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# **BUILDING BLOCKS FOR LAW AND ORDER**

A Report on Police Recruitment, Training and Promotion  
in Cambodia

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The views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

## EXECUTIVE SUMMARY

With the establishment of the National Task Force Against Trafficking in Persons (NTF) in March 2007, the Royal Government of the Kingdom of Cambodia (RGKC) embarked on a new anti-trafficking strategy aimed at eliminating trafficking in persons and assisting victims of trafficking. One of the first priorities of the NTF through its Working Group on Prosecution was to address the need for improved coordination and standards on police training, not only for the Anti-Human Trafficking and Juvenile Protection Department (AHTJPD), but for all police since many do not have the training necessary to conduct simple policing duties.

International policing standards are influenced by high-quality basic police training and specialized criminal investigation techniques. These standards can only be achieved through the delivery of one standardized basic-level police training program a standardized criminal investigation training program and specialty crime scene, evidence collection and forensic procedure programs, by a national police academy. These training programs must be delivered by instructors with professional experience and a record of high-level achievement. Currently, the CNP as a law enforcement agency investigating incidents of serious crime is not structured to be able to meet these international standards. Despite efforts at the most senior policy levels by the RGKC in recent years to improve the image of Cambodia's law enforcement and judicial agencies, problems still affect the policing ability of Cambodian law enforcement officers. High level policy changes have not necessarily translated into improvements on the ground.

Two of the primary causal factors of these problems are unregulated recruitment and promotion practices, and a lack of standardised training programs providing officers with basic policing and criminal investigation skills relevant to the Cambodian policing environment. The CNP, in particular the AHTJPD, the Criminal Investigation Department (CID) and the Office of Inspectors, does not have enough officers adequately trained in the techniques of criminal investigation. There are a number of factors hindering the effective delivery of comprehensive police training in Cambodia by the CNP. The National Police Academy and five regional academies are under-equipped and under-resourced, with few computers, minimal practical equipment, no professional libraries and no facilities for adapting and implementing in practice the theoretical material learnt in the classroom. Recruit and specialist training programs offered by the CNP do not provide comprehensive training in forensic evidence, crime scene preservation and evidence collection, raid planning, offender security or victim management. There is little or no transference of practical criminal investigation skills that can be applied effectively in the field by officers to address criminal activity. Some specialist departments have no training program at all, while for others only a small percentage of its members actually attend the program.

Recruitment and promotion practices are ad-hoc and unregulated, and fail to include proven results and accomplishments as a basis for selection. Promotions to specialist departments are based on geographical location and staffing requirements, rather than the skills or achievements of individual officers. Instructors do not undertake any special program to become accredited as a police instructor, nor do they receive educational skills training.

There are additionally a number of non-governmental organizations (NGOs) in Cambodia that are providing training to police. These NGOs are not required to coordinate with the CNP Training Department or the Department of International Relations within the Ministry of Interior (MOI), and as such control by these departments of NGO police training programs is minimal. Furthermore, NGOs providing police training do not liaise with each other, resulting in program duplication and an un-coordinated approach to program delivery. Duplication causes confusion among police officers who attend training courses delivered by more than one organization. NGO training concentrates mainly on Cambodian and international laws related to human trafficking and child rights. This focus on theoretical understanding of local and international law, while important, does not improve the practical skills-base of police officers. Limited use is made of CNP or internationally-qualified police officers to deliver NGO training programs. The lack of oversight by the CNP, in particular the CNP Training Department, has meant that at times unqualified people are presenting training programs. There are no police training programs offered by NGOs to all CNP officers, nor are they delivered to all officers within specialist departments. Training packages are only offered to police in the provinces that the individual NGOs operate in, and only to those officers allocated by the CNP Personnel Department. These training packages, especially those designed for AHTJPD police, do not have standardized expected outcomes that determine the competency of police undertaking the training. They do not have any influence on the accountability or policing future of participants.

Training of police officers in Cambodia is not translating into effective criminal investigation and community protection on the ground. In order for policing units to operate effectively in investigating serious crime, recruitment and promotion practices must be based on tightly controlled selection criteria and fitness for office. Training programs must provide officers with knowledge and understanding of all aspects of policing and criminal investigation, and equip them with the skills to implement that knowledge in practice. Without stringent recruitment and promotion practices, and high-standard training programs, investigations resulting in quality and legally obtained evidence will rarely occur, many offences will go undetected, and those that are detected will be unlikely to result in successful prosecution.

The recommendations for reforming police training practices in Cambodia are:

- Development and implementation of a national standardized police training curriculum for all recruits that is delivered at a well-resourced National Police Academy by qualified CNP instructors, and contains basic criminal investigation training which incorporates practical exercises carried out in established facilities.
- Development and implementation of a standardized intake process for specialist departments that is coordinated by the CNP Training Department, in cooperation with the CNP Personnel Department and requires results-based

proof of eligibility for entry, including demonstrated evidence of professional experience and a record of achievement.

- Development and implementation of standardized training programs for specialist departments that are made available to *all* officers who have passed the requirements for entry into the various departments and contain advanced criminal investigation training and practical exercises.
- Development and implementation of standardized Instructor intake processes and training programs to ensure consistency in the delivery of standardized CNP training programs.

*Standardization* is the most important and consistent element of the above recommendations. Standardization of training for Cambodia's law enforcement can only be realized if the following factors are achieved:

- Placement of overall control of police training in the hands of the central training body, the CNP Training Department.
- Provision of sufficient resources to the CNP Training Department to manage its National and Regional Police Academies.
- Provision of financial and logistical support by civil society (donors and NGOs) and full cooperation with the CNP Training Department.

The consequences of failing to reform recruitment, training and promotion practices are serious, as CNP officers will continue to operate without the uniform level of basic police training and criminal investigation skills that are required to conduct daily policing duties to expected standards. In its present state, the international community cannot expect the CNP to address and reduce levels of serious crime, such as human trafficking and child exploitation if its officers do not receive the necessary training and resources upon which international standards are based. The RGKC, through initiatives such as this report, is demonstrating its commitment to reform and support for the actions necessary to make change happen.

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### Acronyms

AHTJPD	Anti-Human Trafficking and Juvenile Protection Department
CNP	Cambodian National Police
CID	Criminal Investigation Department
COMMIT	Coordinated Mekong Ministerial Initiative Against Trafficking
HLWG	High Level Working Group
MOI	Ministry of Interior
NTF	National Taskforce Against Trafficking in Persons
NGO	Non-governmental organization
RGKC	Royal Government of the Kingdom of Cambodia
TIP	Trafficking in persons

## 1. PROBLEM STATEMENT

The Cambodian National Police (CNP) has for many years struggled to convince both the local and international community that confidence can be placed in its officers to effectively serve and protect the people of Cambodia. Ineffective investigations of reported crimes, and subsequent minimal reporting of criminal incidents by the local population, have tarred the reputation of Cambodia's law enforcement. This is particularly the case with respect to serious and complex, organized crimes like human trafficking and sexual exploitation.

The Royal Government of the Kingdom of Cambodia (RGKC), with support from numerous non-governmental organisations (NGOs), has in recent years made a concerted effort to improve the image of its law enforcement and judicial agencies. Much emphasis has been placed on the capability of these agencies to combat trafficking in persons (TIP), sexual exploitation, bonded labor, rape and sexual assault. In March 2007 the RGKC established the National Task Force Against Trafficking In Persons (NTF)<sup>1</sup>, which brings together eleven ministries and three government agencies to form an inter-ministerial task force capable of addressing long-term strategic changes – including capacity building of law enforcement and those providing assistance to victims of trafficking. Altogether more than 200 ministries, international organizations, agencies, and local and international NGOs are included in consultations with the NTF, making it a powerful forum for coordination, information exchange and action. The NTF is divided into three main thematic working groups on prevention, protection and prosecution, chaired by a government ministry and co vice-chaired by an elected NGO representative. The three working groups meet regularly to address priority areas such as the development of national standards of victim assistance, enhancement of shelter care, steps towards the development of a national police training curriculum, training for judges and prosecutors and research on new trafficking trends. As a further measure, a High Level Working Group (HLWG) was created in August the same year to support the

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<sup>1</sup>Decision (SSR #13) on the Establishment of the National Task Force to Implement Agreements, Memoranda of Understanding between the Royal Government of Cambodia and Relevant Countries on the Elimination of Trafficking in Person and Assisting Victims of Trafficking, March 12, 2007.

NTF as a policy making body. It is chaired by the Deputy Prime Minister and works through the Ministry of Interior (MOI) to fast-track anti-trafficking efforts. Since its establishment in August the HLWG has required police in all provinces to report on raids, arrests and investigations on trafficking related crimes. Provincial Governors themselves must now report monthly to the HLWG on the policing activities in their jurisdiction.

Other steps that Cambodia has taken in recent years in response to TIP and associated crimes include:

- the creation of a specialised Anti Human Trafficking and Juvenile Protection Department (AHTJPD) within the CNP (2002);
- membership in the regional Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT) (2005);<sup>2</sup> and
- the development of a new TIP law to suppress human trafficking and sexual exploitation and a new Criminal Procedure Code (2008).

Impressive as this progress is at the national level, the NTF and HLWG are dependent on the capacity of the CNP to conduct investigations at the local level that lead to the prosecution of traffickers. Herein lies the problem. Anecdotal information from sources including CNP officials, international police officers, NGOs working operationally with the CNP and Cambodian judicial officials suggests that numerous problems still affect the policing ability of Cambodian law enforcement officers. High level policy changes have not necessarily translated into improvements on the ground. Those problems include:

- Inability of police to properly plan and implement investigations into criminal incidents, including inefficiencies related to crime scene security, evidence collection and custody, and victim and offender security.
- Lack of understanding amongst police of applicable laws and the elements of those laws as they apply to crimes.

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<sup>2</sup> COMMIT is a multi-sector response to TIP in the Greater Mekong Sub-region, with the objective of promoting inter-country and regional cooperation. Its members are: Cambodia, China, Laos, Burma, Thailand and Vietnam.

- Failure by police to adhere to judicial rules and procedures, with the courts frequently receiving evidence that is incorrectly and sometimes illegally obtained, and briefs that do not follow legal requirements. This results in failed prosecution of offenders.

It is the hypothesis of this research that the primary causal factors of these problems are two-fold; unregulated recruitment and promotion practices combined with a lack of standardised training programs providing officers with basic policing and criminal investigation skills relevant to the Cambodian policing environment. Uncoordinated delivery of training by multiple agencies, including those without policing qualifications, and an overall failure to provide practical training packages that teach police how to plan and execute investigations in practice are related elements.

This research was commissioned to assess the nature of, and problems associated with, current training provided to police officers in Cambodia. In particular, the research sought answers to the following questions:

- What training material is currently being provided to the CNP and by whom?
- What gaps exist in that training?
- Is the training relevant to the Cambodian policing environment?
- What is the level of involvement of NGOs in delivering training to the police, and to what extent are organisations cooperating with each other and with the CNP?

There is acknowledgement at the highest levels of the RGKC that changes must be made within the CNP to improve the effectiveness of police action. The insistence by the NTF Prosecution Working Group on the need to look more broadly at capacity building of police in Cambodia spurred the decision of the NTF to conduct this study. The candid nature of the study is a reflection of the Government's willingness to take up the challenge of improving the level of professionalism within the CNP so that crime which preys on vulnerability can be effectively combated. It is intended that this report will assist the RGKC to improve the effectiveness of the CNP by providing an overall assessment of the current status of police training and effectiveness, and outlining recommendations for improvements.



## 2. METHODOLOGY

This research was conducted over a period of three months (August to October 2007) and involved interviews with officials from the CNP Training Department, MOI, AHTJPD and other relevant CNP departments, Ministry of Justice, and NGOs and regional projects involved in police training.

While focusing on police recruitment and training in general in Cambodia, the research also investigated the specialised area of anti-human trafficking as it is this field which has received the most attention from the RGKC, international community and civil society.

Government officials were asked standardized questions related to:

- Entrance requirements for Cambodian nationals to join the CNP.
- Content, location and duration of training programs delivered to new recruits.
- Selection criteria for CNP officers to work in specialized units.
- Content, location and duration of training programs delivered to specialized units.
- Qualifications of training staff.
- Coordination with NGO training programs.

Local and international NGO participants were asked standardized questions related to:

- The content, location and duration of police training programs delivered.
- Methods of training delivery.
- Process for selecting CNP officers to be involved in training.
- Qualifications of training staff.

All participants were asked to identify perceived problems with current police recruitment, promotion and training practices in Cambodia and provide suggestions for reform.

### 3. BACKGROUND ON TRAFFICKING IN PERSONS AND COMMUNITY POLICING IN CAMBODIA

#### 3.1 Trafficking in Persons and Exploitation in Cambodia

Human trafficking, sexual exploitation, bonded labor, rape and sexual assault are among the worst forms of human rights abuse. Although accurate statistics are not readily available, it is widely accepted that substantial levels of these crimes occur in Cambodia.<sup>3</sup>

*‘Cambodia is a source, transit, and destination country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labor. Cambodian women and children are trafficked to Thailand and Malaysia for sexual exploitation and forced labor in factories or as domestic servants, while Cambodian men are trafficked for forced labor in the agriculture, fishing, and construction sectors in these countries. Cambodian children are trafficked to Vietnam and Thailand for forced begging. Cambodia is a transit and destination country for the trafficking of Vietnamese and Chinese women and children for sexual exploitation. Sex trafficking of women and children occurs within Cambodia’s borders, from rural areas to cities such as Phnom Penh, Siem Reap, and Sihanoukville’<sup>4</sup>*

A combination of factors is often suggested for Cambodia’s high level of human trafficking and exploitation. Years of civil war, humanitarian atrocities and political instability, combined with widespread poverty,<sup>5</sup> have created an environment of vulnerability of Cambodian people to human trafficking and exploitation.

The international community’s interpretation of the RGKC’s efforts to address human trafficking and related crimes is often represented by the United States’ annual *Trafficking in Persons Report*.<sup>6</sup> In 2005, Cambodia was lowered from Tier 2 to Tier

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<sup>3</sup> Most of the available data relates only to trafficking of women and children for sexual exploitation and much of this is based on estimations.

<sup>4</sup> *Trafficking in Persons Report 2007*, Country Narrative, US Department of State. <http://www.state.gov/g/tip/rls/tiprpt/2007>.

<sup>5</sup> In 2004 the World Bank assessed that 35 per cent of Cambodian people live below the poverty line (less than 50 cents US per day). <http://web.worldbank.org>.

<sup>6</sup> This report is issued by the US Department of State and assesses the efforts of over 150 governments around the world to combat forms of TIP. <http://www.state.gov/g/tip/rls/tiprpt/>.

3.<sup>7</sup> In 2006 Cambodia was placed on the ‘Tier 2 watch list’ and remained there in the 2007 assessment: ‘The Government of Cambodia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so.’<sup>8</sup>

### **3.2 Community Policing in Cambodia**

The CNP is composed of approximately 50,000 police officers working nation-wide in various departments on issues ranging from traffic management, immigration and border control to human trafficking, criminal investigation and economic crime. The CNP has in recent years implemented several structural and institutional reforms, including the introduction of new policing departments and the redistribution of responsibilities among those departments. Again, the majority of these reforms have been related to human trafficking, exploitation and gender-based crimes. In 2002 the Ministry of Interior created the AHTJPD in response to growing numbers of internal and cross-border human trafficking and child exploitation incidents. These cases had previously been investigated by the Criminal Investigation Department (CID) or relevant Office of Inspectors posts. In 2007 the mandate of the AHTJPD was expanded to include the investigation of all rape, sexual assault and domestic violence crimes, which were until that time the responsibility of the CID, or the Office of Inspectors posts that directly received the complaints. Also in 2007, the AHTJPD restructured its management systems by decentralizing control and placing provincial responsibilities in the hands of selected senior officers, allowing for enhanced control of intelligence and investigations throughout Cambodia’s provinces.

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<sup>7</sup> The report is based on a three-tier ranking system. Tier 1 governments fully comply with minimum standards for the elimination of TIP. Tier 2 governments are making significant efforts to comply. Tier 2 watch list governments are being considered for placement on Tier 2 but have not yet satisfied all necessary requirements. Tier 3 governments do not comply with minimum standards and are not making significant efforts to do so.

<sup>8</sup> *Trafficking in Persons Report 2007*, Country Narrative, US Department of State.  
<http://www.state.gov/g/tip/rls/tiprpt/2007>.

Figure 1: CNP Departments responsible for serious crime, anti-human trafficking and related offences.

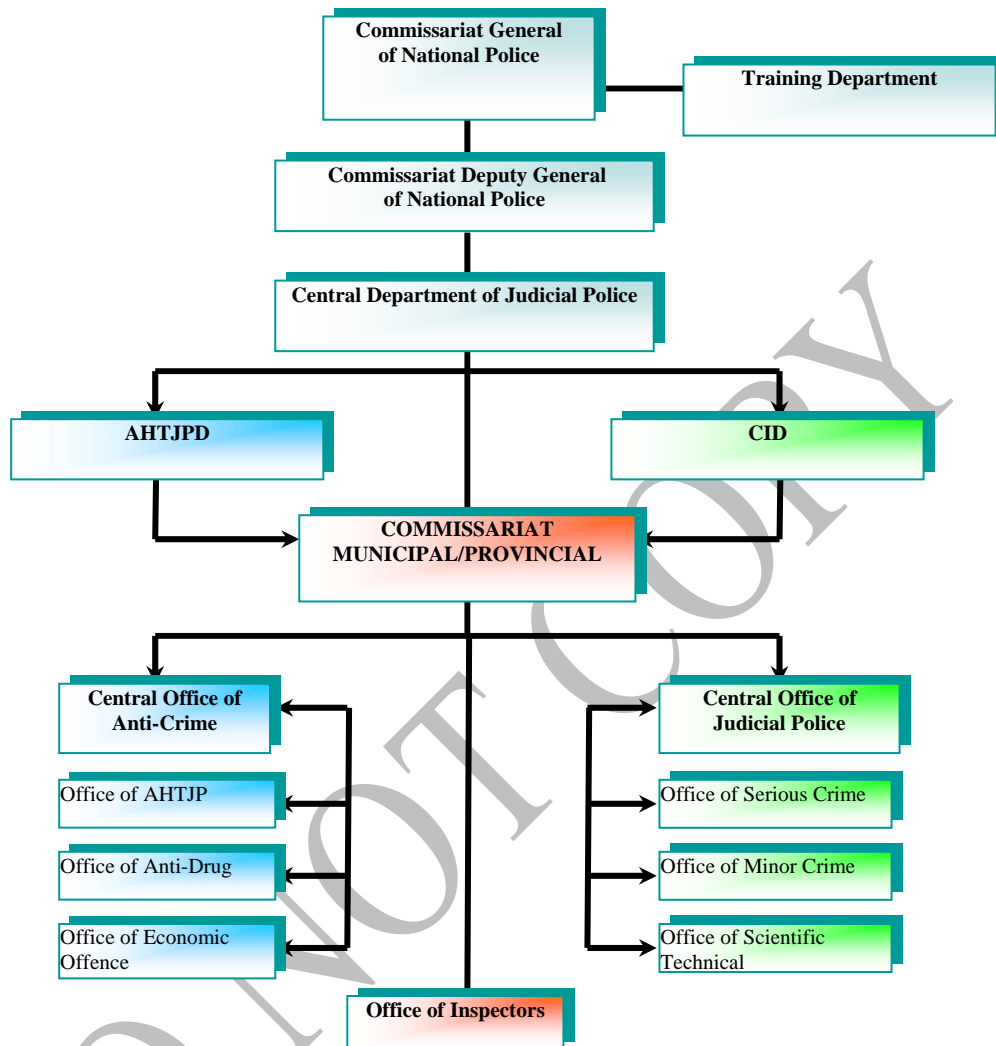


Figure 1 shows that the Central Department of Judicial Police is composed of three major sections: the AHJTPD, the CID, and the Municipal/Provincial Commissariat Police.

There are approximately 700 police officers in the AHTJPD and 1,700 police officers in the CID, located in all provinces of Cambodia. There are an additional 8,000 police officers in the Municipal/Provincial Commissariat, also located in all provinces and cities of Cambodia. They all have responsibility for various serious crimes, including human trafficking. In total there are approximately 10,000 Cambodian police officers working in departments that are required to investigate crimes that include human trafficking, sexual exploitation, rape, child sex offences,

domestic violence and abduction. In many cases, offences may contain elements of more than one crime, and as such the various departments are required to liaise and co-operate with each other. One police department may commence preliminary investigations into an alleged offence and then refer the investigation to another department that possesses the relevant specialist skills. For example, a complaint of abduction may in the first instance be lodged with the Provincial Commissariat's Office of Inspectors, then referred to the CID which has specialist skills in investigating abduction, and subsequently passed on to the AHTJPD when intelligence indicates that the offence has become a cross-border trafficking case.

It is common for crimes of human trafficking and related offences to include deception, fraud, abduction, rape, sexual assault and exploitation, and in some cases, murder. Criminality in Cambodia, like the rest of world, has varying degrees of complexity. It is naive to assume that criminals in Cambodia are less capable than those in the developed world. Indeed, the ability of criminals and organized crime networks to exploit vulnerable people is far greater in a country such as Cambodia where the level and resourcefulness of policing is low and the judicial system is unable to effectively prosecute criminal activity. Criminals in Cambodia, as in the rest of the world, can be placed in a variety of categories:

- *Circumstantial offenders* are persons who commit a crime under unusual or exceptional circumstances without premeditation or regard for the consequences.
- *Career Criminals* are repeat offenders who spend a lifetime in and out of police custody. The career criminal generally lacks the ability and intelligence to make a success of crime.
- *Professional Criminals* are likely to commit offences of a sophisticated nature requiring detailed planning and skill in execution. They take precautions against being caught and prosecuted. They may have no criminal history due to the fact that successful crime is secret crime.
- *White Collar Criminals* do not directly commit crimes against the person, instead engaging in activities such as the falsification of records of financial transactions, the creation of fake personal and travel documents, and the production of other documentation that aims to hinder criminal investigators from locating assets obtained through criminal activity.

- *Organized Criminals* have been brought together into organized groups in order to facilitate the commission of crime. Organized crime groups participate in any illegal activity which offers maximum profit at minimum risk of police interference. Common areas of operation are gambling, liquor, narcotics and human exploitation. Organized crime activities are enhanced in areas where police, courts and governments have been compromised and corrupted.

A broad range of policing skills is required to investigate serious and complex crimes committed by such a variety of criminals. The CNP must have a high-standard and uniform level of police training, ability and resources that meets with international standards. The CNP as a law enforcement agency investigating incidents of serious crime does not currently meet with those standards. International policing standards are influenced by high-level basic police training and specialized criminal investigation techniques. More specifically, police agencies which conform to international standards have: one standardized basic-level police training program delivered by a police academy; a standardized criminal investigation training program; and specialty crime scene, evidence collection and forensic procedure programs. These are delivered to police with professional experience and a record of high-level achievement.

The CNP, and in particular the AHTJPD, the CID and the Office of Inspectors, suffers from a lack of officers adequately trained in the techniques of criminal investigation. In particular, past police investigations and recorded court results have indicated that CNP criminal investigation practice suffers from:

- Inconsistent search procedures and substandard crime scene preservation.
- Inadequate procedures for ensuring strict custody and accurate logging and secure storage of seized evidence.
- A lack of understanding of the applicable rules of law.
- Inefficient crime scene and offender security techniques.
- A failure to record intelligence and compile information reports.
- Poor witness, victim and offender interviewing techniques.
- Insensitive treatment of victims, particularly children, including unnecessary intimidation.

- Presentation of incorrect evidence and briefs to courts.

Practical demonstrations of these problems were witnessed by the author, an Australian police detective, while acting as a technical advisor during numerous CNP operations. For example, in 2007 AHTJP police carried out a raid on a brothel housing underage girls in a northern province of Cambodia. Due to a failure by the officers to implement crime scene and offender security, three of the six victims fled the scene and two offenders, one of whom was still wearing police handcuffs, escaped police custody. Also in 2007, the AHTJP police executed a raid on a brothel housing underage girls in a southern Cambodian province. During the search of the brothel, police located and collected numerous pieces of evidence. However, some of the evidence was not logged, photographed or labeled, and was subsequently lost. At the Provincial Court trial, the loss of this evidence and conflicting accounts by the officers as to how this loss had occurred resulted in the acquittal of the offenders. Similar problems were witnessed by the author during practical training exercises held for AHTJPD officers by an NGO. The exercises, conducted in several provinces with different officers, required the police to plan and execute a raid on a karaoke bar that had been created by the trainers for that purpose. In all instances, failure to secure crime scenes resulted in offenders escaping and unauthorized media being allowed to enter and film police activity and victims. No initial searching of detained persons was carried out, allowing weapons, evidence and mobile phones to remain in offender custody. A failure to appoint team leaders or implement structured evidence searching techniques meant that evidence was either not located, or not logged and secured correctly. All police from each province made mistakes that indicated an endemic lack of basic policing and criminal investigation training.

## **4. POLICE RECRUITMENT, TRAINING AND PROMOTION**

### **4.1 Recruitment, training and promotion practices of the CNP**

The National Police Academy is located in Kandal province (close to the capital, Phnom Penh). There are also five Regional Academies located in Takeo province, Kompong Speu province, Battambang province, Kompong Cham province and Stung Treng province. In July 2007 control of all the academies, previously managed by several senior CNP officers, was centralized and placed with the Director of the CNP Training Department. This was a positive development for the coordination and standardization of all the academies.

The National Police Academy has classrooms, lecture halls and dormitory facilities that can accommodate between 400 and 500 police officers at any one time. This Academy is responsible for the training of new police recruits, who can only undertake the recruit training program at the central location. The regional academies, though smaller than the National Academy, have similar facilities and are responsible for providing training programs to specialist police departments. The CNP Training Department's total budget for 2007 was approximately 4,300,000,000 Riel (\$1,075,000US).<sup>9</sup> Of this amount, 1,400,000,000 (\$350,000US) Riel was allocated for use in the academies and 3,000,000,000 (\$750,000US) Riel for the Training Department itself.<sup>10</sup> Based on an estimate of 50,000 police officers in total, the CNP therefore has an annual per capita training budget of 86,000 Riel (\$21.50US).

All six of the CNP police academies are under-resourced and under-equipped. The National Academy has only fifteen computers for its annual intake of 500 new recruits. There are few electronic devices available in any of the academies for presenting written and visual material in training sessions. There are no professional libraries providing recruits or officers undergoing specialist or promotion training with reference material related to law, criminal investigation, victim rights, or community policing obligations and responsibilities. The National Academy has some practical exercise material used to simulate arrest techniques, such as handcuffs,

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<sup>9</sup> Based on an exchange rate of 4000 Riel to \$1 US.

<sup>10</sup> These figures were provided by the CNP Training Department in verbal interviews. Written budget documentation was unavailable for publication.



plastic firearms, and plastic knives and weapons. However, no facilities (such as simulated crime scene/evidence rooms) are available where police officers can adapt and implement in practice the theoretical material learnt in the classroom.

<b>POLICE ACADEMY ENTRANCE REQUIREMENTS: A COMPARATIVE ANALYSIS</b>		
<b>Requirements</b>	<b>Victorian State Police (Australia)<sup>11</sup></b>	<b>CNP</b>
<i>Entrance exam</i>	Essay writing, grammar, dictation, mathematics and problem solving. Conducted by an independent Australian university. Pass/Fail requirement.	Khmer writing and spelling, English language aptitude, basic computer skills. Conducted by CNP at the National Academy. Pass/Fail requirement.
<i>Initial Application assessment</i>	Criminal history and background checks conducted by VSP. Interview by Officer in Charge of local police station to determine suitability. Fingerprints taken.	Criminal history check conducted by National Academy (though criminal records only available from 2006 onwards).
<i>Initial medical test</i>	Independent doctor conducts assessment of hearing, sight, weight, lung capacity, diseases and general medical conditions.	Conducted at National Police Academy or public hospital. Assessment of hearing, sight and general physical health.
<i>Agility test</i>	Stringent testing for body weight, long distance running, sprinting, swimming, obstacle agility course and firearm control. Pass/Fail requirement	No
<i>Psychological Screening</i>	Written examination consisting of 500 multiple questions. Pass/Fail requirement	No
<i>Medical Examination</i>	Stringent test conducted by police medical doctor who reassesses initial medical test results. Pass/Fail requirement.	No
<i>Interview</i>	Interview conducted by four high ranking police officers who determine suitability.	No

### **Recruits**

A new CNP recruit training program commenced in 2002 and is now mandatory for all recruits entering the CNP. The CNP recruits approximately 500 new police

<sup>11</sup> The Victorian State Police of Australia has been chosen as the comparative police force meeting internationally accepted standards as this is the force within which the author served.

officers every year. Upon passing an entrance exam, police recruits undertake a training program for a period of four months. The program, designed by police officers from the CNP Training Department and presented by Cambodian police instructors, is intended to provide new police officers with a basic level of understanding of Cambodian law and the skills required to be a police officer. It delivers elementary information related to legislation, basic criminal investigation, arrest powers and applications, firearm techniques, report writing, police ethics and court room procedure. Unfortunately, the police recruit training program is not comprehensive in the sense that it fails to train police in many aspects of community policing. The program does not provide any training in forensic evidence, crime scene preservation and evidence collection, raid planning, offender security or victim management. There are few practical exercises incorporated into the program and none that teach police how to conduct daily investigative duties.

<b>POLICE ACADEMY RECRUIT TRAINING PROGRAM: A COMPARATIVE ANALYSIS</b>		
<i>Elements</i>	<i>Victorian State Police (Australia)</i>	<i>CNP</i>
<i>Length of program</i>	6 months intensive course	4 months intensive course
<i>Law and theory</i>	Classroom learning. Legislation governing internal police procedures, arrest powers, search & seizure powers, policing & criminal investigation techniques, interview techniques, victim/witness treatment, domestic violence and victim after-care services. Pass/Fail requirement.	Classroom learning. Law and internal police procedures, arrest powers, basic computer skills, interview techniques. Pass/Fail requirement.
<i>Practical examinations</i>	Practical examination conducted on every component of theory learning. Practical exercises include conducting arrests, crime scene control, raid execution, witness/victim interviews, domestic violence and court procedure. Pass/Fail requirement	Basic practical exercise on conducting arrests and interview techniques. No pass/Fail requirement
<i>Computer Skills</i>	Training in computer programs and typing skills (min 60 words per minute). Pass/fail requirement.	Basic computer training. No pass/fail requirement.
<i>Report writing</i>	Numerous examinations related to report	No

	writing: spelling, essay writing, dictation, grammar, internal police report writing. Pass/Fail requirement.	
<i>Firearms</i>	Stringent firearm training. Must reach high level of target accuracy from various distances.	Some firearm training. No target accuracy requirements. No pass/fail requirement.
<i>Defensive Tactics</i>	Daily education in hand to hand combat, handcuffing procedures, baton training, O/C spray training. Pass/fail requirements.	Basic training in handcuff techniques and weapon control. No pass/fail requirement.
<i>Physical fitness</i>	Daily targets set for body weight exercises, sprinting, long distance running and the agility course. Pass/Fail requirements	Basic physical fitness exercises. No pass/fail requirements

### ***Specialist Departments***

The CNP Training Department provides training programs for some of the CNP specialist departments, including the Security Department, Judicial Police, Public Order, Border Protection and AHTJPD.

Police officers wishing to work in the AHTJPD are not subject to a special entrance exam. Those officers apply through the CNP Personnel Department, which allocates police to various AHTJP offices or sections depending on geographical location and staffing requirements. There is no compulsory training course for police officers entering, or already placed within, the AHTJPD. The CNP Training Department course for AHTJPD officers was established in early 2006 and runs for four months at the National Police Academy. It is offered to selected officers once a year and to date only approximately 100 of the 700 officers in the AHTJPD have completed the course. Financial constraints prevent the CNP Training Department from offering the course more frequently and to a greater number of participants. This course provides basic training in internal AHTJPD procedures governing reporting and investigation of crimes, victim treatment and aftercare services, and laws and regulations related to both internal and cross-border trafficking. It also covers some training on human trafficking investigation techniques, evidence collection methods and victim/offender interview methods. Unfortunately this training is purely theoretical and does not contain practical components. By international standards it is far from comprehensive

in providing the specialist skills required to address serious crime. Further, the course does not have a pass/fail standard and as such all officers pass regardless of performance or understanding of course materials.

Officers entering the CID do not receive advanced training in criminal investigation techniques, such as physical and forensic evidence collection. They do however receive some basic training related to interview techniques and the Criminal Procedure Code. Like the AHTJPD, the CID does not have an entrance criteria based on pass/fail benchmarks. Police officers seeking employment in the CID simply apply to the CNP Personnel Department and are allocated to CID units depending on geographical location and staffing requirements.

<b>POST-RECRUIT REQUIREMENTS: A COMPARATIVE ANALYSIS</b>		
<b><i>Requirements</i></b>	<b><i>Victorian State Police (Australia)</i></b>	<b><i>CNP</i></b>
<i>Driving School</i>	Two week intensive driving course. High speed driving, obstacle course, steering techniques, pursuit. Pass/Fail requirement.	No.
<i>Probationary period</i>	Two years as a probationary police constable. Can only work in a basic policing capacity. No promotion allowed. Must return to the police academy on four occasions for additional two week training sessions. Pass/Fail requirements.	No.
<i>Promotion</i>	After four years police constables are eligible to sit the promotion exam for Senior Constable. Pass/Fail requirement.	Officers can be promoted after one year. Exam conducted. Pass/Fail requirements
<i>Field Investigators Course</i>	Qualified Senior Constables must pass a review panel. A one month intensive training course follows, teaching crime scene searching and preservation, evidence collection methods, physical and forensic evidence. Pass/Fail requirement.	No
<i>Detective Training School</i>	Written application submitted followed by intensive selection process. 15 week intensive training course teaching advanced areas of law, criminal investigation, evidence collection	No.

	methods and forensic evidence. Pass/Fail requirement.	
<i>Promotion to specialist departments</i>	Written application submitted followed by intensive selection process. Further training may be provided dependant on the particular department.	Written application submitted to personnel department, which makes decision based on geographical location and staffing requirements.

### ***Instructors***

Cambodian police instructors are high-ranking CNP officers, many of whom have received tertiary qualifications or attended specialist police training courses in countries like Vietnam, America and Australia. Upon accepting an invitation by the CNP Training Department to become an instructor, officers undertake a short refresher course that ensures they are familiar with current Cambodian legislation. There is no standardised ‘training of trainers’ program that provides instructors with official accreditation.

### **4.2 NGO training practices**

In Cambodia, numerous local and international NGOs are providing training, financial support and resources to the CNP. The focus of these NGOs is almost entirely on human trafficking and child sexual exploitation.<sup>12</sup> Training programs are designed by international police officers living in Cambodia or Asia, and by Cambodian and expatriate professionals who work in legal and human rights fields. Thematic areas include:

- Community-based policing
- Human trafficking investigation
- Crime scene investigation
- Cambodian law and UN Conventions
- Victim treatment and services
- Victim and offender interview techniques
- Court procedure and evidence compilation

<sup>12</sup> All of the NGOs interviewed for this report provide training only to the AHTJPD.

- Child rights.

The materials are usually presented in workshop or seminar format, ranging from one day to full three-week courses. They are delivered using power-point presentations, group discussions and case studies. Only one NGO interviewed for this report actively incorporates practical training with theoretical material, conducting exercises on practical issues that are applicable to Cambodian policing operational needs (including intelligence gathering, surveillance techniques, raid planning and execution, crime scene security and searching, offender custody and victim treatment). Rather than providing comprehensive criminal investigation skills that are relevant to the Cambodian policing environment, the rest concentrate mainly on Cambodian and international laws related to human trafficking and child rights.

Limited use is made of CNP or internationally-qualified police officers to deliver NGO training programs. The lack of control and oversight by the CNP, in particular the CNP Training Department, has meant that unqualified people are presenting training programs, and providing training material that is not relevant to Cambodian policing duties or specialist criminal investigation techniques.

Six of the eight NGOs delivering police training that were interviewed for this report stated that they do not co-ordinate with the CNP Training Department to discuss program material, training locations, program outcomes or general police operational requirements. Liaison between the Department of International Relations (MOI) and NGOs providing police training has rarely occurred. As such, control of NGO police training programs by either the CNP Training Department or the Department of International Relations is minimal. Furthermore, NGOs fail to cooperate with each other, resulting in program duplication and an un-coordinated approach to program delivery. None of the NGOs interviewed for this report coordinated with other organizations unless they were affiliated with them for specific training programs. Five of the eight NGOs provide training programs to police in the same province without coordinating with each other. Duplication causes confusion among police officers who attend training courses delivered by more than one NGO.

The situation additionally creates an internal skills divide within units and departments when only certain officers are receiving training. There are no police training programs offered by NGOs to all CNP officers, nor are they delivered to all officers within specialist departments such as AHTJPD or CID. Training packages are only offered to police in the provinces that the individual NGOs operate in, and only to those officers allocated by the CNP Personnel Department. These training packages, especially those designed for AHTJPD police, do not have standardized expected outcomes that determine the competency of police undertaking the training. Most do not have examinations or other evaluation systems that assess the understanding and retention of training material by participants. Training programs that do gauge the success of training and competency of police using examinations set low pass marks and the results do not have any influence on the accountability or policing future of participants.

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## 5. MOVING FORWARD: RECOMMENDATIONS

In order for policing units to operate effectively in investigating serious crime, recruitment and promotion practices must be based on tightly controlled selection criteria and fitness for office. Training programs must provide officers with knowledge and understanding about all aspects of policing and criminal investigation, and equip them with the skills to implement that knowledge in practice. Without stringent recruitment and promotion practices, and high-standard training programs, investigations resulting in quality and legally obtained evidence will rarely occur, many offences will go undetected, and those that are detected will be unlikely to result in successful prosecution.

Steps must be taken to bring Cambodian law enforcement capacity closer to international policing standards. Reform of recruitment, training and promotion practices must be undertaken. The following recommendations for reformation of Cambodia's police training system have been determined in consultation with the CNP, MOI and civil society.

### *1. Development and implementation of a national standardized police training curriculum for all recruits*

The recruit training curriculum must be a program that

- b. is delivered at a well-resourced National Police Academy;
- c. by CNP instructors;
- d. contains basic criminal investigation training;
- e. incorporates practical exercises carried out in established facilities, including crime scene rooms; and
- f. is based on pass/fail requirements.

In particular, the recruit training program should provide all CNP police officers with basic knowledge and skills in the following areas:

- Cambodian law and regulations
- Ethics and responsibilities



- Raid planning and execution
- Arrest procedures
- Crime scene security and searching
- Forensic evidence procedure, collection and storage
- Witness, victim and offender interview techniques
- Report writing and preparation of case files
- Court procedure, including evidence presentation
- Computer skills, including internet investigation.

**2. *Development and implementation of a standardized intake process for specialist departments***

Promotion of officers to specialist departments such as the CID and AHTJPD should

- a. be coordinated by the CNP Training Department, in cooperation with the CNP Personnel Department;
- b. require results-based proof of eligibility for entry, including demonstrated evidence of professional experience and a record of achievement; and
- c. be based on pass/fail requirements.

**3. *Development and implementation of standardized training programs for specialist departments***

Training programs for specialist CNP department such as the CID and AHTJPD should

- a. be made available to *all* officers who have passed the requirements for entry into the various departments;
- b. be delivered at a well-resourced training academy by CNP Instructors;
- c. contain advanced criminal investigation training and incorporate practical exercises; and
- d. be based on pass/fail requirements.

In particular, specialist training programs should provide officers with advanced skills and expertise related to their specialty in the following areas:

- Specific criminal offences, laws and regulations

- Intelligence gathering and avenues of inquiry
- Criminal psychology and criminal networks
- Investigation planning and management
- Arrest and search powers
- Complainant/Witness statements and victim treatment
- Crime scene security, searching and preservation
- Forensic evidence and evidence collection methods
- Suspect interview techniques
- Evidence and brief compilation.

#### ***4. Development and implementation of standardized Instructor intake processes and training programs***

To ensure consistency in the delivery of standardized CNP training programs, an instructor intake process is required that

- a. is coordinated by the CNP Training Department;
- b. requires results-based proof of eligibility for entry, including demonstrated evidence of professional experience and a record of achievement;
- c. is based on pass/fail requirements

Instructor training programs delivered by the CNP Training Departments should

- a. provide standardized teaching expertise and skills to instructors in relevant areas; and
- b. be based on pass/fail requirements.

*Standardization* is the most important and consistent element of the above recommendations. Standardization of training for Cambodia's law enforcement can only be realized if the following factors are achieved:

- Placement of overall control of police training in the hands of the central training body, the CNP Training Department.
- Provision of sufficient resources to the CNP Training Department to manage its National and Regional Police Academies.

- Provision of financial and logistical support by civil society (donors and NGOs) and full cooperation with the CNP Training Department.

The consequences of failing to reform recruitment, training and promotion practices are severe. CNP officers will continue to operate without the uniform level of basic police training and criminal investigation skills that are required to conduct daily policing duties to expected standards. The international community cannot expect the CNP to address and reduce levels of serious crime, such as human trafficking and child exploitation, if its officers do not receive the necessary training and resources upon which international standards are based.

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## 6. CONCLUSION

The hypothesis of this research was that unregulated recruitment and promotion practices, combined with a lack of standardized training programs, are directly responsible for many of the failures of the CNP with respect to criminal investigation and effective community protection. The information and analysis contained in this report has proven the hypothesis correct.

There are a number of factors hindering the effective delivery of comprehensive police training in Cambodia. New recruit and specialist training programs offered by the CNP do not provide police officers with practical criminal investigation skills that can be applied effectively in the field to address criminal activity. Recruitment and promotion practices are ad-hoc and unregulated, and fail to include selection criteria based on achieved results and accomplishments. The numerous NGOs providing additional training programs fail to coordinate with the CNP or with each other, leading to duplication and confusion. NGO focus on theoretical understanding of local and international law, while important, is on its own failing to improve the practical skills-base of police officers. Neither the CNP nor NGOs are providing training to all specialist police, with some attending a substantial number of programs and others none at all.

These factors are preventing the CNP from achieving international standards of policing ability and effectiveness. The crimes that police officers from specialist departments such as the AHTJPD and CID investigate are serious and complex in nature, often involving skilled and well-resourced criminal elements. Effective policing of these crimes requires investigation by officers who possess a high-level understanding of policing duties and advanced criminal investigation techniques. Examples provided have demonstrated that the required skills are not being taught to an adequate level in existing training programs and there is a substantial failure to implement these skills in practice at the ground level.

In order to address the problems associated with police training, recruitment and promotion practices in Cambodia, the CNP requires control over the direction and

structure of a standardized national police training curriculum (and associated policies for recruitment and promotion) that is supported both financially and logistically by the RGKC, local community and civil society. Reforms must be implemented which place ownership of police recruitment and training directly in the hands of the CNP. Those reforms must include: the development of comprehensive entry-level and advanced training programs that incorporate practical exercises; the development of results-based selection procedures for entry, promotion and job placement; and modification of NGO and civil society direct involvement in police training.

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