



**1st Interim Report for
Peace Building and Comprehensive Small Arms
Management Programme in Cambodia Phase II**



日本小型武器対策支援チーム
JAPAN ASSISTANCE TEAM FOR SMALL ARMS MANAGEMENT IN CAMBODIA (JSAC)

ក្រុមជំនួយការសម្រាប់គ្រប់គ្រងអាវុធនៃកម្ពុជា

Japan International Cooperation System (JICS)

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Map of Cambodia

I. Overview of the Programme

1. Background for Implementation of Phase II

Cambodia is gradually regaining peace and stability after experiencing almost 30 years of civil war. However, a large number of small arms and light weapons (SALW) are still left in the hands of many civilians. These SALWs have been a big obstacle for the realization of peace in *Cambodia*.

Under such circumstances, the Royal Government of Cambodia requested the Government of Japan for cooperation through the Japanese Grant Aid in order to implement “*Peace Building and Comprehensive Small Arms Management Programme in Cambodia*”. The aim of this Programme is to reduce the number of illegally possessed weapons and to provide development according to the needs of the local villagers, and eventually to promote peace in the country. In addition, the Programme seeks to introduce a stockpiling system to manage legal weapons, destroy collected and surplus weapons, and raise public awareness on SALW issues in general.

In response to this request, the Government of Japan decided to support the effort of the Government of Cambodia. The Exchange of Notes was concluded between the two Governments on *January 13, 2003*. Japan International Cooperation System (JICS) was nominated as the agent to provide overall management services and dispatched Japan Assistance Team for Small Arms Management in Cambodia (JSAC) to implement the Programme from April 2003.

Since the start of the Programme, steady progress had been made in collecting small arms and contributing to realizing peace and stability in *Cambodia*. Civilians’ voluntary surrender of SALW had accounted up to 11,662 weapons as of September 2005.

The Government of Cambodia and the National Commission for Weapons Management and Reform in *Cambodia* considered that the Programme was effective and should be continued and expanded to other provinces where the situation was similar to the previous target areas. Following the request from the Cambodian side, the Government of Japan decided to implement the second phase of the Programme. The overall fund provided by the Government of Japan was JPY 466mil. (USD4.24mil @109.90).

2. Key Dates

The Exchange of Notes (E/N) was concluded between the Royal Government of Cambodia and the Government of Japan on *January 20, 2005*. As the next stage of implementation of the Programme, the Ministry of Interior (MOI) signed the Agent Agreement (A/A) with JICS.

The Implementation planning had been initiated since the signing of the contract, and feasibility studies in each province were undertaken considering effective implementation of the Peace Building Programme. The target areas initially planned for phase II were *Kompong Thom* and *Preah Vihear Provinces*; however, the latter was replaced by *Battambang* by the Royal Government of Cambodia during the feasibility study stage since *Battambang province* was more prospective in collection of SALWs.

During the closure of phase I activities, JSAC opened field offices in *Kompong Thom* and *Battambang Provinces* in late September, 2005. Thus, Project activities in phase II started in October 2005. The master plan of the Programme was approved by H.E. Em Sam An, the Secretary of State, MOI on *November 8, 2005*. The implementation of phase II is planned to be completed in September, 2007.

3. Programme Structure

3.1 JICS

JICS is the Agent who provides overall management services for the smooth implementation of the Programme and appropriate procurement for the Programme on behalf of the MOI, on the basis of E/N and A/A. Employment and dispatch of experts and staff for operation and management of the Programme is one of important services of JICS.

3.2 Management Committee

In order to secure smooth and successful implementation of the Programme, MOI and JICS have agreed on the establishment of a Management Committee (MC) on December, 28 2005. Major functions of the Management Committee are as follows:

- (1) To verify and amend the Master Plan when deemed necessary;
- (2) To report and review the progress of Programme;
- (3) To exchange information and to communicate among the parties concerned;
- (4) To coordinate relevant authorities concerned with respect to the implementation of the projects;
- (5) To discuss and to report other agendas concerning the Programme such as National Commission Support Project (NC), Safe Storage and Registration Project (SS), Weapons Reduction and Development for Peace Project (WDP) and so forth.

The recipient and JICS call for regular or immediate meetings to report on the progress made and/or to address any concerns which may arise out of the implementation of the projects for solution.

3.3 JSAC

JSAC is composed of members who have made a contract with JICS specifically for smooth implementation of the Programme.

The following are JSAC staff members as of June, 2006:

- (1) Programme Management Staff (Stationed in Phnom Penh)
 - 1) Kazuki Takeuchi: Programme Manager
 - 2) Mai Tasaka: Programme Coordinator
 - 3) Pou Pichrachana: Accountant
- (2) Project Management Staff (Stationed in Phnom Penh)
 - 1) Yasumitsu Kida: Project Manager
 - 2) Touch Pheap: Project Officer 1
 - 3) Khuy Sokhoeun: Project Officer 2
 - 4) Yukiko Murasaki: Project Officer 3
 - 5) Chea Songmeng: Translator/Interpreter 1
 - 6) Rong Rattana: Translator/Interpreter 2
- (3) Field Staff (Stationed in Kompong Thom)
 - 1) Seng Khun: Field Manager
 - 2) Sorn Savong: Field Officer
- (4) Field Staff (Stationed in Battambang)
 - 1) In Vuthy: Field Manager
 - 2) Chheang Se: Field Officer

JSAC has its main office in *Phnom Penh* where four Japanese staff and five Cambodian staff members work together.

Functions of the main office include planning project implementation, implementing a part of project activities, managing contracts and supervising activities implemented by field staff who are stationed in *Kompong Thom* and *Battambang Provinces* as well as partner NGOs.

JSAC also has field offices in *Kompong Thom* and *Battambang*. Each office has one Field Manager and one Field Officer. In total, there are thirteen staff members.

3.4 Supporting Staff

JSAC also employs the following six supporting staff on a part-time basis:

- (1) Technical Advisor (in the fields of architecture and civil engineering)
- (2) First Facilitator for WDP Project
- (3) Second Facilitator for WDP Project
- (4) Facilitator for SS Project
- (5) Facilitator for WDP Project in Kompong Thom
- (6) Facilitator for WDP Project in Battambang

In addition to these support staff, two more staff members, i.e., Facilitator for SS Project in Kompong Thom and the same for Battambang are planned to be employed in the near future.

4. Characteristics of the Programme

The programme consists of 5 components, namely: (1) Weapons Reduction and Development for Peace project; (2) Weapon Destruction Project; (3) Safe Storage and Registration Project; (4) Public Awareness Project; and (5) National Commission Support Project.

The ultimate goal of this programme is to build sustainable peace in Cambodia. "Peace building" cannot be achieved with unitary and temporary exercise. In order to build peace in the society, various activities need to be carried out comprehensively for a certain length of period.

The followings are the main objectives of our program throughout the process:

- (1) Building peace and stability in the society;
- (2) Improving security situation for people;
- (3) Promoting sustainable development;
- (4) Promoting democratic decision making for civilians through participation in JSAC activities;
- (5) Capacity building of governmental organizations and NGOs through implementation of projects;
- (6) Controlling and managing legal weapons possessed by the government and preventing illicit trade of illegal weapons through SS project; and
- (7) Building confidence between security forces and civilians

II. Progress on the Projects

1 Weapons Reduction and Development for Peace (WDP) Project

1.1 Concept

WDP Project is a new weapons collection methodology established by JSAC and it is the main project of JSAC's "Peace Building and Comprehensive Small Arms Management Program in Cambodia."

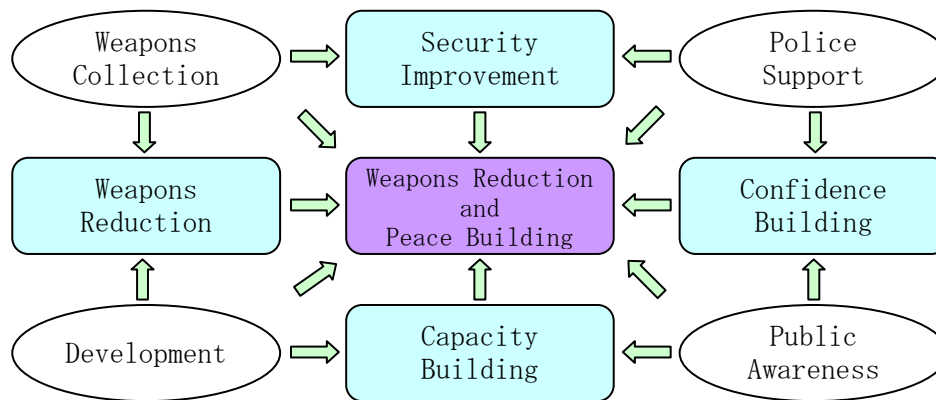


Figure 1: Mechanism of WDP Project

WDP Project ultimately aims to build peace in the target areas through voluntary surrender of weapons by local populations. For voluntary weapons surrendering by people, education for local people is the main strategy. Weapons are surrendered voluntarily only when the negative effects and un-necessity of weapons are fully understood. WDP Project focuses on four approaches; (1) *Weapons Collection*, (2) *Police Support*, (3) *Public Awareness*, and (4) *Development*.

(1) Weapons Collection

JSAC encourages civilians' voluntary surrender of small arms through education on their danger and illegality. JSAC organizes educational workshops in communities at various levels; from grassroots levels such as village levels to commune, district and provincial levels, and creates a clear understanding of SALW issues. An experienced group of local staff leads the workshops using educational materials developed by JSAC, stressing the danger and illegality of small arms, denying the idea of exchanging weapons for development, and promoting a peaceful society without weapons. These activities lead to the reduction of weapons and crimes involving weapons, and contribute to security improvement based on the understanding of a "culture of peace."

(2) Police Support

JSAC conducts police training and provides material support, as they are responsible for ensuring public security. The police training includes courses on issues ranging from basic concepts such as human rights, the rule of law and democracy to police responsibilities, technical procedures in conducting police jobs (how to conduct investigations, make reports, etc.) and Japanese *Koban* (police post) system. JSAC particularly targets officers working at local police posts, as they are the ones who most often come in contact with the people in the community. JSAC also works on providing material support in terms of the resources necessary to maintain public security, such as portable radios for communication purposes and cameras and tape recorders for investigations. JSAC also supports the rebuilding of run-down police posts. Through the promotion of the understanding that ensuring public security is one of the main roles of the police, these projects contribute to the capacity building of the police in the maintenance of public security, to the actual improvement of public order, and to confidence building between people in the community and the police.

(3) Public Awareness

JSAC has repeatedly organized workshops, made and distributed posters, billboards, and educational kits. At the workshops, local authorities, police officers, military personnel, and civilians all gather in one place to discuss small arms issues and security issues in their community. All participants recognize that security forces are responsible for maintaining security in their communities, and they and their families are also members of the communities. This helps to build confidence among authorities, security forces, and civilians, promotes active participation of the police and local authorities responsible for public security, and enhances the administrative capacity of local governments.

(4) Development Activity

JSAC implements development projects in communities where all weapons are surrendered. Development projects are neither incentives nor exchanges for weapons. JSAC never exchanges weapons for anything. In traditional “Weapons for Development (WfD)” types of projects, people tend to think that they are able to acquire something in return for surrendering weapons. It causes recognition of weapons value as a currency, weapons possessions of local people for the next WfD project, bargaining of the weapons between weapons holders and project implementers, and price increases of weapons. Once the price of weapons is increased, it may result in the encouragement of economic activities concerning weapons and the increase in illicit trade of weapons. One of JSAC staff interviewed a weapon holder in *Battambang Province in September 2006*. He found an AK47 in the forest and kept it in his house. He was asked why he had kept the weapon, and

answered that he expected it to be exchanged with money, rice or small infrastructure projects in future WfD projects. Because of repeated implementation of WfD projects in Cambodia, people have found a mechanism of WfD projects and a monetary value of weapons. These facts have led JSAC to develop and adopt the WDP methodology.¹

The development projects include construction and improvement of infrastructure based on each community's need, which contribute to community development over the long term. The aim of these projects is not to give development in exchange for weapons, but to raise the communities living standard, to make sure a peaceful society takes root, and to avoid regression to a "culture of violence" in which people are accustomed to using weapons, by helping people understand that development projects are given to peaceful communities without weapons. The projects are maintained by local governments and thus contribute to enhancing the governments' administrative capability. Furthermore, they promote the understanding in the community of the advantages of a peaceful community, contribute to the immediate collection of stray weapons upon discovery, and reduce the number of small arms.

1.2 Progress (as of the end of May, 2006)

JSAC has been implementing a number of educational workshops in various levels, made strong relationships with local authorities and police, and built capacity of local police to report weapons collection information since the start of its activities. JSAC has conducted *145 workshops* with a total of *18,042 participants* at Province, District and Communes levels, and for media, police officers and trainers of cooperative NGOs. As a result, **6,654 SALW**, **5,264 ammunitions** and **383 explosives** have been collected in *Kompong Thom Province* and *Battambang Province* so far.



Photo 1: Educational Workshop



Photo 2: Exchanging Views between Security Forces and People

¹ JSAC does not insist that WfD methodology itself is less effective than WDP. In some cases, WfD may work and WDP may not be effective. However, WDP methodology is workable in Cambodia.



Photo 3: Voluntary Surrender of Weapons



Photo 4: Surrendered Weapons during Workshops

The discovery and collection of cached weapons can be recognized as a remarkable result of JSAC's activities. Firstly, 2,482 *cached SALW* believed to have been owned by the Khmer Rouge were discovered and collected in *Samlot District, Battambang Province* at the end of March and beginning of April 2006. One village chief had informed about this place to Commune Council members because of instructions of JSAC's Commune-Level workshop in which he participated in January. The weapons were eventually collected through the strong cooperation among local authorities, police, Cambodian Mine Action Center (CMAC) and JSAC, and afterwards stored safely in the Provincial Police storage.



Photo 5: Excavation of Cached Weapons in Samlot District



Photo 6: Excavated Cached Weapons in Samlot District

Secondly, *cached weapons of 680 ammunition and 2 explosives* believed to have been owned by the Khmer Rouge were discovered and destroyed in *Aek Phnom District, Battambang Province* at the end of May 2006. These locations were also reported by participants of Commune-Level and Village-Level workshops conducted by JSAC and its cooperative NGOs. The weapons were excavated and destroyed appropriately by strong cooperation among local authorities, police, CMAC and JSAC.



**Photo 7: Cached Ammunition
in Aek Phnom District**



**Photo 8: Cached Ammunition
in Phnom Proek District**

Please see the following for detailed results:

(1) Weapons Collection

Table 1: Total Number of Collected Weapons

	Small Arms	Ammunition	Explosives
Kompong Thom	1,351	602	225
Battambang	5,303	4,662	158
Total	6,654	5,264	383

Table 2: Number of Collected Weapons in Districts

Kompong Thom Province	1,351
Baray	169
Kampong Svay	203
Prasat Balank	188
Prasat Sambour	191
Sandan	255
Santuk	72
Stoung	200
Stueng Saen	73

Battambang Province	5,303
Aek Phnom	295
Banan	210
Battambang	155
Bavel	251
Kamrieng	121
Kaus Kralor	208
Moung Ruessei	402
Phnum Proek	127
Rotonak Mondol	205
Samlot	2,789
Sampov Loun	170
Sangkae	133
Thmar Koul	237

(2) Number of Workshops and Participants

Table 3: Total Number of Workshops and Participants

	Number of Workshops	Number of Participants
Kompong Thom	74	9,455
Battambang	71	8,587
Total	145	18,042

Table 4: Detailed Number of Workshops and Participants

Kompong Thom Province	Number of Workshops	Number of Participants
Provincial-Level Workshop	1	42
District-Level Workshop	8	1,096
Commune-Level Workshop	61	8,256
Media Workshop	1	11
Police Workshop	1	31
NGO Training	2	19
Total	74	9,455

Battambang Province	Number of Workshops	Number of Participants
Provincial-Level Workshop	1	47
District-Level Workshop	13	1,678
Commune-Level Workshop	54	6,787
Media Workshop	1	16
Police Workshop	1	48
NGO Training	1	11
Total	71	8,587

(3) Cooperative NGOs for implementation of Village-Level Workshop

Table 5: List of Cooperative NGOs for Implementation of Village-Level Workshop

Province	District	Name of Organization
Kompong Thom	Baray	Nak Akphivath Sahakum (NAS)
	Kompong Svay	Angkar Ponleu Akphiwat (APA)
	Prasat Balank	Frieds' Association Pioneer (FAP)
	Stoung	Cambodian Human Rights Task Force (CHRTF)
Battambang	Aek Phnom	The Human Inborn Freedom (Hi-FREE)
	Bavel	Khmer Farmer Development (KFD)
	Moung Ruessei	Rural Community and Environment Development Organization (RCEDO)

1.3 Future Plan

JSAC will be expanding its programme activities as follows: For weapons collection, educational workshops will be expanded to Village-Level with cooperation of local NGOs. JSAC has decided to cooperate with 7 local NGOs which have experiences and capacities in SALW issues or community development, and have gone through special trainings for their trainers in order to share understanding of SALW issues and JSAC strategy.

For police support, police training, material support and reconstruction of police posts will be started soon. In order for villagers to live safely, capacity building of police and security improvement are inevitable.

JSAC has not yet decided when or where development projects would be implemented, because it

is considered that not all weapons have been collected. JSAC will continue to encourage people to voluntarily surrender weapons, monitor the weapons surrendering, and plan for development activities. Development projects will be implemented for communities only where all weapons are surrendered.

2 Weapons Destruction (WD) Project

2.1 Concept

WD Project aims to destroy weapons collected from civilian through WDP Project and the Royal Government of Cambodia in the past, and surplus weapons of police through SS Project. The Destruction Ceremony known as the “Flame of Peace” is held by the Royal Government of Cambodia and supported by JSAC. The Ceremony destroys weapons so that they are physically impossible of future use and illicit trade, and it gives people positive and symbolic images that Cambodia and their communities are moving toward peace without weapons. At the same time, JSAC tries to widely appeal and spread ideas of the project through media.

2.2 Progress (as of the end of May, 2006)

The Royal Government of Cambodia held a “Flame of Peace” with support of JSAC in *Battambang District, Battambang Province on March 4, 2006*. At this ceremony, 1,853 SALW, including 1,386 SALW voluntarily surrendered by people, were destroyed with the presence of H.E. Sar Kheng, Deputy Prime Minister, H.E. Fumiaki Takahashi, Ambassador of Japan to the Kingdom of Cambodia, relevant authorities and a few thousands of people.



Photo 9: Lighting for “Flame of Peace”



Photo 10: “Flame of Peace”

Table 6: Number of Destroyed Weapons

Date	Place		Number of Destroyed Weapons
	Province	District	
March 4, 2006	Battambang	Battambang	1,853
Total			1,853

2.3 *Future Plan*

JSAC will support the Royal Government of Cambodia to hold and destroy SALW. On *June 15, 2006*, the first Destruction Ceremony will take place in *Kompong Thom Province* with JSAC support. *1,273* SALW, which were voluntarily surrendered by people, will be burned and destroyed during the ceremony. In *July 2006*, the next ceremony in *Battambang Province* will be conducted to destroy numerous numbers of weapons, which are mainly collected as *cached weapons of Khmer Rouge in Samlot District*.

In addition, JSAC has a plan to cooperate both with the Ministry of Interior and the Ministry of National Defense to destroy their surplus weapons. We expect that discussions with both parties will lead to some cooperation.

3 Safe Storage and Registration (SS) Project

3.1 Concept

SS Project supports the Provincial Police both in improving its stockpiling system of their weapons and in introducing a proper way of registration of those weapons. Through these activities, it aims to prevent the illicit and uncontrolled flow of weapons possessed by the Provincial Police.

Firstly, JSAC supports the Provincial Police to build safe storages for their legally possessed weapons, which are necessary to maintain security. At the same time, JSAC supports to install weapons racks at Provincial, District, Commune police post and other necessary places to store their daily use weapons properly.

Secondly, JSAC supports to train police officers in target areas in how to register their stock weapons. It is necessary to introduce an appropriate registration system for weapons management. It is extremely difficult to find information on weapons legally possessed by police without such registration system. JSAC also supports computer software designed for weapons management, as well as computer hardware sets, for the Provincial Police.

3.2 Progress (as of the end of May, 2006)

On *March 31, 2006*, the “*Minutes of Cooperation in Implementation of Safe Storage and Registration Project*” was agreed and signed between the General Commissariat of Cambodian National Police and JSAC. The minutes prescribes contents of SS Project for *Kompong Thom Province* and *Battambang Province*.

In accordance with the minutes, Opening Seminars were held in both provinces; *May 3-4, 2006 in Kompong Thom Province*, *May 9-10 in Battambang Province*. Provincial authorities, Provincial Police, officials of the Ministry of Interior, relevant police officers and JSAC staffs participated. This seminar developed the understanding of the purpose and effects of the SS Project and ensured strong commitment to the Project from each participant.



Photo 11: Signing Ceremony of “Minutes of Cooperation”



Photo 12: Opening Seminar in Kompong Thom Province

3.3 Future Plan

Construction of Safe Storage, provision of racks and training of registration systems are yet to be done. Bidding for construction will begin following confirmation of the design of storage and racks by MOI. The training contains two types: manual registration training and computer registration training. The manual registration training will be conducted in July in *Kompong Thom Province* and in August in *Battambang Province*. The computer registration training will be conducted in *Phnom Penh* around the time when the construction is completed. This is because it is easy for police officers to apply their newly acquired skills of registration in practice just after attendance of the training.

4 Public Awareness (PA) Project

4.1 Concept

PA Project aims to raise public awareness on SALW issues. Most of the activities have targeted local civilians in *Kompong Thom Province* and *Battambang Province* in accordance with the WDP Project, and some activities targeted *Phnom Penh* and *Cambodia* nationwide. PA Project in the 2 provinces is to encourage local people to voluntarily surrender all weapons for peace building. On the other hand, PA Project in *Phnom Penh* and *Cambodia* nationwide is to make the population aware of SALW issues and to promote “Culture of Peace” throughout the country. SALW related crimes still occur in *Cambodia*, especially in *Phnom Penh*. Therefore, JSAC expects that the PA project in *Cambodia* in turn will have a positive impact and significance in addressing the problems related to SALW and reduce crime rates. In addition, JSAC supports to introduce efforts of Cambodian Government against SALW issues to international societies.

4.2 Progress (as of the end of May, 2006)

JSAC has developed and distributed various materials such as posters, T-shirts, leaflets, educational kits, educational films, and billboards for raising public awareness of SALW issues in the 2 Provinces. Many of posters have been posted in various places in the provinces to be seen by the villagers. T-shirts, educational kits and educational films have been used in JSAC workshops to develop their understanding of SALW issues among the participants. Billboards have been built in all districts in the 2 provinces to send the anti-weapon message.

In *Phnom Penh*, a large billboard has been installed in front of Phnom Penh International Airport along the National Road. It has been showing a negative image of SALW not only to the people in *Phnom Penh* but to tourists alike.



Photo 13: JSAC Posters



Photo 14: JSAC Educational Kits



Photo 15: JSAC Billboard in Provinces



Photo 16: JSAC Billboard in Phnom Penh

JSAC has operated its website to disseminate the efforts of the Cambodian Government and JSAC against SALW issues. In addition, JSAC has attended UN workshop on SALW which was held in *May 17-19, 2006, in Bangkok* where JSAC Project Manager gave a lecture on the methods of SALW management program in *Cambodia* as one of the successful examples for international society.

Please see the following detailed results:

Table7: Detailed Number of Materials for Public Awareness

Items	Number
Posters (3 types)	22,000
T-shirts	13,000
Caps	2,000
Leaflets (Khmer, English and Japanese)	2,000
Educational kits	50,000
Educational films	20
Billboard (Kompong Thom and Battambang)	21
Billboard (Phnom Penh)*	1
Website	

* Billboard in Phnom Penh was installed in 1st Phase of JSAC, in March 2005.

4.3 Future Plan

JSAC will continue to develop and use new public awareness materials to encourage people to voluntarily surrender weapons in the 2 provinces, to spread the awareness of SALW issues in Phnom Penh and Cambodia nationwide, and to show efforts of Cambodian Government against SALW issues to the international society.

JSAC will develop and distribute 2 types of stickers to send a message of “Say ‘No’ to Weapons” soon. One will be used in 2 provinces and the other will be used in *Phnom Penh*. Especially in *Phnom Penh*, some special activities for public awareness will be conducted on July 9, “UN Small Arms Day.” Adding to that, other contents such as peace drawing contests, seminars or workshops in national level, monument, etc. are also planned.

5 National Commission Support (NC) Project

5.1 Concept

JSAC supports the National Commission for the Reform of Weapon, Explosive and Ammunition Management (NC) which is the decision-making organization on SALW issues in *Cambodia*. NC Project is aimed at promoting capacity building of the NC.

5.2 Progress (as of the end of May, 2006)

JSAC has discussed with relevant officials about ways in reestablishing the NC. As the first step, “Resolution on the Establishment of National Commission for the Reform of Weapons, Explosives and Ammunitions Management (No. 41)” signed by the Cambodian Prime Minister on June 2000, was amended on April 2006 (New Resolution No. is 12), in accordance with the present situation. The Resolution is a legal document issued by the Royal Government of Cambodia to provide legitimacy to entities to be legally organized and function in the country.

The Ministry of Interior took the initiative to make revision of the previous Resolution (No. 41) and submitted the new draft of resolution to the Cabinet. Prime Minister Hun Sen approved the Resolution (No. 12) on April 10, 2006.

5.3 Future Plan

JSAC will support capacity building of NC through seminars and workshops at the national level, implementing training for relevant members, providing office supplies and necessary materials, and encouraging competent ministries to share information and exchange ideas on SALW.