# Defending The Kingdom of Cambodia

2006

## Security, Development and International Cooperation

# DEFENSE POLICY

# OF THE KINGDOM OF CAMBODIA

# 2006

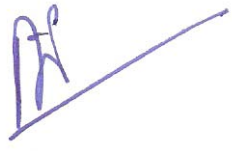
I have always stated that the Defense White Paper is a compass for the Royal Cambodian Armed Forces (RCAF) in implementing the defense policy of the Royal Government successfully. Obviously, one angle of the Royal Government's Rectangle Strategy demands an effective response from the RCAF in its reform to absolutely ensure peace, stability, security, sovereignty, territorial integrity and the nation's development. Moreover, the RCAF is the leading force in promoting Cambodia's prestige on the international arena through participation in peace and humanitarian missions within the framework of United Nations requests.

To be successful, I appeal for efforts to fully implement all policies stipulated in this very important document, both within the RCAF and further encourage the spirit of increasing cooperation from relevant national and international agencies.

I commend and hope that this Defense White Paper 2006 will become a primary strategic guideline for the performance of the RCAF's roles and duties in the construction and defense of our Angkor motherland.

Phnom Penh 14 August 2006

**Prime Minister**



**Hun Sen**

The Royal Cambodian Armed Forces has a primary role in the Defense of sovereignty, independence and territorial integrity of the Kingdom of Cambodia, and contributes to ensuring the stability, safety and security that is essential and fundamental to ensuring the nation’s development in all fields. Under no circumstance does harmony and prosperity survive without stability and security. Stability and security in a nation's society contributes to peace for the region as well as for the world as a whole.

We all fully recognise and respect the **win win** policy of Samdech Prime Minister **Hun Sen**. It is the single most effective strategic measure for national reconciliation, a complete end to the suffering of Khmer citizens, and to lead the Kingdom of Cambodia's development in all fields.

Men and women of the RCAF have made countless sacrifices in the campaign to implement the **win win** policy. These people have helped to create a peaceful environment and a ray of hope for the present and for the future.

Apart from ensuring a sustainable peace, stability, and security for the nation, the RCAF has many more responsibilities, including participation in the restoration and construction of the nation and international missions.

While overcoming complicated obstacles in its reform process, the RCAF is promoting the prestige of the Kingdom of Cambodia in the international arena and this is unprecedented in the history of Cambodia.

Nevertheless, the ultimate realization of national defense objectives, the success of RCAF reform, and our prosperous future depend primarily on a realistic policy. The Defense White Paper 2006 is a compass and roadmap for us all to move toward those objectives.

Phnom Penh 8 August 2006

**Deputy Prime Minister**
**Minister of National Defense**

**Tea Banh**

# CONTENTS

PREFACE i

## CHAPTER 1
## REVIEW OF NATIONAL DEFENSE POLICY IN THE DEFENSE WHITE PAPER 2000

OBJECTIVES OF NATIONAL DEFENSE 1
PRIORITIES FOR NATIONAL DEFENSE 4
MILITARY STRATEGY 6
OUTCOMES OF IMPLEMENTING THE STRATEGIC OBJECTIVES 7

## CHAPTER 2
## ANALYSIS OF THREATS TO THE SECURITY OF THE KINGDOM OF CAMBODIA

REGIONAL AND INTERNATIONAL ACTS OF TERROR 15
TERRORISM AND CAMBODIA'S SECURITY 16
SECURITY OF SOCIETY 20
GEOGRAPHIC CHALLENGES 23
DEMOGRAPHIC ISSUES 25
ECONOMIC ISSUES 26
ENVIRONMENTAL ISSUES 29

## CHAPTER 3
## STRATEGY 2006


| | |
|---|---|
| STRATEGIC FRAMEWORK 2006 | 31 |
| STRATEGIC OBJECTIVES 2006 | 34 |
| MILITARY STRATEGY 2006 | 37 |
| PRIORITIES FOR NATIONAL DEFENSE 2006 | 37 |
| RCAF ROLES | 40 |


## CHAPTER 4
## STRATEGIC INITIATIVES 2006


| | |
|---|---|
| BORDER DEFENSE | 41 |
| COUNTER-TERRORISM CAPABILITY | 43 |
| MARITIME SECURITY | 47 |
| CAPABILITY TO COMBAT TRANSNATIONAL CRIME | 52 |
| POLITICAL NEUTRALITY OF THE RCAF | 57 |
| REDUCING DEFENSE FORCES | 57 |
| FORCE DEVELOPMENT | 60 |
| REORGANISING STRUCTURE AND BUREAUCRACY | 63 |
| REFORMING EDUCATION AND TRAINING | 64 |
| REFORMING THE LOGISTICS-FINANCE SYSTEM | 69 |
| IMPROVING SOLDIERS' LIVELIHOOD | 70 |

MAINTENANCE OF MILITARY EQUIPMENT 71
MILITARY BASES 74
SELF-RELIANCE EFFORTS 75
INFORMATION TECHNOLOGY 76
RELIEF OPERATIONS 77
REQUIREMENTS FOR A LEGAL FRAMEWORK 79
INTERNATIONAL COOPERATION 82
PEACEKEEPING CAPABILITY 84

## CHAPTER 5
## MECHANISMS OF GOVERNANCE

TRANSPARENCY 87
MONITORING PROGRESS 89
ACCOUNTABILITY FOR IMPLEMENTATION 91

Cover Page: The Bayon Temple or Angkor Thom built by the Khmer King Jayavaraman VII in the 13th Century.

# PREFACE

In the past years, the security outlook of the Kingdom of Cambodia has changed due to the evolving regional and global security situation. The **win win** policy and the spirit of national reconciliation of the Royal Government with Samdech **Hun Sen** as leader, has ended the internal crisis that troubled and destroyed the nation for decades. However, Cambodia still faces the need to address other major non-traditional issues that threaten national security and development such as international terrorism and transnational crime.

In its efforts to integrate into the international community, Cambodia has undertaken duties for the common interests of nations in the region as well as in the world. Cambodia has fully cooperated in many areas including security. The Royal Government is strongly determined to combat terrorism. This will is revealed through a number of major measures taken by the Royal Government not only for the security and harmony of the people of Cambodia but also for the wellbeing and common interests of people in the region and the world.

Following the ascendancy of peace in late 1998, Cambodia has endeavored to strengthen stability and internal security as a strong basis for restoring and rebuilding the nation. The RCAF is an important force for carrying out the Royal Government's policies, under both the triangle and the current rectangle strategies.

Everyone acknowledges the difficulty of reform under the circumstances for the RCAF that are not so favorable. While just emerging from war, the reform process has met endless obstacles including some major problems such as a lack of resources, unsuitable structure, complicated bureaucracy, inadequate military bases and accommodation and living conditions for soldiers, etc.

Nevertheless, the RCAF has achieved some great success in its reform process. Apart from ensuring security for the nation, the RCAF actively contributes to rehabilitating physical infrastructure, rescuing people during disasters and, since April 2006, participating in international peace missions. The prestige of the Kingdom of Cambodia is further enhanced in the international arena as more than one hundred young Cambodians are devoting their physical and mental strength to the humanitarian cause and to the happiness of a nation in Africa. Our mission does not end in Sudan. Although the capability and resources of the RCAF is limited, Cambodia will continue its efforts to participate with the UN in other humanitarian peacekeeping missions in the future.

Although progress is being made proudly in its reform process, the RCAF still has many major tasks to perform to comply with the strategic initiatives provided in the following chapters of this Defense White Paper 2006. As recommended earlier by Samdech Prime Minister Hun Sen, “the Defense White Paper is a compass for the Royal Cambodian Armed Forces to implement the defense policy of the Royal Government successfully.”

**“The Kingdom of Cambodia is a peaceful nation, internationally recognized, has integrated into the international community, and has made all efforts to develop in all fields.”**

*Samdech Prime Minister Hun Sen presides at the farewell ceremony for the 135th Demining Company deploying to Sudan on a UN humanitarian mission, 12 April 2006.*

# CHAPTER 1
# REVIEW OF NATIONAL DEFENSE POLICY IN THE DEFENSE WHITE PAPER 2000

## OBJECTIVES OF NATIONAL DEFENSE

The Royal Government's policy in the Defense White Paper 2000 (DWP2000) focuses on security and development throughout the Kingdom of Cambodia. These objectives are set based on three main factors: the Constitution of the Kingdom of Cambodia, the Royal Government's Political agenda and assessments of threats to security of the nation, demanding the full contribution and commitment by the Royal Cambodian Armed Forces (RCAF).

- The defense force must absolutely be responsible for prevention and resistance against any external threat, must safeguard the territorial integrity of the nation, and must also contribute to ensuring stability, security, safety and social order.

- To assist the Royal Government in the effort of restoring and rebuilding the nation's administrative, economic and social infrastructure, especially in response to the Royal Government's policy on poverty reduction, the RCAF has the obligation to contribute to this duty, using capabilities and resources it has such as constructing and repairing roads, building and fixing irrigation systems, demining and so forth.

- When there are disasters such as floods, droughts or epidemics, the RCAF has the obligation to cooperate with all relevant authorities to rescue the people.

- Capability should be further developed to participate in international peace operations within the framework of United Nations requests.

*Samdech Prime Minister Hun Sen observes a UN representative presenting a flag to a RCAF representative to commemorate the first overseas peace and humanitarian operation undertaken by the Royal Cambodian Armed Forces.*

As initiated in these strategic objectives, a number of principles have been adopted for the RCAF for implementation. These include the defining of priorities for national defense, military strategy, the four roles of the RCAF, and a number of strategic initiatives to ensure peace, stability, social security and development of the nation.

Another objective of this strategy is to link the defense force with the community. As stated by Samdech Prime

Minister Hun Sen, "the RCAF must categorically be loyal to the cause of the nation, respect the Constitution, be disciplined and morally clean and polite, respect and love the people, be dignified and sufficiently competent so that it can perform the duty of safeguarding national independence, sovereignty, territorial integrity, and maintaining and strengthening peace, stability and social security and order."

*RCAF soldiers are always interested in helping the people in their area of responsibility. HE General Meas Sophea, Deputy Commander-in-Chief and Commander of Army, leads officers and NCOs to help transplant rice for the people.*

Generally, these strategic objectives mainly focus on maintaining and strengthening peace, stability and social security and encourage the RCAF to have more involvement in national construction and development in the wake of war; basically, they inspire the RCAF with commitments to resisting external threats and to strengthening internal security.

## PRIORITIES FOR NATIONAL DEFENSE

The setting of national defense priorities is a key factor in preparing strategic plans and for effective implementation of all these strategic plans. It also helps to simplify the performance of roles and duties of every soldier in the RCAF. In addition, constant adherence to the priorities can help to ensure transparency and effectiveness in utilising resources; especially the national defense budget.

Because the global security situation had changed considerably after September 2001, the Royal Government of Cambodia reviewed the defense policy in the DWP2000 to positively respond to the security situation. In the Defense Strategic Review (DSR), officially published in 2002, the policy of countering international terrorism was established and was included as one of the strategic objectives that are being implemented. At the same time, in order to successfully

implement all the principles in the DWP2000, the DSR 2002 provides some recommendations in which the national defense priorities are redefined by focusing on some primary aspects as follows:

- Strengthen border protection capability to prevent transnational crime and infiltration of terrorists and to increase contributions to infrastructure and community development along the border,

- Expand the Navy capability in the fields of technology and resources to make the patrol and protection of waters effective,

- Accelerate defense reform, especially demobilisation, raising the living standards of the defense force, reorganising units and restructuring training systems,

- Set up force development mechanisms as quickly as possible to ensure the sustainability and quality of the defense force,

- Increase participation in national development, especially in the field of engineering, relief operations, suppressing and eliminating circulation of illegal small arms, environmental protection (particularly preventing deforestation), replanting trees, and other humanitarian activities,

- Gradually develop capability to participate in international and regional cooperation, especially a UN small-scale peacekeeping operation in the future.

The change of national defense priorities does not disrupt the implementation process of any strategic policies. Instead, it provides new principles with more realistic features to align with the situation and practical needs, and enables the RCAF to overcome various obstacles.

## MILITARY STRATEGY

Based on the assessment of all threats to the security of the Kingdom of Cambodia and in response to all strategic policies defined in both the DWP2000 and in the DSR 2002, a military strategy was prepared based on

*The Military Attaché Corps of the Kingdom of Cambodia conducts a study visit to the Thai-Cambodian Border Liaison Office at the Poipet Border Crossing, Banteay Meanchey province.*

the principle of "Flexible and Controlled Response". This strategy is an appropriate stance that Cambodia, especially the RCAF, must adhere to given that the country has just emerged from war and while the RCAF is undergoing reform and capability development.

In addition, this strategy contributes to the Royal Government's policy on national reconciliation, peacefulness with neighbouring nations, and good-will and effort to integrate Cambodia deeper into the international community.

Cambodia's external security relies primarily on the strengthening of internal security, a guarantee of national unity, political stability and economic growth. Nevertheless, although the nation has chosen a policy of dialogue, it doesn't mean that the presence of military force on the borders is neglected. Although Cambodia is a small country with an effete military capability, it reserves the right to unconditionally respond to any possible external aggression and this response would be conducted with thorough control and patience. Although there are military measures in such circumstances, other options would be applied to reach a peaceful solution.

## OUTCOMES OF IMPLEMENTING THE STRATEGIC INITIATIVES

Over the past five years (2001-2005), we have seen some progress in the implementation of strategic plans defined by the DWP and the RCAF Five-Year Plan. However, some important strategic objectives have not been practicable or have made little progress. We have noticed a number of accomplishments and shortcomings as follows.

The RCAF has continuously strengthened the security measures along the border, deploying border protection units at all strategic points to ensure sovereignty and territorial integrity of the Kingdom of

Cambodia. These border protection forces are very important to ensure that there is always a permanent surveillance of the border to prevent any encroachments and to cooperate with other competent institutions to counter transnational crime. These forward-deployed units, within their limits, and if required, can react immediately to incidents and also collect and provide intelligence for the purposes of operational planning. Under the Royal Government's policy on community development in remote and isolated rural areas, especially areas along the border, the border protection forces are the important security protection shield of the future.

However, the border protection forces are encountering a number of difficulties such as complex terrain, a lack of roads for communication along the border, capability deficiencies in some specialised skills, difficulties in supply and transport, and a lack of forces for rotation, etc.

The downsizing of combat units from divisional level to brigade level and the amalgamation of some regular brigades are a brilliant success. This measure helps address the crisis of an insufficient force, making command and control suitable to the competency of unit commanders and thus facilitating logistics and material supply systems. In addition, the reorganisation clearly demonstrates steady progress of the RCAF reform.

The Royal Government has been largely successful in demobilising its military personnel. Although 15,000 personnel, the number intended for demobilisation in

phase two, remain to be demobilised, the current figure represents a significant reduction compared to the approximately 165,000 personnel serving before 1999. The Royal Government plans to demobilise more military personnel and detailed measures will be described in the next chapter.

***High dignitaries, Ministry of National Defense and the RCAF High Command leaders, are awarded decorations of merit for their devotion to their eminent roles and duties.***

The RCAF is gradually establishing a better training system. Currently, training and indoctrination for career soldiers and of specialised skills are being strengthened. For career soldier training, we have a proper system ranging from cadets, command and staff levels up to strategic levels. However, problems remain such as the quality of education still being limited because the training programs and the competence of instructors have not been significantly developed and presently lack the means for education, and those receiving training are not qualified enough.

One of the RCAF's four roles is to contribute to building and developing the nation. The RCAF has used its still limited capabilities such as engineering, demining, relief, etc., to assist the Royal Government in rehabilitating and constructing physical infrastructure and to contribute to reducing the nation's poverty. The RCAF Engineering unit has accomplished better work in building and repairing roads for communication and irrigation systems while some other units concerned are prepared to rescue people when they encounter disasters. Medical institutions also engage in providing small scale medical services to people; especially in rural communities.

*The RCAF High Command's Engineering Unit contributes actively with the Royal Government to restore and build communication systems throughout the country. HE LTGEN Kun Kim, Deputy Commander-in-Chief of the RCAF, inspects road work.*

There has been remarkable progress in efforts to build counter-terrorism capability. Although this capability is still small in size, it indicates an active advance and is attracting the attention of the

international community. The Royal Government, in cooperation with the international community, will continue to pay attention to expanding this capability in the future.

*Royal Gendarmes confiscate and collect illegal weapons as a measure to strengthen security, safety and social order.*

The RCAF, especially the Royal Gendarmerie, has fulfilled its duty actively and effectively in ensuring security, safety and social order. Every citizen can travel throughout the country without fear or restrictions. Moreover, better security in society has helped enhance the process of building democracy, economic growth, rural development efforts and political stability.

Though there has been significant progress, the failure to implement or the unsuccessful implementation of a number of important strategic initiatives has created obstacles to the overall reform of the RCAF. Those

obstacles may have resulted from limited awareness of defense policy principles, political influence, and a lack of resources and means. In this context, we should acknowledge some weaknesses that we need to address in detail in the next chapter of the DWP2006. The key points include:

- The demobilisation of the defense force has not achieved its final goal because of technical reasons. We should re-address this issue, including reviewing ultimate targets of demobilisation: a clear structure and the number of military personnel to be retained must be determined.

- The defense budget is small in amount, not sufficiently responding to the needs that are priorities for national defense. This factor has caused some important defense force reform processes to encounter difficulties. In addition, military equipment, mostly unserviceable, ageing and dilapidated, is deteriorating due to inadequate maintenance.

- No progress has been made to improve soldiers' living conditions because the limited defense budget is not balanced with the needs of the defense force. This situation, if prolonged, would adversely affect the development of military capability and force sustainment and may also have undesirable consequences for the implementation of the compulsory military service law.

- A defense force of high discipline, good management and preparedness at all times

depends mostly on proper barracks and accommodation. Therefore, the effort to gradually build bases must be taken into thorough consideration.

- We have achieved good results in restructuring units at lower levels fruitfully. However, the structures at higher levels such as those of the High Command and the Ministry of National Defense need to be further reorganised in order to reduce complexities in bureaucratic systems.

- The implementation of the pension law is still impossible, disrupting the transfer of personnel from the defense force.

- There is a need to implement other laws related to soldiers' daily duties as well as basic procedures for cooperation between civilian and military authorities.

- Roles and responsibilities between the border protection forces have not been defined clearly.

# CHAPTER 2
# ANALYSIS OF THREATS TO THE SECURITY OF THE KINGDOM OF CAMBODIA

## REGIONAL AND INTERNATIONAL ACTS OF TERROR

The international terrorist threat has become a violent epidemic for the whole of humanity. Since the events of 11 September 2001, terrorism has spread in almost every direction of the entire world. This threat is presently a war which has no real fronts. Tragedies have seriously affected innocent civilians, especially women and children.

*The ASEAN Defense Ministers Conference is held for the first time on 9 May 2006 in Kuala Lumpur, Malaysia. This is an important forum for regional security dialogue.*

No single nation on its own can prevent transnational crime, but they must have preventive measures. An effective reaction to terrorism demands an international response based on close cooperation. Joint international cooperation encompasses the exchange of intelligence and technical cooperation, freezing terrorists' financial networks and other activities to disrupt terrorist concentration and constantly deny their access to safe havens. The peace-loving nations in the world must, without reluctance, join together to counter international terrorism.

## TERRORISM AND CAMBODIA'S SECURITY

The Kingdom of Cambodia's general security situation began to stabilise after the Royal Government implemented the **win win** policy; this policy led to the end of internal war and the final demise of the Khmer Rouge's political and military organisations in late 1998. Nevertheless, dramatic changes in the global security situation, especially since the events of September 2001 and a series of worldwide terrorist attacks, has forced Cambodia to take some firm security measures to prevent any destruction that might eventually occur.

The Royal Government has always expressed goodwill by fully cooperating with the international community in taking actions against terrorism. The Ministry of Foreign Affairs and International Cooperation of the Kingdom of Cambodia also issued an urgent statement strongly condemning the brutal October 2002 attacks in Bali, Indonesia. In May 2003, Cambodian authorities disrupted in time attempts to establish a Jemaah Islamiyah (JI) terror network by arresting some

members of this group. In the meeting of ASEAN Heads of State in June 2003, His Excellency Hor Nam Hong, Cambodian Foreign Minister and His Excellency Alexander Downer, Australian Foreign Minister, signed the *Memorandum on Co-operation to Combat Terrorism* including the exchange of intelligence and technical assistance.

***HE Hor Nam Hong, Minister for Foreign Affairs and International Cooperation of the Kingdom of Cambodia, and HE Alexander Downer, Australian Foreign Affairs Minister, sign the Memorandum on Cooperation to Combat International Terrorism.***

To further promote security, the Prime Minister of Cambodia solemnly decided to completely destroy the man-portable STRELA2 air Defense missile systems and surface-to-air SA3 missiles. This measure is part of preventing this type of weapon from falling into the hands of terrorists, who could use them to target

anything easily. Moreover, it helps to ensure the safety of civil air traffic.

*MAJGEN Hindmarsh, Commander of Australian Special Forces Command, calls on HE GEN Pol Saroeun, Deputy Commander-in-Chief and Chief of Joint Staff of the RCAF, during a visit to Cambodia to strengthen CT cooperation.*

Although effective actions have been taken, Cambodia still considers the international terrorist threat to the security of the Kingdom of Cambodia as a real concern. Cambodia faces challenges in enhancing the defense of its land border and its long stretch of sea border. Lack of communication infrastructure along the border, coupled with a lack of equipment and some specialised skills, could possibly allow the infiltration of terrorists. Also, the capability of law enforcement authorities to investigate the activities of major terror groups is limited due to the lack of training and resources.

There remain other aspects for Cambodia's increased attention to unequivocally prevent direct attacks by international acts of terror. Cambodia is keeping a close watch for the possible link between terrorism, drug trafficking and illegal immigration. Nevertheless, Cambodia is a country that has some advantageous features:

- Efforts being made to prevent terrorist activity from happening in the Kingdom of Cambodia are a key policy the Royal Government has always espoused. This policy includes non-discrimination on religious grounds.

- Cambodia, luckily, is situated geographically separate from the source of the terrorist surge. None of the country's borders serve as a strategic corridor to be used as a stepping-stone for attacks, hideouts or direct support by foreign terrorists. Therefore, the flow of resources, manpower and the possibility of strong support in the region by foreign terrorists is very difficult. In addition, neighbouring countries all have the same position of strongly opposing terrorism.

- Terrorists would find it difficult to conscript volunteers to commit suicide or anyone to undertake a terrorist act in Cambodia. Conducting terrorism in Cambodia would be more difficult for any forces brought in from outside.

- There are no signs of the spread of Islamic extremism or Jihad or any states seeking separation.

However, though such observations are made, the Royal Government of Cambodia is still concerned and has been on alert and has taken some measures that will be detailed in Chapter 4.

## SECURITY OF SOCIETY

Recently, the Royal Government has focused on measures to prevent and reduce the dangers caused by the spread of drugs throughout the country. The flow and transnational circulation of drugs, especially amphetamine, is becoming a major threat to the Kingdom of Cambodia's security and has worsened in the

*Lok Chumteav Bun Rany Hun Sen, President of Cambodian Red Cross visits and presents gifts to young men receiving drug rehabilitation services at the Drug Neutralization Centre of the Provincial Royal Gendarmerie of Banteay Meanchey.*

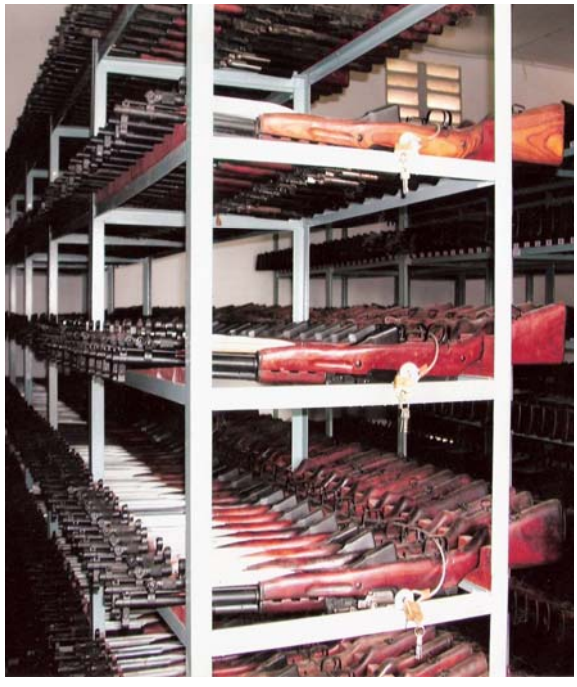
past five years. Cambodia was once just a transit point but it has become a direct user. Drugs are hotly hitting the royal capital of Phnom Penh, Sihanoukville and some other major provinces, especially areas on the border. Groups of adolescent boys and girls, who lack education, have been worst hit (by the drugs). Criminals smuggling

drugs are becoming highly competent while authorities are facing difficulties with means and materials for operations and skills.

*HE LTGEN Chay Saing Yun, Secretary of State for Defense (right) and Mr David de Beer, EU-ASAC Project Manager (left), sign a Memorandum of Cooperation to Control Small Arms and Light Weapons.*

To date, Cambodia has made a lot of progress in dealing with the circulation and use of illegal weapons left over by war. Over the past years, Cambodia, in cooperation with the European Union (EU), has demonstrated a good-will and strong determination in the fight to take strict control of weapons and explosives. Tens of thousands of weapons surplus to requirement for national defense and weapons collected from illegal possession have progressively been destroyed under the "Flame of Peace" policy of the Royal Government. Weapons kept for use are safely secured in armouries. The programme supported by the EU not only benefits security of the society, but it also enables development of

the community by seeking to stop the use of illegal weapons in exchange for a small-scale development in the community. Eliminating the legacy of war that continues to take hundreds of lives each year—landmines and unexploded ordnance remains the Royal Government's top priority.



*Weapons are secured properly in safe armories with cooperation and assistance from the EU-ASAC Project throughout the country.*

Land issues are a source of conflict in society. Officially registered land titles given to individuals and agencies including the RCAF by the Ministry of Land Management, Urban Planning and Construction could help prevent this kind of conflict and could contribute to ensuring internal stability, security and social order in the Kingdom of Cambodia. The RCAF must set an example by officially registering land it is using.

The incident on 16 June 2005 when children were held hostage at the International School in Siem Reap was a significant lesson learnt. Although this was a bold ransom attempt and not an act of terror, it is a warning

that such an act of terror could possibly occur in the future.

## GEOGRAPHIC CHALLENGES

As already concluded in the DWP2000, there is no indication of external military threats to the Kingdom of Cambodia for the present time as well as for the short and medium term future. This conclusion is based on the favourable conditions along all borders around Cambodia. Although some problems continue to exist such as unclear demarcation of the border line, and the Montagnard ethnic minority migration, resolution with authorities and governments of neighbouring countries has been made patiently and diplomatically.

Border disputes with neighbouring countries are a long-standing historic legacy that continues to this day. All these disputes have arisen from unclear demarcation of the border line and other problems resulting from joint ventures and exploitation of natural maritime resources. When there are conflicts, Cambodia has opted for negotiations to discuss and settle these problems. Nevertheless, this option does not preclude the presence of military forces on the border. The impact of many years of protracted war has meant that some areas have not been under the control of one administration, especially in provinces adjacent to the border, resulting in Cambodia having temporarily lost some control over its borders. The signing of a supplementary treaty to the 1985 State Border Demarcation Agreement by the heads of state of the Kingdom of Cambodia and of the Socialist Republic of Vietnam is an historic and positive

contribution to the process of defining a clear border between the two countries for the future.

*Army Engineering Forces play an important role in restoring and building physical infrastructure in remote and isolated rural areas as part of its contribution to facilitating people's livelihood.*

The quality and quantity of the roads for communication in the Kingdom of Cambodia, particularly the land road system, is not yet able to facilitate all movements throughout the country. This aspect interrupts growth of economic links between the central capital and various public places throughout the Kingdom of Cambodia. More often, all forms of trade exchanges are made directly with neighbouring countries because of the ease of access to businesses, resulting in the loss of profits and human resources to the outside.

To improve geographic security throughout Cambodia, it is required to make the administration and leadership systems accessible to all border areas. This

activity will increase the assurances of state sovereignty and bring the administration closer to the populace forever. This will be made possible by building infrastructure; including roads, information networks and other needs enabling local communities to have permanent links to the central administration.

## DEMOGRAPHIC ISSUES

Cambodia has a small population that lives in geographically isolated communities. The population of more than 13 million people in 2005 is still small. War, infrastructure deficiencies, and landmines are obstacles

*RCAF activity to help save rice crops for people facing droughts.*

that have resulted in few people living in border areas. Cambodia's demographic situation has some characteristics such as the absence of a generation lost in times of war, the burden of a baby-boom in the wake

of war, the diverse density of the population in some areas, and the rise in urbanisation.

Cambodia is encountering unemployment problems for adolescent boys and girls. The Royal Government has been trying to encourage an increase in employment in the countryside through the irrigation system expansion policy to enable production of several agricultural crops each year. Similarly, urban areas are facing the same problem of unemployed youth. The Royal Government is concerned with a growing statistic in youth and must double attention to managing unemployment and to attracting investments.

As described briefly earlier, a number of demographic consequences are causing problems to the whole Cambodian society such as the unbalanced allocation of resources, the land not being fully used, low education in the countryside, the AIDS crisis, unemployment, etc. The Royal Government is focusing its attention to developing border areas through the restoration and construction of infrastructure and economic development. The RCAF is an important force that can contribute to the realisation of this task, especially in remote and isolated border areas and places where awful legacies of war remain.

## ECONOMIC ISSUES

Today, Cambodia's economic potential is primarily based on agriculture. In addition, the textile industry, tourism and construction are making steady progress. Cambodia is now self-sufficient particularly in rice, but remains dependent primarily on weather and rain. Using 70 percent of the active people, Cambodia has been able

to produce rice crops surplus to requirement since 2002 and this quantity is expected to increase in the future, except when encountering natural disasters. Cambodia has not yet fully exploited its vital resources such as ores, rubber, petroleum, etc.

*Bridges and communication routes in the countryside are built by RCAF Engineers to contribute to implementing the Royal Government's policy on poverty reduction.*

With active support from the armed forces, the Royal Government has succeeded in reducing and eliminating smuggling activities and money laundering that has seriously impacted the national economy. The defense force has also actively contributed to restoring and constructing communication infrastructure, especially in a number of difficult areas such as road 56 (from Pursat province to the Thai border), road 41 (from the provincial town of Kampong Speu to O'ral district), important roads to the north of road 6 and to the east of the Mekong. In addition, the defense force has contributed to restoring irrigation systems and clearing

mines in order to provide greater potential for expanding agriculture and tourism.

Economic development can be progressed based largely on security and social safety as well as political stability. In addition, the maintenance of sufficient security at trade corridors, airports and maritime routes is vital for economic growth.

Over the past years, the world, especially a number of countries in Southeast Asia, has been troubled by the outbreak of Severe Acute Respiratory Syndrome and Avian Influenza. The crisis of these diseases has resulted in the interruption of economic, trade and industry activities all over the world. At present, Cambodia has focused its attention to cooperating with the international community in combating Avian Influenza threatening almost everywhere across the globe, and it considers that this problem might affect tourism and investment in Cambodia.

Every year, Cambodia receives financial support, in the form of grants and loans and through programs and projects of various organizations, from the international community. This aid is very important for stability and economic growth to promote development in other areas, especially to reduce poverty. Nevertheless, ensuring most of this assistance reaches the intended targets to benefit those in need remains a problem. According to a survey by the Royal Government as well as some international opinions, only about 40 percent of assistance has benefited the poor Khmers. The remainder has served the interests of program

consultants, especially foreigners. The prime concern in this matter is the delay in transferring skills from foreign experts to local personnel and expanding programs or projects by experts and local personnel. The survey also indicates that there are more local personnel with competence similar to foreign consultants and the comparison indicates that foreign consultants need 10 to 15 times as much salary than they can manage to pay local personnel in the same position.

Food security is an essential factor that must be taken into thorough consideration. At present, Cambodia is encountering some problems such as the illegal import of poor quality food, the use of chemical substances to preserve food, the lack of hygiene when food is distributed, etc. The Royal Government is paying attention to strengthening the control exercised by authorities and to educating people by means of various media systems to understand the importance of food security.

## ENVIRONMENTAL ISSUES

Both during and after war, Cambodia has continuously lost its valuable natural resources. Apart from the nation's cultural heritage that has been plundered and sold abroad, the nation's forests, biodiversity and fish stocks have been under serious threat. The devastation might occur because of a number of sources such as lack of sufficient security for effective law enforcement (war and insecurity), effete economy making people more dependent upon the natural wealth, rather than (manual) production, and corruption; paving the way for the incursion of evil people and foreigners.

Up to now, Cambodian people have not paid attention to the lack of clean water for their use. In the wet season, some places don't have enough water for farming and for drinking, especially in the eastern and southern provinces. In the dry season, a large number of rice fields and farm land are left vacant and villagers are forced to leave their home villages to find work in the city. Every year, this environmental crisis gradually adds more burdens to the social and demographic crisis. The 3rd Term Government of this National Assembly has focused primarily on irrigation systems, which is a key approach to solving this problem.

Rainforests in Cambodia have decreased from 73 percent of the country's total area before 1970 to 61 percent in 2002. In order to prevent the loss of forests, the Royal Government of Cambodia has continuously set forth policy, orders, prakas (regulations) and law on forests, undertaking the implementation of forest reform in depth towards effective management, conservation, prevention and utilisation of forests in 1998 up to now. But, the challenging problem is cutting and clearing, burning and bulldozing forests and grabbing it for ownership, business and expansion of agricultural land areas. In order to prevent this situation, the Royal Government has set forth orders on the prevention, suppression and elimination of cutting and clearing, burning and bulldozing and fencing off forests, which requires participation and cooperation from local authorities and relevant agencies by creating a national committee and municipal and/or provincial sub-committees to be led, for direct implementation, by municipal and/or provincial governors.

# CHAPTER 3
# STRATEGY 2006

## STRATEGIC FRAMEWORK 2006

The development of a new strategy to advance defense reform and the maintenance of defense capability is based primarily on consideration of a number of factors; as follows:

**Resources**: The defense budget is very limited if compared to the requirements of defense reform and RCAF development. About 61 percent of the overall budget is used to cover salary and about 36 percent of the budget is allocated for food, fuel and military equipment. Therefore, the remnant of the meagre budget cannot fully respond to other major needs such as the reduction of military personnel, base construction, repair and maintenance of military material, training, and capability building for international cooperation, etc.

To sustain force development, maintenance of the defense budget package at about 2.7 percent of the Gross Domestic Product for a further period of 5 years must be taken into consideration. This undertaking would offer a possibility to progress military reform while the national economy grows and the number of RCAF personnel is gradually reduced. A reduction of the defense budget each time there is a demobilisation of military personnel would not allow an opportunity for reform to progress. In addition, the defense institution

remains unable on its own to implement a number of strategic policies of the Royal Government, especially the downsizing of military forces. Nevertheless, the use and management of the defense budget in accordance with priorities and transparency is a key element where some recommendations will be raised in the next chapter.

**Political Impact**: Peace, political stability and economic growth offer a good opportunity for building and developing RCAF capability. The defense force's loyalty to the nation depends primarily on the neutrality of the military forces. While the nation enjoys full peace and political stability is improving, making the armed forces free of political influence will encourage more opportunities for building confidence in, and respect and love from, the populace and more possibilities for economic prosperity.

Ensuring peace, sovereignty, territorial integrity and the steady maintenance of internal stability demand a constant indoctrination of national ideals into personnel of the armed forces in all circles. The ideals will take shape and spread based on political will of the whole national society, especially the real neutral stance to be held by the armed forces. The principles for building the defense force's neutrality will be described in detail in the next part of this document.

**International Trends**: Absorbing assistance from the international community for the development of the RCAF is an indispensable factor. Also, the armed forces have the duty to endeavour to build its prestige on the international arena, which can be achieved through gradual integration. The reform process of the RCAF at the present time has revealed the necessity for constant cooperation with friendly countries and various

international institutions in a number of major areas such as the downsizing of the defense force, human resource training, technological development, cooperative efforts against crime and international terrorism, participation in multinational disaster relief operations, etc.

*In May 2006, Cambodia hosted the Commanding Officers Regional English Language Seminar in cooperation between the Ministry of National Defense of the Kingdom of Cambodia and Australia. HE LTGEN Neang Phat (centre front row), Secretary of State for National Defense, presided at this seminar.*

In this context, the RCAF needs to endeavour to continuously expand close cooperation with international circles regardless of affiliation through building better relations, trust and a sense of mutual understanding. Also, all strategic measures must be thoroughly prepared in a realistic and transparent manner.

## STRATEGIC OBJECTIVES 2006

As the nation has just emerged from war, the Kingdom of Cambodia's defense policy has focussed only on the strengthening of peace and internal stability and national development.

As already mentioned in the previous chapter, two main objectives in the Royal Government's defense policy

*LTGEN (retd.) John Sanderson (fourth from left), former UNTAC Force Commander and current Goodwill Ambassador for Austcare, during his visit to Cambodia to view demining projects in the northwestern border areas of Cambodia, pays a courtesy call on HE General Tea Banh, Deputy Prime Minister and Minister for Defense (centre).*

are to make a long-lasting security and opportunity available for the development of the nation while the RCAF is implementing all strategic measures to ultimately achieve these objectives. The new strategic framework from 2006 onwards requires a consideration of possibilities for further action while the RCAF is moving forward in developing its capability; that is, other necessary tasks rather than the internal ones. With the

evolution of global security trends and apart from its contribution to security and development for the nation, the RCAF must have another duty: engagement in international affairs. Therefore, the new objectives of the defense policy are **Security, Development and International Cooperation**.

**Security**: As already defined in the DWP 2000, the RCAF is responsible for ensuring peace, stability and social order for the entire nation. All strategic measures must be implemented effectively to absolutely ensure an opportunity for restoration of physical infrastructure and development of the national economy.

Border protection measures must always be effective under all circumstances. The border of Cambodia has been under threat and uncontrolled during times of war, resulting mainly from the lack of internal unity and the absence of border protection forces. Over the past years, especially following the national reconciliation and the complete demise of breakaway groups, the border protection task has been strengthened steadily. Irregularities are continuously occurring among neighbouring countries; therefore, the physical presence of armed forces on the border is vital to ensure the permanent existence of sovereignty and territorial integrity. In addition, this presence also encourages safe trade exchanges and opportunities for community development on the border.

Ensuring stability, safety and social order is also vital for economic growth, tourism and investment. The RCAF contributes to maintaining security throughout the nation.

**Development**: Under no circumstances does development take place without security. The RCAF has played its role to make people live in harmony and conduct their businesses freely to contribute to promoting the national economy. Along with the national defense task, the defense force has also continued to contribute to national construction through the use of its capabilities such as de-mining, roads, ridges works, irrigation systems, and relief operations, etc.

**International Cooperation**: The objective of international cooperation is consistent with the Royal Government's policy of integrating Cambodia into the international community. From now on, the RCAF must be more active in getting engaged in the international environment, which is an important activity for promoting its prestige. Enhancing international cooperation is not only a task of building good relations or of strengthening alliances between country and country, but it

*RCAF officers and officers from other countries are receiving UN military observer training in Australia.*

also indicates our good-will in the cause of fostering peace, stability and the protection of mutual interest among neighbouring countries and those in the same region. Also, Article 53 of the Constitution of the Kingdom of Cambodia clearly stipulates the right of participation of the Cambodian defense forces within the framework of United Nations proposals.

## MILITARY STRATEGY 2006

The DWP 2000 defines a military strategy based on "flexible and controlled response". The strategy requires the RCAF to respond in time and according to the real situation to any circumstances threatening the nation's security and interests. Nevertheless, our approach must always be controlled with patience and thoroughness.

The implementation of the strategy in the past has seen positive results and ensured sustainability of peace and better social stability. Therefore, Cambodia must continue to apply this strategy until it needs to be changed.

The three-layered national defense system of Strategic Level, Operational Level, and Tactical Level is the core of strengthening this military strategy. Based on past experience, the RCAF must pay more attention to a number of principles as will be written in the next chapter.

## PRIORITIES FOR NATIONAL DEFENSE 2006

The DWP 2000 and the DSR 2002 define in sequence a number of priorities in an attempt to promote

the effectiveness and progress in the RCAF reform process. Although encountering some obstacles, the defining of these priorities has produced positive results for the implementation of strategic principles in the past. According to the evolution of the international security situation and the needs of the RCAF reform process in the next 5 years (2006-2010), we should review the priorities of national defense through the following recommendations:

*Samdech Prime Minister Hun Sen presides at the closing ceremony of the RCAF 5-Year Work Achievement Review (2000-2004) and the Future 5-Year Objectives (2005-2009) at the Ministry of National Defense.*

- Further reform of the whole defense institution must be made. The reform must be focused on reorganising the military structures at all levels, improving bureaucratic and legal systems and, more importantly, reorganising command and control, logistic and financial systems.

- Border protection measures must be strengthened more effectively by ensuring the permanent presence of suitably equipped armed forces on all borders. The sustainability of this force must be maintained by a number of measures to be detailed in the next chapter.

- The utility and management of national defense resources must be checked and reorganised so that they can be used according to the intended objectives and transparently to prioritised plans.

- An appropriate resource must be put aside to restore the poor condition of military equipment or, if possible, to re-equip; especially naval vessels and the Army's military equipment that are vital for the protection of land borders and maritime areas.

- It is necessary to build military bases so that units will be properly controlled. Such construction must gradually be made and the bases must be built in a favourable location.

- More effort must be made to develop the defense force, including determination of the required RCAF size, implementation of the Compulsory Military Service (CMS) Law and a modern military legal system including the Pensions Law, the Defense Disciplinary Act etc., as well as human resource training and improving the living standard of soldiers.

- Counter-terrorism capability must gradually be built up by trying to absorb support from the international community.

- A number of capabilities must be strengthened so that they can be used in international peace operations.

- Medical service capabilities must also be strengthened so that the RCAF is able to contribute to international operations in the framework of Military Operations Other Than War (MOOTW). These capabilities can also be used for local development work like providing basic medical services including emergency aid and educating the public to be aware of hygiene.

The success of the above-mentioned priorities demands proper planning, particularly in the next Five-Year Plan (2006-2010) of the RCAF, a high sense of determination by leaders in the implementation of measures, the right use and management of the defense budget and regular control.

## RCAF ROLES

As already defined, the RCAF has four primary roles: 1. defending the country and national interests, 2. ensuring security, safety and social order, 3. contributing to national construction, and 4. enhancing international cooperation. These important roles will continue to be given to the RCAF because they are consistent with the new objectives of the Kingdom of Cambodia's national defense: **Security, Development and International Cooperation**.

# CHAPTER 4
# STRATEGIC INITIATIVES 2006

## BORDER DEFENSE

One of the important and vital national defense priorities defined in Chapter 3 is to safeguard the border of the Kingdom of Cambodia. While border disputes, threats from transnational criminals and international terrorism remain a concern, Cambodia needs to strengthen its border protection capability to maintain peace and stability with neighbouring countries and to ensure security for the entire nation. The capability of border protection forces must further be strengthened, especially the sustainable presence of forces at all strategically important points, expertise in preventing infiltration by international terrorism and transnational crime, mobility, communication, information collection, cooperation with other competent authorities, etc. Strengthening the presence of border protection forces does not mean confrontation; on the contrary, timely understanding and control of situations is an important element for a positive solution and confidence building in the region. In addition, regular contact at the working level with partners will increase confidence and facilitate better relationships.

Rotating border protection forces is an important issue to be solved first of all. Given that the structure of communication along the border areas is inadequate and, coupled with the natural conditions of the locality, border guards have difficulty in performing their duties and face exhaustion. Therefore, regular rotation of forces is required, especially to ensure the presence (of forces)

at all times. If required, forces of Sub-Operational Zones under each military region could be reinforced for this purpose. Geographic importance should be reviewed for the deployment of border protection units; for instance, some areas seem unnecessary for the deployment of military forces.

*Army Border Protection Unit on patrol and checking border markers.*

Consideration should be given to equip border protection forces with a number of suitable materials and necessary equipment such as personal gear for mountainous operations, GPS, communication radios, the means for troop movement, rations, etc. Other technical skills concerning counter-terrorism and transnational crime are being offered continuously by some friendly countries.

To make border protection effective and avoid disruptions, the performance of duties by all categories

of border protection forces must be coordinated. For internal coordination, the unified command commission of provinces/municipalities could be a coordinating mechanism for cooperation between relevant authorities, and military regional border peacekeeping committees have a duty to coordinate with foreign partners as regularly done. Border protection tasks must be clearly defined for the RCAF and the National Police.

Maintaining a constant presence of manpower along the border areas is necessary. Therefore, for manpower to be able to live, it depends on roads for communication, water, electricity and the existing community. RCAF Engineering is capable and has some resources to build roads for communication along the border little by little. Small-scale hydroelectricity could be built in some places where water sources permit. Apart from the settlement of local people following establishment of infrastructure, demobilised soldiers wanting to make a new living can also settle there. In addition, those demobilised soldiers could become reserves when the country has a state of emergency. It should also be noted that these development roads are an important means of communication for the border protection mission.

## COUNTER-TERRORISM CAPABILITY

As described in the previous chapter, the terrorist threat is a concern to which the Royal Government is always paying its constant attention. Although the possibility of a direct attack on Cambodia may be low, a number of concrete measures must be taken to ensure security and safety for the nation. Those measures include:

- Closely monitor any extremist movement throughout the country.
- Strictly control all border crossing points, especially land, riverine and maritime corridors bordering the three countries.

*CT skill training of the RCAF Special Forces.*

- Further strengthen control measures for weapons and explosives, especially greater attention must be paid to the great danger of using chemical substances to make improvised explosives.
- Regular strengthening of security measures implementation at various potential targets vulnerable to any possible attacks such as international airports, tourist destinations and important resorts, international educational establishments, supermarkets, foreign embassies, etc.
- Strive to deny access by external terror networks, especially infiltration of terrorist networks, ideological indoctrination, and the transfer of technologies by the internet, and financial transfers by terrorists.

- Enhance international cooperation in order to further seek technical capability, expertise and resources and information.

Moreover, Cambodia is taking a clear position in the fight against terrorism with a 5 "**C**" political guideline as principles:

**Commitment (Sochhanthiek)**: The Royal Government has demonstrated its determination in the fight against international terrorism since the attacks of 11 September 2001. The consistent stance of the Royal Government of Cambodia has revealed its dedicated cooperation with the international community by denying

*Soldiers of the 911 Special Forces Airborne Brigade conducting training in hostage recovery tactics as part of their CT training.*

access to terrorists and not allowing them to use Cambodia as their safe havens and for other destructive purposes. Cambodia will continue to take this stance for the nation's harmony and peacefulness as well as for nations in the region and in the world.

**Capability (Samattapheap)**: The RCAF has some units that can undertake missions to fight against terrorism; 911th Special Airborne Brigade, 70th Brigade, the Royal Gendarmerie, and the Navy's Scuba Unit are the Special Forces that can be used for such an operation. Nevertheless, the capabilities of these units are still limited and require more training and equipment.

*The Cambodian Air Force contributes actively to CT Unit training.*

**Coordination (Samrorbsomroul)**: In the event that the nation encounters an attack by terrorists, coordination at the national level must exist to take control of the ongoing situation and to take effective responsive measures. The coordinating mechanism, with command and control by the National Counter-Terrorism Committee and its Secretariat, plays an important role of coordinating all relevant institutions and agencies such as military, police, intelligence, medical services, and foreign affairs agencies, etc., for the use of forces, the management of means and resources, and taking

appropriate actions in accordance with the situation. Each relevant institution and unit must also have such a mechanism of their own to serve the national level mechanism.

**Cooperation (Sahakprortebatkar)**: No single nation or institution can contain terrorism on their own. This great threat requires responses through bilateral or multilateral cooperation. The RCAF, the National Police, and other relevant institutions are in great need of support from international partners to expand capability in this area; especially ensuring preparedness at all times to respond to the situation, and for materials and equipment to fulfil duties.

**Code of Law (Soniteh)**: The Royal Government is developing counter-terrorism law with support from Australia. This law will serve as a basis for implementing all measures and for international cooperation.

## MARITIME SECURITY

Cambodia's sea border is an area vulnerable to security threats, including terrorism and transnational crime. A number of incidents that might occur such as maritime border issues, infiltration of illegal fishing, loss of maritime resources, etc have been called into question for the maritime security of the Kingdom of Cambodia.

This sea border is also a route for promoting trade with nations around the world. The coast and islands are growing tourist destinations and they are also points of interest for foreign investment. These maritime assets must be protected. Nevertheless, responsibility should not rest solely with the Navy. Other relevant government

agencies must also share responsibility for maritime security and protection. Therefore, it is necessary to create a coordinating mechanism to clearly define how this responsibility should be shared. The Navy is the Royal Government's lead agency for offshore operations. The Navy has a mandate as the nation's force with authority to control maritime areas. Therefore, it plays a role in helping other government agencies to achieve their missions there.

*Senior leaders of the RCAF (HE Deputy Prime Minister Tea Banh) and military attachés of various countries visit Royal Cambodian Navy sailors on Pouluway Island.*

The Maritime Exclusive Economic Zone is an important national economic resource. Cambodia has the right and authority to control exploration, conduct business, and to conserve and manage organic and inorganic natural resources of the continental shelf,

under the sea and on the sea surface, and other activities leading to exploration and business.

*Special Forces Diver Training for 911th Special Airborne Brigade.*

The maritime environment is a potential corridor and trade passage, but it is also vulnerable and difficult to control. To achieve the nation's objectives, it is necessary to:

- Safeguard territorial waters and protect resources in Cambodia's Exclusive Economic Zone to ensure all of Cambodia's maritime assets are used for sustainable development of Cambodia.

- Maintain peace and cooperation in the region where borders are bound with neighbouring countries.

- Protect maritime trade access and shipping to ensure that these vital communications are assured for economic development and trade exchanges with Cambodia's trade partners.

- Prevent all illegal activities conducted in the maritime environment and contribute to maintaining regional maritime security. These include fighting against terrorism, piracy and smuggling, transportation of illegal drugs, weapons and humans and other transnational crime.

- For the safety of people's livelihood and the protection of maritime assets, be capable of responding to various disasters, whether natural, caused by technical failures, or manmade.

To achieve these objectives, the Navy must increase its maritime capability to be able to:

a. Deploy military forces to the sea,

b. Conduct surveillance and patrol operations,

c. Interdict and board vessels,

d. Search and rescue,

e. Transport and support armed forces and civil authorities,

f. Dive and destroy ordnance, and

g. Train and operate with armed forces in the region.

A basic capability required for the Navy to perform its duty is the ability to conduct regular patrols of

territorial waters and islands. This basic capability requires the maintenance and repair to a number of patrol boats and resources that are necessary such as fuel to support operations. The Cambodian Navy needs technologies and skills for operations to counter transnational crime and infiltration of terrorists and these technologies and skills are being acquired gradually with support from international security partners. If possible, using aircraft to keep sea borders under surveillance is an effective approach. Aircraft fitted with surveillance equipment can operate over a vast maritime area in a short period of time and reach targets quickly.

*Commander of the Royal Cambodian Navy speaks during the handover ceremony of two patrol boats donated by the Vietnamese Navy to the RCN at the Ream Naval Base, February 2006.*

In the near future, the Navy will receive some new equipment, including patrol vessels, fast vessels, radars and a workshop. This equipment will enhance maritime security capability. Nevertheless, relevant institutions

should carefully consider the sustainability of operating and maintaining this equipment and measures necessary for coordinating naval operations with other relevant authorities within the area of their responsibilities.

Joint maritime patrols with neighbouring countries are a good way to reduce border issues, various illegal activities, piracy, infiltration of terrorism, transnational crime, etc. According to an agreement signed with Vietnam, the Cambodian Navy will conduct joint patrols with the Vietnamese Navy. Such an activity might be conducted with Thailand in response to an invitation received from Thailand since 1999.

## CAPABILITY TO COMBAT TRANSNATIONAL CRIME

Transnational crime is a constant threat to Cambodia's social security. These illegal activities include the circulation of drugs, human trafficking, all kinds of smuggling, money laundering and trafficking of national treasures. In the past, the RCAF, in cooperation with relevant authorities, has actively contributed to preventive and suppressive measures. However, the RCAF needs additional specialist capabilities so that all actions will be taken in time and effectively.

In fact, in order to respond in time, all relevant authorities must increase their awareness of the increasing danger to Cambodian society and double their attention to assure all measures being applied effectively. Nevertheless, Cambodia alone cannot withstand these major threats. External cooperation is required to build the capability of Cambodia's law enforcement authorities

to effectively respond to this danger. At present, the government of the USA is focusing its attention on providing training to the Cambodian military and police and other law enforcement institutions in some capabilities leading to the possibility of conducting joint operations at a number of strategic points and passages such as Poipet, Koh Kong, Ream and the northern border of the Mekong passage.

*HE General Tea Banh, Deputy Prime Minister and Minister of Defense, visits the Drug Neutralization Centre of the Provincial Royal Gendarmerie in Banteay Meanchey.*

Another important and productive measure is the drug addict education and neutralisation program being conducted by the provincial Royal Gendarmeries of Banteay Meanchey and Battambang. Establishment of such a project in other places would be good, as this measure is running well and has support from many levels in society.

Prevention and suppression of various offences require closer cooperation among all relevant competent authorities, especially full participation by the Royal Gendarmerie. For this rather complicated task, restoration of the Royal Gendarmerie's full role as judicial police would be necessary and this has to be done as soon as possible, especially the inclusion of this role within the Penal Code of the Kingdom of Cambodia.

*Royal Gendarmes participate actively in combating drugs including the destruction marihuana crops.*

In the ceremony of weapons destruction to end cooperation between the National Committee for Reforming the Control of Weapons, Explosives and Munitions and the European Union at Kandal province on 20 June 2006, Samdech Prime Minister **Hun Sen** announced an eight-point order relating to measures to strengthen security and social order. The RCAF has the obligation to contribute to implementing the following eight-point order successfully:

**First,** must continue to uphold a sense of responsibility to strengthen peace, safety, rule of law, social order to lead to the development of economy, social affairs and to reduce poverty.

**Second,** continue to increase the effectiveness of working to prevent all kinds of offences, especially eliminating murder, armed robbery, kidnapping, trafficking and drug use, trafficking of women and children, and other illegal activities that cause fear in society.

*Samdech Prime Minister Hun Sen and a representative of EU-ASAC Project set fire to the last pile of weapons for destruction in cooperation with the EU-ASAC (Flame of Peace) at Takhmao in June 2006.*

**Third,** continue to cooperate with the national and international community to increase cooperation to prevent and counter all acts of terror and all forms of subversion, both inside and outside the country.

**Fourth,** must thoroughly implement the Control of Weapons, Explosives and Ammunition Law passed on 26 April 2005 by the National Assembly.

**Fifth,** strengthen the control of weapons and ammunition in all units to especially reduce the unnecessary use of weapons, and weapons must be secured in the safest place. All offences involving the use of weapons must be strictly punished in accordance with the law.

**Sixth,** continue to search for, confiscate and destroy all kinds of weapons and explosives left over from wartime including those being hidden and illegally used by criminals. Also, control, prevention and timely suppression of the circulation of illegal weapons and explosives from place to place must be enhanced.

**Seventh,** please all compatriots understand that weapons are a primary instrument and source to provoke violence and crime that affect social security and safety, especially the day-to-day livelihood of the people. Therefore, handing in weapons or informing competent authorities about weapons caches both contribute to the maintenance of harmony, peace and safety for ourselves, our families, our community and our entire national society.

**Eighth**, for government servants, military officers, police officers, and Royal Gendarmes who are permitted by the new sub-decree to possess pistols for self-defense must secure them well, not allowing children, nephews or nieces, brothers or sisters, relative or friends to use these weapons for whatever purposes.

## POLITICAL NEUTRALITY OF THE RCAF

Every soldier is required to have willpower and a high sense of dedication in the defense and construction of the country. This willpower can be developed as long as the national interests are imbedded in the ideals of those soldiers. Neutrality within the RCAF remains a priority in the RCAF reform process and a number of measures will help drive this process to a better realisation.

- With continued demobilisation, lawful recruitment can increase new forces within the RCAF in the future in accordance with the RCAF General Statute Law. This measure must be conducted through a reserve system or compulsory military service law.

- All soldiers, no matter at what level, must be retired according to the retirement age or be included in the demobilisation plan or, if necessary, be retired early before the retirement age.

- Training and education must be centred on effort to instil military knowledge as much as possible in soldiers and turn them into professional soldiers. Indoctrinating the ideals of loving nation, religion, king and loyalty to the Royal Government and democratic values is very necessary.

## REDUCING DEFENSE FORCES

In the DWP2000, the Royal Government decided to have 55,000 military personnel demobilised since 1999. This measure has gradually been implemented and encountered an interruption in 2002 with the remaining

number of 15,000 soldiers yet to be demobilised. The DWP2000, the RDSND2002, and the political agendas of the 3rd Term Government put an emphasis on an intention to have an army with appropriate size and quality. If we look closely at the general security situation and requirements for national defense, both now and in the future, we find that the Kingdom of Cambodia is able to downsize military forces according to the following measures:

- Reducing the size of the defense force in five years' time involves principally the discharge of category two soldiers. Based on State legal procedures and policy on armed forces reform, the Royal Government, especially the Ministry of Economy and Finance, must manage and make the discharge of this category of soldiers go quicker; otherwise, this problem would affect the organisation of new structures, development of human resources and, in particular, the implementation of the compulsory military service law.

- Clearly determine the overall number of defense force personnel needed for retention rather than the number to be reduced. To balance the use of the state budget, to adapt to the economic situation and based on the needs for the defense of the homeland, the RCAF will reduce the number of military personnel by 25 to 30 percent more by the year 2010.

- Removing soldiers from the defense payroll must be done at all levels, even if Generals. In addition, discrimination based on previous background and affiliations must be avoided.

- Each soldier must receive vocational training if needed, or any support based on their actual living situation prior to demobilisation. Vocational training for soldiers to be discharged from the military payroll provides basic knowledge as a tool to conduct small scale business and encourage them to take early retirement.

*Ministry of National Defense and RCAF High Command leaders at the opening ceremony of the RCAF 5-Year Work Achievement Review (2000-2004) and Future 5-Year Objectives (2005-2009).*

- Retirement must be implemented according to the law already in force. Taking early retirement should be encouraged.

- If possible, the promotion of generals and other senior officers must be reduced to the maximum extent or thoroughly controlled in order to maintain the balance between Senior Officers and

soldiers. A number of methods might be employed such as retirement, stopping rank promotion according to position, creating temporary or honorary rank in case of political pressure, rotating officers more often to increase experience, and promoting correctly according to the law and time in rank. If necessary, amendments must be made to the RCAF General Statute Law on Promoting Officers of General Rank by defining the time in rank requirement.

- The RCAF should thoroughly reconsider the equality of gender. Important principles are providing women equal value to that of men within the defense force in terms of selection, performance, rank promotion and benefits.

- When the demobilisation process has progressively moved forward toward the size of military forces needed for retention, the RCAF needs to replenish 10 percent by new recruits until the year 2010, which will be implemented under the compulsory military service law or reserve system.

## FORCE DEVELOPMENT

Units and locations of the RCAF at the present time must continue to be reorganised. According to the above demobilisation principle, the number of all types of units will be reduced. However, the highest size of unit to retain is Brigade level; and it is very appropriate that we think about the military equipment, mobility, command and control. Of the overall number of forces to be continuously reduced, 80 percent or four-fifths are operational forces, and 20 percent or the remaining one-

fifth are command and control forces at central headquarters and at military regions and some other specialised forces. An appropriate quality must be considered for preparing military forces in each Service (Army, Navy, Air Force): 10 percent are command and control forces; 50 percent operational forces (infantry, tank ..., etc); 20 percent supporting forces (artillery, air Defense, engineering ..., etc), and 20 percent logistic forces. A number of intervention units must always be retained.

*HE Gen Meas Sophea, Deputy Commander-in-Chief and Commander of Army, reviews Armored Unit troops.*

When the number of military personnel is reduced to the number needed for retention and when the compulsory military service law comes into effect, the RCAF will be able to recruit new forces every year. Recruiting new recruits must be in balance with the number to leave the military payroll and in accordance with all principles of the implementation of the

compulsory military service law. The principles of implementing the compulsory military service law will be described in detail later in this chapter.

*HE Gen Meas Sophea, Deputy Commander-in-Chief and Commander of Army, awards course insignia to 4th Airborne Commando Training Course students.*

The defined military strategies, a flexible and controlled response, must be considered for force deployment. In this context, regular and intervention units must have suitable locations, roads for communication to support force mobility, abilities to intervene in time, and favourable conditions for living, training and agricultural production. In addition, effort must be made to eliminate the trend to focussing attention only on areas that are popular or favoured.

In peacetime, regular forces must be cared for and nurtured. Therefore, constant responsibilities for local areas must be given to the Sub-Operational Zones of the

provinces and cities. District military units with Royal Gendarmerie can work together within the area of their responsibility and, for the front-line areas, they must be the responsibility of to border protection units in cooperation with Sub-Operational Zones and other authorities.

## REORGANISING STRUCTURE AND BUREAUCRACY

The current RCAF structure needs to be reorganised; however, the process of this restructuring requires cooperation and full support from relevant institutions of the Royal Government. In addition, RCAF reform must be aligned and balanced with other security institutions.

We have observed that RCAF reform is the policy and responsibility of the Royal Government with some relevant state institutions and this requires genuine and mutual cooperation among those state institutions. The power of the RCAF Reform Council at present only covers the Ministry of National Defense and does not include other institutions. Therefore, in order to increase the effectiveness and to maintain the balance of reform, the National Armed Forces Reform Council is the institution that has authority to cover various relevant agencies.

Up to now, the RCAF reform process had encountered obstacles because the structure of military institutions and working systems remains complicated. Reorganising the structure at lower units has been successful, making the structure of those units suitable to practical needs and increased effectiveness of force management. Nevertheless, the hierarchy of higher levels, especially those between the Ministry of National Defense

and the High Command and the headquarters of the three Services, needs to be reformed.

## REFORMING EDUCATION AND TRAINING

According to measures defined in the DWP2000, the RCAF has tried to improve its military training systems, including the establishment of three levels of training career soldiers (cadet officers, command and staff, and strategic studies). Education through these three levels will endow military officers with military professionalism, sufficient ability to perform their roles and duties, skills in leadership and command in units, and sufficient values to participate in international circles.

*Training activity at the Army NCO School, Pich Nil.*

However, the RCAF's education and training systems currently requires further improvements in order to make the development of human resources more effective and of higher quality. Either the Ministry of

National Defense or the High Command must jointly consider a number of aspects as follows:

- The control of educational institutions for career soldiers is in disarray. On referring to the current difficulties and to increase the effectiveness of developing human resources, all training institutions should be consolidated under a single organisation.

*HE GEN Pol Saroeun, Deputy Commander-in-Chief and Chief of Joint Staff, inspecting the Engineering Unit's demining training.*

- The Ministry of National Defense should seek support from the Royal Government to promote some educational institutions for career soldiers in an attempt to align these with the state's educational system and to international standards. The Cambodian Military Institute (CMI), Russei Keo, will be transformed to the Cambodian Defense University. Its subordinates will also be

reformed; for example, the Command and Staff Training Centre, Centre will be promoted to the Command and Staff College, the Foreign Language and General Knowledge Centre and the Strategy Study Centre are both turned into Institutes respectively. This reform not only advances education in the military, but it also paves the way for Cambodia to be able to receive foreign military students for training. The exchange of military education with foreign countries will be inevitable in the future.

*Training activity at the Army NCO School, Pich Nil.*

- The training syllabus for the educational institutions for career soldiers must be modernised to be consistent with the evolution of the international environment and with the development of the RCAF. Institutions responsible for educational and training tasks must, in cooperation with skilful military officers trained overseas or with foreign experts in Cambodia, try

to update the training syllabus. Developing the syllabus will also hasten opportunities for exchanging military students with foreign countries.

*HE General Ke Kim Yan, Commander-in-Chief of the RCAF, presenting a promotion course sword to the Dux of the Cadet Officer Course.*

- Enhancing instructors' abilities is a key factor when institutions and the training syllabus are upgraded. English training for instructtors must be encouraged, which serves as an important basis for further self-study and enables them to undertake research through various Info-rmation Technology systems. Officers who have completed career soldier training abroad must spend a period of time in institutions of education and training to share their knowledge or take part in developing the training syllabus. Those in charge of each educational and training institution for career soldiers must try to communicate with circles outside their own institutions to invite experienced

speakers to deliver lectures as part of their training program.

- The training program for cadet officers has been extended to 4 years. The extension of this program aims at allowing education to be equivalent to an international standard and at allowing officers' to be equipped with a Batchelor degree recognised by the Royal Government. But, given that the training syllabus and capacity of the school to receive students is limited, study at the Tmart Thpong Officers School is only 3 years, and the final years, cadet officer students must pursue specialist skills study at the Combined Arms Officers School, Tlok Tasek. However, cadet officer students' study remains 4 years.

- The Army Non-Commissioned Officers School, Pich Nil, must be changed to the Army Training Centre. This centre has an important and extensive role in training new recruits. This centre can also be used as a military training facility for an entire Battalion. Refresher (supplementary) training at units can be conducted in training schools at military regions.

- Understanding the Kingdom of Cambodia's defense policy is an important factor for every soldier to carry out their roles and duties as stated by Samdech Prime Minister **Hun Sen** who has always given advice to advocate the Defense White Paper as a compass. Defense policy education, especially the DWP guidelines, must be conducted at all levels of the defense hierarchy through direct dissemination by experts dealing with this matter, television and radio systems and other relevant methods. Conducting a seminar or a conference to

discuss specific strategic guidelines one by one will help encourage practical implementation of those principles more effectively and successfully.

*HE Deputy Prime Minister Tea Banh and HE French Ambassador to Cambodia preside at the inauguration ceremony for buildings renovated with assistance from the Republic of France at the Kambol Royal Gendarmerie Training School.*

- In the future, if possible, simulator systems should be used for training—a way to help reduce expenditure on training resources.

## REFORMING THE LOGISTICS-FINANCE SYSTEM

No matter what strategic initiatives are carried out, financial support is always required. Because we have a weak management system for national defense resources coupled with a limited budget, there have been interruptions and inertia in some areas of the reform process. A number of measures can be used in this reform:

- Create priorities for expenditure every year. This will facilitate preparation of realistic budgets and spending objectively.

- Permit the defense force to have the right to conduct businesses, especially in the field of agro-industry with respect to the state law.

- Supplies must be delivered directly to units with transfer and handover among parties concerned of the Ministry, the High Command and the receiving unit. The receiving unit must, avoiding misappropriation, distribute all supply entitlements as directed. Authorised qualities of supplies must be distributed to the recipient units and a regular audit must be done.

- Reduce unnecessary procedures, thus reducing waste, saving time and promoting transparency.

## IMPROVING SOLDIERS' LIVELIHOOD

The national defense budget is small in amount, if compared to the present size of the defense force. The budget condition can be improved when there are further demobilisations. Nevertheless, the Royal Government must always maintain and a stable defense budget while the Ministry of National Defense is undertaking demobilisation. The budget gained from demobilisation will be further used in:

- Building military bases,
- Training,
- Improving soldiers' living conditions by raising salary equivalent to those of various civil agencies,

encouraging them to raise livestock and do other farming, etc.

- Expanding health services at military regions, enabling them to provide support to soldiers as well as local people.

*HE LTGEN Kun Kim, Deputy Commander-in-Chief of the RCAF presides at the friendship alliance ceremony between the Air Defense Command and the Forest Administrative Authority.*

## MAINTENANCE OF MILITARY EQUIPMENT

Gradual deterioration of military equipment is a concern and challenge to strengthening the capability of the armed forces. The RCAF has primary roles in defending sovereignty and territorial integrity. Military equipment is an essential resource for building strong military capability to ensure a positive response to the Defense of the homeland. It is true that when we have sufficient forces and capability, any external encroachments will definitely be overcome.

As the Royal Government is presently facing difficulties in improving the national economy, the procurement of new military equipment is not possible. Therefore, the primary approach to solve this problem is to regularly maintain current military equipment. The priority of national defense at this time is to focus on the protection of land borders and on strengthening of maritime security, which requires the permanent presence of military forces and capabilities to operate constantly.

*The Royal Cambodian Air Force regularly maintains military equipment and material although facing resource shortages.*

The Ministry of National Defense and the High Command, together with the Ministry of Economy and Finance, must jointly solve this problem and seek whatever means to immediately repair a number of major equipments such as vessels, tanks, artillery, aircraft and other modes of transport. Following repair, continued maintenance of these equipments for constant operations must be undertaken. Unit commanders must

use their assets appropriately and with a high sense of responsibility.

The DWP2000 has already mentioned that creative approaches and improvisation are possible in some areas for military materials, especially in the field of transport, mobility, communication, etc. Utilising civil materials for military purposes would be favourable to procurement, repair and maintenance and acquisition of spare parts. In addition, the utilisation would be easy and repair could be made available at military workshops and at various facilities almost everywhere. For example, a number of Toyota vehicles are being used by the Royal

*RCAF soldiers are preparing and securing weapons and ordnance in a safe armory built in cooperation with the EU-ASAC Project.*

Gendarmerie for its mobility and operations. It should also be the same for modes of communication — instead of using military communication equipment, civil communication radio, telephone, facsimile, and email would be an optimum alternative for sending information. The possibility of maintaining materials by contracting

with a private company should also be taken into consideration. The outsourcing of maintenance to civilian contractors could be also one option.

The burning down of ammunition warehouses in Battambang in early 2005 was a reminder that serious consideration must be given to military equipment warehouse safety. The RCAF must further increase its sense of responsibility for maintaining materials, weapons and ammunition by strengthening the safety at storage facilities. In addition, the quality of stored munitions must be rechecked and, if necessary, they must be destroyed to avoid any incident.

Nevertheless, effort to seek external assistance remains important for the rehabilitation of important military materials that are in poor condition. The Ministry of National Defense as well as the High Command must try to further expand cooperation with friendly countries in this area, particularly the building of a slipway at the Ream Base, the Army workshop, the Air Force workshop and communication capabilities, etc.

## MILITARY BASES

Bases are important facilities to command and control forces at units regularly and effectively. Bases facilitate assembly, control, movement of forces, training, living, strengthening discipline and morality, health services, etc.

Over the past five years, the construction of suitable bases has encountered great difficulties due to the lack of funds. The effort of maintaining the status quo has been addressed by improvisation at local units, by donation of generous people, and support from the

Ministry of National Defense of the People's Republic of China, but the regulation of forces has not been standardised. The Ministry of National Defense and the Ministry of Economy and Finance must consult with each other to seek ways to solve this problem and funds obtained from demobilisation must be given to the Ministry of National Defense for the construction of bases.

## SELF-RELIANCE EFFORTS

So far, the Royal Government has provided some opportunities for the RCAF to develop and support its

*HE Sok An, Deputy Prime Minister, Minister in Charge of the Council of Ministers, and HE General Ke Kim Yan, RCAF Commander-in-Chief (right), sign a friendship alliance agreement between the Office of the Council of Ministers and RCAF High Command.*

units, especially through provision of land to use as development areas. In addition to cultivation and raising livestock at units, seeking investments in the development areas is very essential. Units will benefit by effort to attract investment for common interests with accountability in place, these investment partnerships

might be domestic private companies or foreign ones. In addition, land for defense locations and development areas must be registered properly for ownership in order to clear any suspicion concerning investments and to avoid land disputes with local villagers and other milieus in the future.

However, what's more important than this is the encouragement to military forces to have rights and abilities to conduct medium scale businesses for their own support benefits and unit development. Also, the Royal Government has already made decisions on the establishment of friendship alliances between RCAF units and a number of state institutions through which the military units will have support from those state institutions in the effort to develop their livelihood.

## INFORMATION TECHNOLOGY

The Revolution of the Military Affairs has progressed quickly over the past decades. The computer era has made the management, command and control, operations, communication and force development of military forces in the world dependent more on modern technology and less on the use of manpower.

Technology in Cambodia at present has advanced remarkably. The RCAF can take advantages of using modern technology such as computers, email and internet systems, etc as a means that is effective and timely for the headquarters working processes, command and control, communication, study and research, etc. Each and every officer must acknowledge the importance of technology and pay attention to developing knowledge in this area, especially knowledge of the English language which is essential for using equipment properly.

*RCAF Officers receiving computer training at the Ministry of National Defense Policy and Planning Department.*

Furthermore, knowledge and existence of these capabilities will be useful for international relations, especially for participation in peacekeeping operations as well as education and training abroad.

## RELIEF OPERATIONS

*Royal Gendarmes building dams to protect against flooding in Kampong Cham province.*

A decrease in rain forests, coupled with an earth climate change, makes Cambodia en-counter natural disasters almost every year. Floods and droughts are key issues. Until now, the RCAF has been a very important force for

rescuing local people when facing a natural crisis by providing assistance such as building embankments along river and stream banks, evacuating civilians to safe areas, providing protection and security, and maintenance and reconstruction of damaged infrastructure, etc.

*RCAF Engineers prepare to rescue people during a natural disaster.*

The RCAF has appropriate forces to undertake this duty. Those forces include Special Forces, Royal Gendarmerie, Engineering, Army, Navy and Air Force. Apart from seeking additional materials from foreign partners, military forces need another important capability that can make the performance of their duties effective and timely; that is, constant preparedness. This constant preparedness requires relevant units to have manpower for operations, materials available, a means of transport, and tactics for fulfilling duties. Even better, all relevant units, together with civil institutions, must conduct a joint relief operations exercise at least once per year so that the response to real situations will be

performed in time and effectively. In addition, the Ministry of National Defense and the High Command should consider the preparation of capability for a small team that can undertake overseas operations in the future.

## REQUIREMENTS FOR A LEGAL FRAMEWORK

Although the Royal Government has a number of laws, royal decrees and sub-decrees for strengthening the RCAF, we have not had sufficient laws for the purpose of defense. Therefore, it is necessary to prepare some new laws and amend existing laws in response to the evolving situation in national society and in the international arena.

**Necessity for Developing New Law (on Compulsory Military Service)**: It has been over 10 years since 1993 up to the present but the CMS Law or some other laws to encourage defense service for the motherland have not been established to make people understand their obligation toward the nation and, especially, to recruit new soldiers. The implementation of the General Statute Law for RCAF Soldiers has resulted in an increase in officers and a decrease in soldiers. There is an imbalance between officers and soldiers. As a practical example, the Army's report released in the 5 Year Work Achievement Review reveals that officers account for up to 77 percent of the force.

Therefore, to reform our RCAF to be a core force for defending the nation, territorial integrity and other cooperation, it is only the CMS Law that can solve this problem. Although the CMS Law is part of strengthening the rule of law and it is a magnificent mechanism to awaken people to exercising their duties in the cause of

defending the motherland and to have opportunities to fulfil important duties as honoured citizens and to expressing real good-will toward their homeland, the implementation of this law after it has been approved by the National Assembly must be weighed according to the real situation, such as:

**In Peacetime**: Although this law is compulsory in nature, the practical implementation is based only on the needs. According to predictions, within 5 years' time the RCAF needs new personnel to balance the discharge of soldiers each year.

**In Crisis**: The nation might need more new soldiers than this when the country encounters various crises, including major natural disasters. Nevertheless, the implementation must be in the framework of law.

**In Wartime**: the CMS Law must be implemented 100 percent and vigorously to respond to a state of emergency. Under such circumstances, the required implementation might be greater than this and even lead to conscription.

However, the establishment of the CMS Law has been misunderstood and is causing concern. Therefore, we need many approaches to take action in educating the public to understand the law; such as:

- Dispel concern or fears that it forces youth to fulfil an unwanted job; otherwise, they would be punished.

- The military service must not be an activity affecting the development of human resources or the vocational training of youth.

- Political issues and activities of political parties must be set aside from the military service.

- Corruption or exploiting military service for personal interests must be prevented.

Apart from the military service law, the RCAF must consider the creation of a reserve system as an important source of new forces in the future. The creation of reserve forces is being carried out in a large number of countries because it is an effective measure for rotating military forces with less expenditure and more people receive military knowledge as a tool needed when the country in crisis. When the support of defense force living conditions improves, recruiting reserve forces will be conducted on a voluntary basis, and various consequences can be avoided. When there is a shortfall in the active forces of the RCAF, reserve forces might be mobilised as active forces. The reserve system shall be applied under the CMS Law with some provisions added. In addition, we are able to minimise expenditure on salary, training and other living support costs when the system is in place.

Another option to cost-effectively increase RCAF flexibility is to introduce time contracted soldiers with contract times from 2 to 20 years. Soldiers under contract might be selected for a period of time and leave after fulfilling their obligations without legal rights for a pension but receive instead a comparatively smaller severance pay.

**Further Law Development:** In order to strengthen the position of the RCAF in a democratic state system, the legal coverage of daily duties as well as military discipline has to be developed such as a military

disciplinary act, law on the military court, law on a parliamentarian ombudsman as a last resort to solve problems occurring between soldiers and commanders, a legal framework for a military appeal order to ensure the human rights of every soldier, and legal frameworks for international operations etc.

## INTERNATIONAL COOPERATION

According to the strategic objectives of national defense already described in Chapter 3, the RCAF will increase its attention to strengthening military cooperation with various friendly countries. This military cooperation must be done with a non-political and non-ideological bias and be based on the spirit of respecting mutual interests. The RCAF at the present time as well as in the short and medium term future needs essential international support in some important fields to sustain its military reform.

*HE Senator Robert Hill, Australian Minister for National Defense, is welcomed by Cambodian Ministry of National Defense leaders and Senior RCAF Officers during a visit to Cambodia, April 2005.*

Those important fields include:

- Human resource development for military personnel at operational and strategic levels.

*HE LTGEN Moeung Samphan (centre), Secretary of State of Defense, presides at the handover ceremony for a 5-story general medical consultation building.*

- Strengthening border protection capabilities, especially some specialty capabilities to prevent and suppress all forms of transnational crime.

- Strong capabilities in preventing and countering terrorism.

- Broader military capability to fulfil duties in time of peace (engineering, demining, relief operations and other humanitarian operations).

- Increasing officers' abilities in law awareness.

- Supporting efforts to increase Navy's operational capabilities, especially making some of Navy's important equipment operational.

- Developing knowledge of foreign languages and Information Technology.

Since 1993, military cooperation with foreigners has gradually progressed, especially in the field of human resource development and other technical assistance. However, the lack of specific coordination with all military cooperation programs has sometimes resulted in assistance centred only on one area. In addition, resource restrictions of donors and their linking of assistance for political reasons have resulted in stagnation of some military cooperation programs or to be of insignificant scope.

## PEACEKEEPING CAPABILITY

At present as well as in the future, the RCAF is striving to build its prestige in the international arena. A role in peacekeeping operations is one opportunity to which the RCAF can contribute in an effort to strengthen peace and security in the region and throughout the world.

The RCAF must also consider developing a number of capabilities to contribute to international cooperation. As requested by the United Nations, the RCAF has participated in UN peace missions in Africa in two important areas: demining and military observers. A

number of Cambodian military officers and demining companies are fulfilling their missions in Sudan. Apart

*Samdech Prime Minister Hun Sen presents the Kingdom of Cambodia national flag to the Commander of the 135th Demining Company deploying on the peace and humanitarian mission in Sudan.*

from this, the RCAF has some other special capabilities that might be employed in such missions; including engineering, first aid, civil police, and so forth.

Nevertheless, in order to enhance these capabilities more effectively, cooperation and support from experienced friendly countries are needed. The coordinating com-

*Departure of the Demining Company soldiers for Sudan on 15 April 2006.*

mittee for force deployment to UN peacekeeping missions was established as a national mechanism to coordinate and liaise with the UN as well as various national and international agencies. A centre must also be established to develop human resources for peacekeeping missions. The Cambodian Military Institute can be a suitable place for education and training, and the implementation of a program can be progressed in cooperation with voluntary friendly countries.

***HE General Tea Banh, Deputy Prime Minister and Minister of National Defense, presents an advisory document to the Commander of the 135th Demining Company before departing on the humanitarian mission in Sudan.***

# CHAPTER 5
# MECHANISMS OF GOVERNANCE

Ultimately, realisation of the strategic plan demands strong determination, competent leadership, viable structures, meticulous management, and suitable resources. A lack of understanding about this defense policy, coupled with an absence of cooperation by relevant institutions, might hamper the achievement of implementing this Defense White Paper's strategic guidelines. Therefore, some of the following factors must be taken into consideration in an attempt to ensure the success of the above-stated strategic plan.

## TRANSPARENCY

Good governance, the Royal Government's fundamental objective, needs transparency. All strategic objectives written in the Defense White Paper depend completely on the strengthening of transparency for implementation. Another main support for transparency is a military law system. The need for further strengthening laws as described in chapter 4 not only aligns with international norms but it is also necessary for every soldier.

Over the past 10 years, the RCAF has one main objective: to prepare itself into a high quality and professional defense force. A long period of time has passed and we have not yet achieved our objectives. Although significant progress has been made, some areas of inertia have disrupted or slowed the reform

process, where some of which also include the personnel management. Leaders at all levels must immediately begin to completely eliminate all not yet transparent management of personnel, including the ghost soldiers. While the RCAF faces increasing numbers of senior military officers, the Ministry of National Defense and the High Command must pay attention to solving this problem by having a more detailed and transparent mechanism to check and control the promotion of officers. Promoting rank or awarding decorations of honour must be done based on real requirements and the rule of law, avoiding nepotism and elevating the value of those awards. The Royal Government's relevant institutions, especially the Ministry of Economy and Finance, must cooperate more closely with the Ministry of National Defense to seek ways for the effective implementation of the Pensions Law so that we can significantly reduce the number of officers who reach retirement age.

The defense budget is small in amount if compared to the size of current forces. We hope that keeping a stable defense budget for a smaller defense force in the future will facilitate efforts to make the RCAF become a qualified and professional defense force. Nevertheless, the utility of this scarce resource in a transparent manner is essential. Building this transparency requires the rigorous management of expenditure and income. All forms of expenditure must absolutely be in accordance with the defined needs and annual priorities of expenditure.

## MONITORING PROGRESS

Creating strategic principles is not too difficult, but what is vital is the implementation. Therefore, in order to positively and successfully ensure the implementation of the Royal Government's defense policy, all relevant ministries and agencies of the Royal Government must have a clear understanding of the strategic objectives of the Defense White Paper; otherwise, it would lead to misunderstanding, inaction and eventually failure.

*HE General Tea Banh, Deputy Prime Minister and Minister of National Defense (centre front row) presides at the closing ceremony of the Defense White Paper Personnel and Reserve Forces Policy Implementation Workshop held in Siem Reap in June 2005. This workshop was supported by the Australian Defense Force.*

Certainly, all hierarchical levels of the RCAF must have a clear understanding of all strategic guidelines in the Defense White Paper. The Ministry of National Defense must task the Defense White Paper Working Group to promote awareness of the defense policy to all parts of the RCAF, including military educational and

training institutions. This dissemination must be persistent even if conducted slowly and surely. Apart from the DWP, the Working Group should seek more materials such as an executive summary booklet, the use of electronic equipment, etc, for dissemination campaigns to enhance the degree of understanding.

The DWP sets forth a lot of strategic initiatives for the RCAF to implement. Most descriptions of each measure are comprehensive in nature. Therefore, for practical implementation, more detailed planning is needed. For assistance and as a tool in preparing plans of action, the Ministry of National Defense and the High Command must organise seminars or conferences to provide insights of those selected strategic initiatives, one at a time, so they may be interpreted in depth. The discussion, if possible, should have a timetable set for the implementation of each initiative. Other perspectives emerging from the discussion can serve as better recommendations for the Ministry of National Defense and the High Command to successfully realise the implementation of the Royal Government's defense policy. This task might also need assistance from other relevant ministries and foreign partners.

The Ministry of National Defense as well as the High Command must, through mechanisms of regular checks and control, judge the outcomes of the implementation of the strategic initiatives. The DWP Implementation Working Group established in 2002 remains effective; this group has fulfilled its duties well as was the case leading to the development of the DSR2002. Therefore, this Working Group can continue to further expand its work to monitor the implementation

of the DWP 2006 principles. This Working Group must initiate additional methods for its monitoring such as organising seminars or conferences, making reports on the results of implementation, disseminating the results on media systems (radio, television, defense magazine) etc.

## ACCOUNTABILITY FOR IMPLEMENTATION

Implementation of every strategic measure always demands accountability according to individual roles. Unit commanders, Military Region commanders, Service commanders, etc, must pay attention to monitoring the implementation of measures that are their responsibility, and try to do their utmost to seek solutions to any challenges and inactivity hindering the realisation of missions. The Ministry of National Defense must try to make resources available to lower units so that they will have a greater possibility of success. The Ministry of Economy and Finance—a crucial source to ensure the sustainability for realisation of objectives—must increase its attention to all difficulties being faced by the RCAF. This institution, in close cooperation with the Ministry of National Defense and other relevant institutions must seek a clear understanding of the root and reality of problems and help seek recommendations and methods to solve them quickly and in time. Based on the spirit of close cooperation among relevant ministries and institutions, the RCAF will be able to accomplish its mission smoothly.

## NATIONAL DEFENSE WHITE PAPER WORKING GROUP

| | |
|---|---|
| LTGEN **Neang Phat** | Chairman |
| LTGEN **Hun Phoeung** | Member |
| LTGEN **Chea Saran** | Member |
| LTGEN **Nem Sowath** | Member |
| LTGEN **Phan Nara** | Member |
| LTGEN **Ly Deth** | Member |
| MAJGEN **Suon Samnang** | Permanent Member |
| MAJGEN **Mom Sophat** | Member |
| RADM **Sao Sarin** | Member |
| MAJGEN **Kong Mony** | Member |
| MAJGEN **Teng Chhuon** | Member |

*Printing of this document is sponsored by the Department of Defence of Australia and the Friedrich Naumann Foundation of Germany.*