 in Preah Vihear some elements of Weapons Storage might be integrated into the full support the police will receive. This will consist of the provision of safe storage racks for local police stations storing between 6-24 weapons.

4. Weapons Destruction: All weapons collected through the VWCP and those currently being stored at provincial level shall ideally be publicly destroyed in “Flames of Peace” ceremonies supported by EU ASAC to ensure that none of the collected weapons can be sold on or used for repressive purposes against the civilian population. This is, however, dependant on political negotiations. Through such public displays villagers become witnesses to how their district / province takes the first step in improving security and in becoming less isolated. These public destruction events serve as confidence-building and peace-building measures. Additionally, efforts are under way to find means of small-scale destruction. Explosive and ammunition are separately destroyed by CMAC.

5. Small-scale development: In 2002 a number of wells were constructed in a non-standardised manner, or in areas inaccessible to the whole community (eg on a police compound) which defeated the purpose of providing a common good for the whole community. An additional short coming was that some NGOs have failed to give adequate sanitation training on how to use the wells. This caused further inefficiency as hygienic conditions around the wells decreased and the proper usage was delayed.

Small-scale development is provided in selected provinces in exchange for sufficient numbers of weapons voluntarily handed in during 2003 and will be implemented from October until December 2003 using local constructors chosen through a SEILA-Style bidding process. Through the provision of small-scale development, probably only in the form of wells, the community is able to witness what benefits physical security can bring to their community in terms of sustainable human security.

**For the section on how to evaluate the success of WfD 2003 see Annex III: Indicators for evaluating the success of small-scale WfD 2003<sup>7</sup>**

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<sup>7</sup> see Annex III: Indicators for evaluating the success of small-scale WfD 2003



Province	NGO	Length of contract	Public awareness	Development
Kampong Thom	-	-	-	None
Pursat	V.A.P.S.D.	6 months	\$9,851,60	Likely small-scale development: wells
Battambang	GHCDAP	6 months	To be decided with CARE (probably \$9,851.60)	Maybe some in non-CARE areas. Likely small-scale development: wells
Preah Vihear	TCDAI	6 months	To be decided with JCCP. Probability of larger scale public awareness to match with large scale police support	Likely small-scale development: wells / duckponds (EU ASAC and JCCP funds)
Kampot	CHRTF	6 months	\$13,910.66 for 17 training sessions	Likely small-scale development: wells
Kampong Chhnang	PNKA	6 months	\$9,851.60	Likely small-scale development: wells
Pailin	PDAIHRO	6 months	\$9,851.60	Likely small-scale development: wells
Kampong Cham	PSAD	6 months	To be decided	Likely small-scale development: wells
Kampong Spue	RKF	6 months	\$9,851.60	Likely small-scale development: wells
Each NGO will receive a total of \$9,851.60 based on 12 training sessions. This works out as \$746 per training. <sup>8</sup>				

**Small scale WfD 2003:**

**EU ASAC Project outline (excluding police equipment):**

<sup>8</sup> for a detailed budget outline see Annexes IV.I; IV.II; IV.III

