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U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
USAID/THAILAND

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September 26, 1991

Mr. Louis Mitchell
Chief Executive Officer
Private Agencies Collaborating Together
1901 Pennsylvania Avenue, N.W.
Suite 501
Washington, D.C. 20006

Dear Mr. Mitchell:

Cooperative Agreement No. 442-0104-A-00-1187-00

Pursuant to the authority contained in the Foreign Assistance Act of 1961, as amended, the Agency for International Development (hereinafter referred to as "A.I.D" or "Grantor") gives the cooperative agreement to the Private Agencies Collaborating Together (hereinafter referred to as "Recipient" or "PACT"), the sum of \$5,000,000 to support for Cambodia Community Outreach Project, as described in the Schedule of this agreement and the Attachment 2, entitled technical proposal.

This Cooperative Agreement is effective and obligation is made as of September 30, 1991 and shall apply to commitments made by the Recipient in furtherance of program objectives during the period beginning with the effective date and ending September 29, 1993.

This Cooperative Agreement is made to the Recipient on condition that the funds will be administered in accordance with the terms and conditions as set forth in Attachment No. 1 entitled the Schedule, Attachment No. 2 entitled Cambodia Community Outreach Project Proposal and Attachment No. 3 entitled Standard Provisions and Optional Standard Provisions. In the event that there is a discrepancy or disagreement between the Standard Provisions and Optional Standard Provisions or Cooperative Agreement Cover Letter, the Cambodia Community Outreach Project Proposal or Cooperative Agreement Cover Letter, the Cambodia Community Outreach Project Proposal and Cooperative Agreement Cover Letter shall prevail.

Best Available Copy

If you are in agreement with the terms and conditions of this Cooperative Agreement, please sign the original and five copies of this letter to acknowledge your agreement and return the original and four copies to this office. Keep one copy for your records.

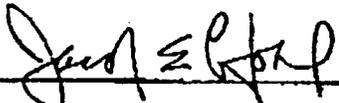
Sincerely,



Neil C. Edin
Agreement Officer

Acknowledged:

Private Agencies Collaborating Together

BY : 
TITLE: Deputy Executive Director
DATE : 9/26/91

Attachments:

1. Schedule
2. Cambodia Community Outreach Project Proposal
3. Standard Provisions and Optional Standard Provisions
4. Report Format

Fiscal Data

PIO/T No.: 442-0104-3-10077

Project No.: 442-0104

Appropriation: 72-1111021

Budget Plan Code: QDHA-91-23442-IG15, \$ 665,000 (P910179)
QDPA-91-23442-IG15, \$2,490,000 ((910180)
QDCA-91-23442-IG15, \$ 500,000 (P910181)
QDSA-91-23442-IG15, \$ 500,000 (P910182)
QDEA-91-23442-IG15, \$ 352,000 (P910183)
QDNA-91-23442-IG15, \$ 493,000 (P910184)

Total Estimated Amount: \$5,000,000

Total Obligated Amount: \$5,000,000

IRS Employer Identification Number: 13-2702768

Letter of Credit Number: 72001484

Funding Source: USAID/Bangkok

Funds Available John Dial date 9/26/91
John Dial, Controller 10.4

Schedule

A. Purpose of Cooperative Agreement

The purpose of this Cooperative Agreement is to provide support for Cambodia Community Outreach Project as more fully described in Attachment 2 entitled Cambodia Community Outreach Project Proposal.

B. Period of Cooperative Agreement

This effective date of this agreement is September 30, 1991. The estimated completion date is September 29, 1993.

C. Cooperative Agreement Amount and Method of Payment

1. The total estimated amount of this Cooperative Agreement for the period shown in paragraph B. above is \$5,000,000.

2. A.I.D. hereby obligates the amount of \$5,000,000 for the purpose of this Agreement.

3. Payment shall be made to the Recipient in accordance with the procedures set forth in Attachment 3 - Optional Standard Provision No. 2 entitled "Payment - Letter of Credit".

D. Budget Plan

The estimated budgets for the Agreement are as follows and revisions to this budget may be made in accordance with the Standard Provision entitled "Revision of Cooperative Agreement Budget".

Budget

	<u>Year 1</u>	<u>Year 2</u>	<u>Total</u>
I. PACT			
A. Salaries/Field	\$147,666	\$155,050	\$302,716
B. Salaries/Home Office	54,892	49,423	104,315
C. Consultants	20,300	5,670	25,970
D. Travel/Per Diem	60,630	46,359	106,989
E. Allowances	102,839	84,020	186,859
F. Training	11,000	7,875	18,875
G. Other direct costs	202,837	69,893	272,730
H. Subgrants/agreements	3,200,000	0	3,200,000
I. PACT Indirect	236,043	108,755	344,798
Total PACT Cost	\$4,036,207	\$527,045	\$4,563,252
II. Partner/JSI	221,774	214,974	436,748
TOTAL PROGRAM COST	\$4,257,981	\$742,019	\$5,000,000

* Subgrants or agreements need prior cost review and technical review before any award. Written concurrence will be required. This could be changed later with discussion with AID/W and Agreement Officer.

E. Standard Provisions:

This Cooperative Agreement includes, as Attachment No. 3, the Mandatory Standard Provisions numbered 1 through 13 and the Optional Standard Provisions that are shown on the index as applying to this Agreement.

F. Overhead (Indirect Cost) Rate

Pursuant to the Optional Standard Provision clause No. 12 of this agreement entitled "Negotiated Indirect Cost Rate - Predetermined", a rate is established for the PACT and JSI accounting period as described below:

PACT

<u>Rate</u>	<u>Base</u>	<u>Period</u>
26.00%	Total cost	From agreement effective date until rate is amended by amendment to this Cooperative Agreement

<u>Rate</u>	<u>Base</u>	<u>Period</u>
<u>JSI</u> 70%	Direct salaries and wages including vacation, holiday and sick pay but excluding other fringe benefits	From agreement effective date until rate is amended by amendment to this Cooperative Agreement

F. Audit

In the event that the independent audit reports on the Recipient or any sub-recipient or contractor, as provided for, and/or program reports, do not satisfy AID's requirements as determined by the A.I.D. Inspector General (Audit), and the A.I.D. Inspector General chooses to make an on-site fiscal or program audit, the Recipient agrees to USAID taking reasonable steps to coordinate the scheduling and conduct of such audit with the Recipient in advance, and to providing unrestricted access to its books and records, as further described in Mandatory Standard Provision No. 2.

G. Authorized Geographical Code

Vehicle purchase, supplies and employment of employees must follow this Optional Standard Provision No. 6, page 4C-25(b)(1)(i) except that procurement is authorized when necessary for commodities or supplies in Cambodia. USAID emblems shall be attached on side of any vehicles or major equipment purchased from this cooperative agreement's funds.

H. Reporting

PACT will provide reports as follows:

Two copies each of detailed progress reports in English to Mr. William B. Erdahl, Office of Khmer Affairs, USAID/Bangkok, Box 47, APO AP96546-7200; Mr. Michael Feldstein, APRE/PCAP/C; Mr. G. Morris, APRE/DR/PD, Agency for International Development, Washington, D.C. 20523 from the date of the Agreement and such reports will become due within 30 days following the 6th, 12th, 18th and 24th month of the project. Reports will describe the progress and problems related to those project activities set forth in the project proposal, following the recommended reporting format (Attachment 4). The reporting of gender-segregated data on participants and beneficiaries of project activities is also required.

I. Substantial Involvement

AID will be a part of the subgrant/agreement review process and also will regularly advise on oversight responsibilities of other USAID grantees/recipients in Phnom Penh. Recipient is expected to meet regularly with AID Agreement Officer, AID Project Officer, and O/FIN/Bangkok to seek ways of improving operations of other AID grantees in Phnom Penh.

J. Special Provisions

1. USAID emblems shall be displayed on all vehicles purchased with USAID funds.

2. Local Cambodia currency may be exchanged for the highest legal rate available. All currency exchanges require the rate of exchange to be noted, date of exchange and where exchanged.

3. Evacuation insurance for non-Cambodian employees may be charged to cooperative agreement when employees are in Cambodia.

4. Vehicle titles will be vested in recipient but at end of cooperative agreement USAID will review who final title should rest with. Recipient does not need waiver to purchase vehicle. Vehicles noted in budget are hereby authorized. Recipient is responsible for all necessary clearance.

5. Ground communication station will not be purchased under this agreement until necessary Cambodian clearances have been obtained. American communication equipment shall be purchased.

6. Recipient is responsible for all necessary clearances for personnel, personal effects, and commodities.

7. Recipient shall review GAO audit report NSIAD 91-260 and shall work with AID in assisting AID funded grantees/recipients in meeting necessary AID requirements and documentation clauses on oversight and delivery systems. Regular meetings with AID grantees is required and should be reported in quarterly reports to AID on fundings and development.

CAMBODIA COMMUNITY OUTREACH PROJECT

Technical Proposal

**PRIVATE AGENCIES COLLABORATING TOGETHER (PACT)
AND
JSI RESEARCH AND TRAINING (JSI)**

AUGUST 30, 1991

OUTLINE

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Team Leader/NGO Specialist	
Commodity Management Specialist	
Accountant	
Backstop Officers: Washington/Jakarta/Bangkok	

APPENDIX A: Resumes of Personnel

EXECUTIVE SUMMARY

PACT and JSI Research and Training (JSI), are pleased to submit this proposal for a cooperative agreement to implement the Cambodia Community Outreach Project (CCOP). As a team, the joint strengths of PACT/JSI are focussed by our commitment to South East Asia, NGO capacity-building, and facilitating delivery of development assistance to the community level.

PACT/JSI feel that our specific strengths and set of experiences make our partnership particularly appropriate to implement this project given the economic and socio-political history of Cambodia, the role of NGOs called for in the RFA, and the special nature of the Project itself.

The Project's special nature - essentially establishing a surrogate USAID office in Cambodia, providing humanitarian assistance to communities, while at the same time improving the capacities of the NGOs through which the humanitarian assistance is provided - requires a special approach. We clearly understand and appreciate these issues. Reinforcing our institutional track records, we propose seasoned personnel with extensive A.I.D. and Asia experience - in general administration and management, subgrant administration and management, and program. Further, we propose an approach to Project implementation with which PACT is particularly adept as the most experienced U.S.-based consortium of international development NGOs. Our approach includes institutional development and community empowerment considerations in subproject selection, sustainable capacity building, strengthening of partnerships in subproject implementation, and accountability throughout for both funds and outputs.

Besides being attestations of our long-standing commitment to South East Asia and of our access to Regional technical resources that can be of benefit to the Project, PACT's Regional Office in Jakarta and Country Program Office in Bangkok are mechanisms that assure our ability to set up operations soundly and quickly in Cambodia, and to provide realistic and appropriate oversight of the Project Team on behalf of A.I.D.

The Cambodia Community Outreach Project will provide A.I.D. with an opportunity to establish a resource center in Phnom Penh for future support to NGOs in Cambodia and community development efforts. PACT/JSI feel that this potential adds to the appropriateness of our proposed approach. Though the Project is limited to two years, our intention is to implement it with the longer term involvement of A.I.D. in Cambodia in mind. We would be most interested and willing to discuss with A.I.D. the practical implications of using the Project Team and office to develop new programs, implement new initiatives and provide ongoing support to the NGO community beyond Project lifetime.

I. INTRODUCTION

A. HISTORICAL BACKGROUND AND THE ROLE OF NGOs IN RELIEF AND DEVELOPMENT

The 1970's saw a war-ravaged Cambodia's traditional economy all but vanish. During 1979-1981, when the Kampuchea People's Revolutionary Council (KPRC) was the sole organ of State, the country was dependent on a massive humanitarian effort to prevent starvation. The KPRC was preoccupied with supervising the resettlement of millions of displaced people, rebuilding the administrative machinery, re-stimulating food production and other economic and commercial activity, and re-establishing urban life.

Apart from the massive United Nations humanitarian aid program between 1979 and 1981, Cambodia has been cut off from almost all major sources of international aid for nearly 15 years. Until recently, considerable assistance came from the Soviet Union and the Eastern Bloc countries. In response to the absence of bilateral and multilateral aid agencies, NGOs have undertaken projects far beyond their capacity and mandate.

In addition, the country suffers from a profound difficulty in that the human resources required to achieve the necessary turn-around have been seriously depleted. At the level of administration itself, it has been estimated that there are at present no more than about 300 experienced or qualified persons of all disciplines left in the country to govern, teach and practice their professions (UNDP Report of the Kampuchea Needs Assessment Study, 1989). The few that stayed on have a dated perspective and cannot perform their work efficiently because of the many demands made on them. The country's international isolation has discouraged most foreign firms from investing. The effects of a lack of investment have shown up in all social and economic sectors.

Demographic analyses indicate that as a result of the war twenty-five percent of rural households are headed by women playing a dual role of wage-earner and homemaker. Given their unprecedented role in the future life of the nation it is of paramount importance that imaginative policies and programs be devised to optimize their potential contribution.

In 1981, elections were held for several levels of local administration and a National Assembly, which adopted a new constitution. Political, social and economic organization was further facilitated by the development in the early 1980's of "people's revolutionary committees" at the levels of city ward, sub-district, district and province. Several mass organizations such as the Revolutionary Women's Association, the *krom samaki* or the Solidarity Group, and the Youth Organization also emerged to serve as a means of coping with the chaotic situation resulting from the upheavals of the 1970's.

Collective or cooperative labor on community projects is a well-established aspect of life in Cambodia, dating back to colonial days and before. In 1979, when so much of the country's infrastructure was non-functional and the government was without resources, volunteer collective labor became virtually the only way to undertake development work.

In response to the enormous needs of the Cambodians and a prospective peace settlement, the number of international NGOs present in Cambodia has doubled to more than 60 within the past 13 months; and the number of expatriate workers to more than 400. In view of this surge in the number of NGOs there is a need to develop a mechanism that would facilitate the inflow of potential humanitarian and development assistance. In Phnom Penh, there already exists the Cambodian Cooperation Committee whose membership includes all major international PVOs working in Cambodia. It is expected that the CCOP will work with this organization in collecting data on NGOs and identifying local groups. Also, many NGOs have established close working relations with the Women's Association, farmers' clubs and Buddhist monks in Cambodia in carrying out humanitarian/development projects.

On August 27, 1991, the prime minister of Cambodia and the leaders of the three guerilla forces that have been fighting his regime formally asserted that, working within the guidelines of a peace plan agreed by the U.N. Security Council's five permanent members, they have reached agreement on mutual disarmament and reduction of forces and the establishment of a Supreme National Council - on which they would be all represented - to act as repository of national sovereignty, while United Nations personnel take charge of a number of key ministries to prepare for elections. Given recent international political developments, the climate may be such that relations between supporters of the various factions, particularly Vietnam and the People's Republic of China, will actually bring about peace. This development makes the CCOP a timely intervention, and underlines the rapidly evolving political and social environment in which the project will be implemented.

B. CAMBODIA COMMUNITY OUTREACH PROJECT

Adequate health, education, and other services are not reaching all Cambodians, especially at community levels. Particularly vulnerable are women (especially widowed heads of households; young children; the disabled; orphans; and the displaced. At the same time Cambodia is faced with a shortage of nationals trained to meet these problems, while the economic assistance upon which the country has relied (from the Soviet Union and Eastern Europe) has been sharply reduced. This, along with drought and other climatic abnormalities resulting in a decline in the rice crop (Cambodia's staple), has led to severe food shortages felt particularly at the community level, and a lowering of the health status. The most vulnerable segment of the population is bearing the brunt of these developments, which will only worsen as public systems - already strained by lack of resources and trained personnel - approach a state of collapse.

The immediate and urgent priorities are to provide basic commodities and services, while improving the delivery of these inputs by the non-governmental sector, and at the same time reducing the dependency of the vulnerable population by promoting and supporting income-generating activities.

In addition to the two-pronged strategy proposed in the RFA, using subgrants to NGOs for provision of humanitarian assistance while on the other hand improving the ability of NGOs to provide such assistance at community levels to the vulnerable population, PACT recognizes three further, implicit aims:

- to provide Cambodians in the NGO sector with opportunities to develop the practical experience necessary to play a greater role in provision of humanitarian assistance;
- to strengthen the economies at community levels by bringing their most vulnerable members out of a situation of dependence and into a situation of production and income-generation; and
- empowerment of community members through support of self-help schemes and local community-based voluntary organizations to identify and meet their own needs.

PACT/JSI fully appreciate and understand that the Community Outreach Project is designed to introduce the developmental elements of training, community development and empowerment into a humanitarian assistance program while keeping the locus of operations at community levels and targeting the most vulnerable.

C. PACT CORPORATE CAPABILITY

Founded in 1971, PACT is an international consortium of 27 NGOs from the U.S. and developing countries. Some of these NGOs are major consortia in their own countries or regions.

PACT's overall goal is to help low income men and women in developing nations to make measurable and sustainable improvements in their lives. To achieve this goal, PACT strengthens the quality, sustainability and reach of development programs, and increases the effectiveness of NGOs in articulating and promoting policy. PACT plays its active, catalyst role in order to: strengthen regional and national NGOs and other independent sector institutions through consortia, support NGOs and others; build relationships and collaborations among diverse parties (NGOs, PVOs, Government, donors, others) to innovate solutions to poverty; advance policies to make volunteerism a potent force and build the NGO sector's capacity in building participation and engage in policy reform and development.

PACT pursues its goal within three major theme areas which are interrelated: access of the poor to resources through credit and small/micro enterprises, with emphasis on women's economic development; environmentally-sound productivity; special health and education concerns, including environmental health, water and sanitation, and AIDS.

PACT maintains a competent staff, resource people well versed in communications, participatory development, training, strategic planning and management.

PACT in Asia

SSNCC/Nepal. In partnership with the SSNCC, the only national NGO coordinating and resource body in the country, PACT is working to help strengthen small, local district-level NGOs using a field-based training approach and micro-grants to the NGOs. At the same time, PACT is strengthening the training capacity of the SSNCC.

PRIP/Bangladesh. USAID contracted PACT to design and manage the Private Rural

Initiatives Project (PRIP) to strengthen NGOs; forge joint NGO strategies to give landless people and poor women access to productive resources; sustain the environment while boosting rural productivity, and promote local self-financing of health and basic services. A process-oriented project, PRIP depends upon intensive learning processes and "clusters" of grants/contracts around themes for pilot initiatives; careful analysis in order to extract "lessons learned" from pilot initiatives; extension of lessons learned via documentation and materials production and training; feedback through additional field testing, and the leveraging of funds for extension of lessons learned to nationwide field activities.

To achieve the objectives of PRIP, PACT works in partnership with CARE, IVS, and EIL, each agency having a specifically defined area in which it works.

SPIRITED/Thailand. An NGO support program to strengthen cooperation of NGOs and government on environmental issues, and to build the strategic capacity and sustainable operations of NGOs in Thailand. Program components are environmental conservation, environmental health, land-use policy and community forestry, media and communications, and non-profit legal research and reform.

In this project PACT acts as an umbrella to five lead agencies, one for each of the program components mentioned above, each one working with interested NGOs and government on its own theme and applying the learning and linking approach to share their results. PACT manages a grant fund for these activities.

LELI/Indonesia. This Learning and Linkage program supports NGOs in Sumatra and Sulawesi to link productivity and environment in projects, and builds local agency management capacity to carry out these projects. With two major national consortia, WALHI (a network of environmental NGOs) and Bina Swadaya (an organization promoting self-reliance through income generating activities) 60 Sumatra and Sulawesi NGOs are being assisted through this project. PACT manages a grant fund for these activities and facilitates the formation of networks around specific themes.

D. JSI CORPORATE CAPABILITY

JSI has had extensive experience in working with NGOs, developing their institutional capacities, strengthening their management systems, and training their management staffs. JSI has also had experience in Cambodia (described below) as recently as early 1991.

JSI, a leader in international public health, has worked closely with private voluntary organizations in its centrally-funded projects, its bilateral projects and in short-term technical assistance assignments. In the large centrally funded projects such as the 5-year A.I.D. Enterprise Project, JSI has established a clear track record in successfully upgrading NGO management capabilities and increasing, through NGOs, private sector involvement in family planning activities. Also, many of Enterprise's subprojects have involved the provision of technical assistance to NGOs in strategic planning, development of program planning and management information systems supervision and monitoring, as well as financial management and commodity logistics systems.

Through the Enterprise Project JSI has also conducted numerous workshops for NGOs, focusing on management principles and organizational improvement strategies, and has developed a practical manual for PVO managers to assess their organizational strengths and needs for technical assistance. Throughout the five-year project, JSI hosted numerous workshops on management principles for PVO directors (on basic managerial skills team development and organizational assessment).

JSI's bilateral projects in specific countries have also devoted considerable time and effort to the development of the capacity of the private sector, especially NGOs. Projects in the eight countries of the Eastern Caribbean, Kenya, Nepal, and Nigeria, among others, help NGOs play a significant role in the delivery of health-related services by training their administrators and managers in improved management and financial systems. For example, in Kenya, JSI developed and conducted training for NGO staff on a clinic management information system. In the Eastern Caribbean, JSI has provided technical assistance and training in a range of logistics, management (including MIS), and financial areas to increase the capability of the groups and impact of their programs.

In short-term technical assistance, JSI has provided support to NGOs around the world in health and development. This includes activities in the Dominican Republic where JSI assisted a PVO to develop a financial reporting system to meet the needs of a growing agency: an improved accounting system was introduced and institutionalized at the headquarters as well as its satellite clinics, allowing the agency to routinely analyze budgets, institute cost control measures and perform cash flow and break-even analyses. JSI has also consulted for NGOs to identify organizational managerial strengthening needs and trained them in those systems, including management information systems, financial accounting systems, and logistics management systems.

JSI has had experience working in Indo-China. Several years ago, a senior JSI public health expert was part of a team that visited Vietnam to determine the current status of their family planning operations and their most urgent needs. In April 1991, JSI was requested by A.I.D./Washington to send a three-person team into Cambodia to conduct a needs assessment. The report identified the most urgent needs of the vulnerable groups (widows, children, displaced persons, disabled citizens and veterans, orphans and the elderly) in the country. It spelled out the desperate situation faced by the government, which is critically short of financial resources and the commodities required to provide basic social services for the vulnerable segment of the society, and made recommendations for interventions in the social services sector.

In conducting this assessment JSI developed a familiarity with many of the problems faced by Cambodia that are targeted in the RFA, as well as with the PVOs operating there and their personnel.

II. ELEMENTS OF PROJECT IMPLEMENTATION

A. APPROACH

Given the degree of need in the vulnerable population which is a primary target of this project, and given the potential in local communities for the emergence of community self-help groups, and the challenges facing NGOs working in the area of humanitarian assistance and provision of basic services, PACT/JSI propose an approach that combines several features of successful training, organizational development, grants management and community development previously tested and implemented by the partners. It is understood that with this approach individual NGOs and the communities they serve will be demonstrably strengthened by the end of the Project, and that every effort will be made to encourage and support the establishment of a number of pilot community-based voluntary organizations from which valuable lessons could be learned to guide further community development/empowerment interventions. Replicability will therefore be a prime consideration. Special attention will also be given to issues of the economic viability of these organizations and community groups.

To assure skills transfer and capacity strengthening to the community-based groups during the life of the Project, short-term technical assistance will be provided by PACT/JSI through NGOs to emerging community groups, and to the NGOs themselves. These activities, to be designed and implemented with the beneficiaries, will include: training and commodity support to humanitarian assistance efforts; food security (food, storage, distribution) at village level primary health care delivery/community health; nutrition, sanitation, leadership training; small project design and management; training and management needs assessments; socio-economic surveys and needs assessments; small-scale credit and micro-enterprise training and support; and financial and commodity management training. Activities which develop and strengthen Cambodian local community groups will be considered priority.

B. PROJECT MANAGEMENT AND DISBURSEMENT MECHANISM

SubProject Screening System. The system PACT/JSI propose to adapt to the CCOP has been tested globally for over 15 years, and has been favorably evaluated by the requesting agencies, donors, and independent evaluators. This system includes an assessment of the institutional track record and principal officers of the requesting NGO, interviews with field-level operators, and site visits to the project locale.

Proposal reviews routinely seek insight into subsidiary issues concerning the extent to which the applicant organization can produce the intended results and meet the funding criteria, which fall into five categories:

Experience: does the proposing NGO, either through its officers or partners, demonstrate competent, committed leadership, a good record of performance, and credibility with its beneficiaries?

Design and Evaluation: Does the sub-project possess a sound and well-articulated implementation plan compatible with the goals and objectives proposed? Does the plan demonstrate beneficiary

participation (especially emerging community organizations, where applicable) in design, implementation and evaluation? Is there a well-designed evaluation plan demonstrating that performance does result in goal accomplishment? Does it address the key issues? Is the cost of the activity appropriate in relation to local levels of wealth and expected results? Does it make effective use of local resources (human, material, organizational)?

Capacity-Building/Sustainability: Do sub-grant proposals indicate readiness to include emerging community organizations, where applicable, as partners? Does the project demonstrate a reasonable leveraging potential in favor of emerging community organizations?

Accountability: Is the subgrantee able to provide periodic narrative reports, including charts and graphic presentations, summarizing progress and assessing results? Does an adequate financial system exist to provide sufficient evidence that the funds are used appropriately?

SubProject Selection and Monitoring Committee. A Project Selection and Monitoring Committee composed of A.I.D. Officers in Bangkok will consider all Project proposals presented, after they have been screened by the CCOP Project team in Phnom Penh to assure that they are technically sound and meet the established criteria. The CCOP Team Leader will participate in the deliberations of the Selection Committee to present team findings gathered in the screening process and to provide contextual information relevant to the proposals being considered.

The Project Selection Committee will at first (during the second and third quarters of the CCOP) meet every two months to review funding requests. Thereafter (as of the fourth quarter of CCOP), it will meet quarterly as the CCOP progresses, the entirety of the grant fund is obligated, and project monitoring & evaluation and impact assessment become more important.

PACT/JSI's CCOP Team will negotiate a Grant Implementing Agreement (GIA) with the beneficiary NGO upon Project Selection Committee approval of subgrant proposals. As indicated in the RFA, the GIA will establish the terms of the grant, the level of funding, and the level of involvement of the parties, as well as a description of the goals, objectives, reporting requirements and budget. The GIA will also indicate quantifiable outputs to measure success, and the indicators by which progress will be evaluated. The GIA will be approved by A.I.D. before the first disbursement to the NGO can be made.

Management Information Systems. Financial and commodity management information, and assessment databases will be processed and stored using software compatible with that of A.I.D. Updates will be submitted to A.I.D. by the CCOP Team Leader at each SubProject Selection and Monitoring Committee meeting. Thus the CCOP Team will ensure that A.I.D. will be able to conduct any necessary analyses at any time with up-to-date information.

Monitoring and Evaluation. Upon completion of the review and selection process, the implementation and monitoring phases of the subproject begin. Crucially important to the monitoring process are the quarterly field visits to verify subproject progress and impact potential. Another important tool is the structured project review meeting, which will be held with recipient NGOs according to a schedule established at the onset of each subproject.

Reporting and evaluation will be used as a practical tool to assist the requesting agency and the beneficiaries to adjust plans and activities to changing circumstances, and to analyze project results and their consequences for the NGO, the beneficiaries, and the area in which the activity is located. Regular reporting is designed to:

- ensure the responsible management of subgrant monies;
- encourage recipient NGOs to systematically review progress and make adjustments for future planning; and
- promote a partnership relationship between NGO and community organization, where appropriate.

In addition to project visits and structured project reviews, two types of reports will be required for all grants:

Financial: Quarterly reporting on the use of subgrant funds; and annual audits by a qualified certified public account, attesting to the receipt and use of subgrant funds.

Narrative: Quarterly reporting on the monitoring of activities, including the assessment of progress and the analysis of results.

Each subgrant will include an evaluation plan in which the NGO will detail the steps it will take to gather baseline data, monitor progress, and evaluate results. The CCOP team will advise NGOs with their monitoring and evaluation functions as required, conducting quarterly site visits and holding project reviews as part of the monitoring process. At the 18th month A.I.D. will conduct a Project evaluation.

C. PROJECT IMPLEMENTATION & IMPACT MONITORING/REPORTING/EVALUATION

At the onset of the project, short-term teams which rely on a core of experts with relatively broad skills will be fielded to conduct a preliminary assessment, which is to be carried out in two simultaneous parts.

One part of the Preliminary Assessment will focus on the international NGO community which has been identified by A.I.D. as possible recipients of sub-grants for the provision of direct humanitarian assistance. Here, organizational needs assessments and operational profiles will permit detailed knowledge of these organizations, their capabilities and experiences, their areas of expertise. This will also enable the Project Team to develop collaborative relationships with these organizations.

The other part of the Preliminary Assessment will focus on the beneficiary communities to assess needs, identify and define (wherever possible) the most vulnerable groups, obtain socio-economic baseline data (for future comparative evaluations), identify community leaders (traditional as well as de facto), status of local community initiatives (if any), constraints to local area economic development, and potential activities. NGOs already active in Cambodia, and PACT's partner JSI,

will be able to provide much valuable information based on their experience gained in the country.

During this time contact will be made outside Cambodia by PACT's Regional Office for Asia (in Jakarta, Indonesia), Thailand Office (in Bangkok), and Headquarters (in Washington, D.C.) with the headquarters and regional offices of the NGOs active in Cambodia to explain the objectives of the project and to solicit their cooperation and support.

Besides providing baseline data on the NGOs and the local self-help groups, the Assessment will permit the matching of NGO capabilities to target communities, facilitate joint training experiences to ensure sub-project success, and the elaboration of detailed selection criteria to enable the evaluation of NGO sub-grant proposals. These criteria are likely to fall into several categories, a weighted combination of which would permit priority ranking of the proposals, and which would be proposed to USAID to assist selection and sub-grant award decisions.

The Assessment activities will be an opportunity to acquaint beneficiaries with the project and its objectives.

An illustrative example of possible categories of criteria proposed as a result of the assessment could be:

Sustainability - Proposed activities that are most likely to become sustainable, and for which sustainability is included as a goal in the design.

Impact - Proposed activities that would result in measurable impact or demonstrable improvement that would then enable sustainability.

Focus - Proposed activities with community-level focus, particularly towards the most vulnerable segments of the population.

The Assessment would be conducted during the first quarter of project implementation. The reports generated by the assessment would be presented, at the end of the first quarter, to A.I.D. with proposed criteria based on the reports and a proposed draft First Annual Work Plan.

During the first month of the second quarter, upon approval of a set of criteria and First Annual Work Plan, we would propose to hold a roundtable conference on the project to which the NGO community identified by A.I.D. as potential participants would be invited.

The Project Team would encourage the NGOs to follow up with community meetings with village elders, monks, and leaders in the communities where the assessment activities indicate serious potential for successful development of community voluntary organizations, and would be available to participate if invited by the NGOs. We would expect requests for assistance and sub-grant funds to follow shortly thereafter: during the remainder of the second quarter CCOP staff would assist NGOs (and community groups, where applicable) in formulating their requests where needed, facilitating joint planning and other partnerships where appropriate, and designing upcoming training and technical assistance inputs.

We would expect approval of the first sub-grants to begin during this latter part of the CCOP's second quarter of operations, with the bulk of the sub-grant budget obligated to recipients by the end of CCOP's first year. This is to provide sub-grants recipients as much time as possible to implement activities and realize some measurable outputs from which lessons can be derived by the time CCOP is evaluated in its 18th month as called for in the RFA.

III. PROPOSED PERSONNEL

Due to the absence of an A.I.D. office in Cambodia the very vital function of accountability will fall squarely on PACT/JSI and their personnel. In this highly visible and landmark assistance program to Cambodia there is no time to learn the rules and regulations "as you go" and little room for error. PACT/JSI have therefore chosen to reinforce our institutional track record in these areas by proposing a team of highly motivated and experienced personnel in the necessary areas, whose backgrounds are described below. We understand fully the importance of level of experience and responsibility that A.I.D. expect of the CCOP team.

Team Leader/NGO Specialist

Job Description: The NGO Specialist/Team Leader will be responsible for the day-to-day execution of the scope of work for the CCOP and will manage the various assignments detailed in the RFA through direct supervision of the other team members. He will also be the principal point of contact with the U.S. PVOs receiving grant funds under this project and responsible for all grantee work in, and reports from, Cambodia.

Besides coordinating and arranging all technical oversight and administrative support, he will be responsible for ground-level assessment of development issues in the PVO subgrants.

For this position PACT/JSI propose Mr. Kim J. DeRidder, who is currently the Asia Foundation's Director of Programs for Laos and Assistant Representative for Thailand.

As Director of Programs for Laos Mr. DeRidder is responsible for defining programming goals and strategy within the context of the Asia Foundation's mission. He is also in charge of designing, negotiating, and allocating project resources to Asia Foundation initiatives in Laos. In performing these duties Mr. DeRidder manages the administration of the Foundation's Thailand/Laos office, including personnel and technical assistance.

In his role of Assistant Representative for Thailand, Mr. DeRidder manages the Asia Foundation's NGO support initiative, whose objectives are to develop the management and institutional capabilities of NGOs; educate NGO leaders on the effective use of legitimate policy forums; and encourage constructive NGO/government/private sector forums. In fulfilling this role Mr. DeRidder is charged with identifying potential projects; designing, negotiating and awarding projects, and supporting government and academic institutions.

Previous to joining the Asia Foundation, Mr. DeRidder served as Senior Associate Regional

Director for Family Planning International Assistance (Planned Parenthood Federation), a major U.S.PVO. Covering Asia and the Pacific out of PPF's regional office in Thailand, Mr. DeRidder's responsibilities included NGO institutional development and technical assistance in strategic planning, organizational and fiscal management and program sustainability in the context of USAID-funded projects for over a dozen countries in Asia. Besides assessing commodity requirements and providing commodity management training to NGOs, his responsibilities at PPF also included setting up and managing logistic and supply systems, developing project implementation work plans, and analyzing performance data to determine project impact.

Mr. DeRidder has extensive knowledge of the U.S. NGO community, - especially those of its members operating in Asia. He has working knowledge of the policy issues with which NGOs deal and is familiar with community development issues. His experience in analyzing proposals and approaches for community-level assistance is based on over seven years working in this field in South East Asia. Mr. DeRidder has a sound understanding of A.I.D. rules, regulations, procedures and policies toward NGOs and understands A.I.D.'s organizational and bureaucratic requirements.

Besides his native English language, Mr. DeRidder speaks Thai, Lao, French, Mandarin Chinese and Khmer. His computer proficiency includes database, spreadsheet, word processing, utility and graphics programs. Mr. DeRidder holds a Master's Degree in Public Policy from the Lyndon B. Johnson School of Public Affairs, University of Texas (Austin).

Commodity Management Specialist

Job Description: Working on a daily basis with the sub-grant recipients, the Commodity Management Specialist (CMS) will ensure conformity with A.I.D. procurement as well as inventory management and control regulations and procedures for both project beneficiaries and the CCOP itself. The CMS will review and assess, on a continuous basis, NGOs' commodity management systems, and will identify and report on deviations or deficiencies from acceptable A.I.D. standards. He will recommend steps to correct deficiencies and deviations, and where necessary arrange for outside assistance when required.

For the Commodity Management Specialist position, PACT/JSI propose Mr. Glen Black.

Before working as Logistics Consultant for a USAID-funded malaria control project in Ecuador, Mr. Black served as Logistics Manager for USAID/Sudan's Rural Health Support Project where he was responsible for team and project logistics in the Kordofan and Darfur Regions. In this position he was responsible for organizing the transport of commodities and other supplies from Khartoum to the regions, procurement as per USAID regulations and geographic codes, and monitoring performance and effectiveness of community pharmacies. Mr. Black also organized and conducted training workshops in cold chain maintenance for rural generator operators to assist Sudan's Expanded Immunization Program, and developed a computerized inventory control system for pharmaceutical warehouses.

Previous to his work in the Sudan Mr. Black was Procurement Advisor for USAID's Child Survival Project in El Salvador, where he assisted the Salvadoran Ministry of Health in the

development of annual drug and medical supplies purchase programs. His responsibilities in El Salvador included reviewing the Ministry of Health drug procurement process and recommending more expedient means of carrying out the bid tender publication and awarding process. He was also responsible for reviewing the Ministry's procurement personnel and their functions.

For USAID's Cooperative Development Project in Equatorial Guinea before his work in Sudan, Mr. Black served as Deputy Chief of Party/Administrator, where his responsibilities included securing housing, communications and offices for project start up, international procurement of project vehicles, spare parts, office equipment and other project commodities as per USAID regulations. He also managed the project's banking and prepared monthly financial reports, organized monthly trips to Douala, Cameroon, to carry out project procurement, and organized procedures for timely reception of commodities in the national ports of entry.

Mr. Black also served as the World Food Program's Regional Administrator for the continental region of Equatorial Guinea; Logistics Manager for a medical team operating three refugee camps in Thailand; and Community Development Advisor for a disaster relief project in the Eastern Lau islands of Fiji, assisting in post-hurricane reconstruction of schools and housing. PACT/JSI feel that Mr. Black's 10 years of experience in commodities management and procurement for USAID projects in 5 countries under very challenging conditions have well prepared him for the position of Commodities Management Specialist for the Cambodia Community Outreach Project. Mr. Black studied International Development at the University of Missouri, where he earned a Master's Degree. Besides native English, he speaks French and Spanish, and is comfortable with computer applications such as databases, spreadsheets and word processing.

Accountant

Job Description: The Accountant will work closely with the NGOs receiving sub-grants under this project to assure conformity with A.I.D. accounting and control procedures. Similarly to the Commodity Management Specialist as indicated above, the Accountant will continually review and assess NGO beneficiaries' accounting systems (through audits and other means) and reports to verify compliance, identify and report on deviations or deficiencies from acceptable A.I.D. standards, and where necessary arrange for outside assistance to resolve any such problems.

Though not specifically called for in the RFA, we see a further set of responsibilities, namely to conduct pre-award assessments of potential beneficiaries' accounting and financial management capabilities to certify that sub-grant applicants are able to properly manage the funds for which they are making application, to identify training needs, and to provide a basis for ongoing comparative evaluations as part of the NGO-strengthening process.

PACT/JSI propose Mr. James V. Bender for the position of Accountant.

Since 1985 Mr. Bender has been consulting for the Office of the Inspector General to develop and implement procedures for the use of U.S. CPA firms to audit AID projects, contractors and PVOs worldwide; and for A.I.D./Washington Regional Inspector General's Office on contractor risk, audit gaps, audit programming priorities, and updating information for non-profit groups to ensure

compliance with OMB circulars A-110 and A-133 regarding independent auditing requirements by their own CPA firms.

Before consulting, Mr. Bender worked for A.I.D. for 24 years. His experience with the agency was first in Washington D.C., where for the first twelve years he participated in numerous overseas audits of missions, programs, projects and operations in over 40 countries. Subsequently, he spent nine additional years in overseas U.S.A.I.D. assignments (Saigon, Vietnam and Karachi, Pakistan) as audit manager before being posted back in Washington D.C. for his last three years with A.I.D., during which time he back-stopped the Inspector General's overseas regional offices out of the Policy and Procedures Division.

Previous to his 24 years with A.I.D. Mr. Bender spent 8 years as an auditor for the General Services Administration.

Backstop Officers

PACT/JSI proposes that PACT's Associate Director of Asia Operations (based at PACT Headquarters in Washington, D.C.) perform the back-stopping function. To facilitate Headquarters, however, PACT's Regional Director of Asia Operations (based in Jakarta, Indonesia) will be able to assist wherever needed or wherever it would be more cost effective to do so. The back-stopping and oversight responsibilities can be further facilitated by PACT's Office in Bangkok. This is proposed for logistical expediency, to lower travel and communications costs, and to assure a high quality of relevant programmatic support and supervision in response to A.I.D.'s project management needs.

PACT's substantial institutional presence in the Region, which includes a project office and Country Representative in Bangkok, as well as a Regional Office in Jakarta, enables us to approach back-stopping and oversight configurations with flexibility: we will be able to change the back-stopping configuration if, as indicated on p.5 of the RFA, A.I.D. travel within Cambodia were to become a possibility during the project lifetime.

Following are brief resumes of the Associate Director of Asia Regional Operations (Washington, D.C.) and the Director of Regional Operations (Jakarta):

The Associate Director of Asia Regional Operations, Cheryl Urashima, joined PACT after over eleven years experience holding a number of positions with Save the Children, a major U.S. PVO. The last ten years of this period were spent in Indonesia, first as Computer Systems Development Specialist and Trainer, where she selected and installed microcomputer systems and trained staff in computer applications for grant and internal monitoring, and then as Regional Trainer in Finance for Save the Children in Thailand, Sri Lanka, Maldives and Indonesia. Ms. Urashima subsequently assumed the positions of Administrator, and then Planning Monitoring and Evaluation Systems Advisor where she designed and facilitated planning, monitoring and evaluation strategies with an emphasis on strengthening community management capabilities.

After her work in monitoring and evaluation, Ms. Urashima assumed the position of Economic Development Program Advisor, where she directed program development and

implementation of economic development activities that included savings and loan cooperatives, management assistance for small-scale enterprises, and technical skills training for rural and urban project sites. This was followed by the position of Program Manager, designing, implementing and managing a community development program which included education, economic development, sanitation and infrastructure components.

Ms. Urashima graduated from Yale University with a Master's Degree in Public and Private Management, and also studied Micro-enterprise Development for Voluntary Agencies at the Cranfield School of Management in Cranfield, England. Besides native English, Ms. Urashima speaks French, Indonesian and Japanese.

In Indonesia, PACT's Director for Asia Regional Operations, Andra Corrothers, is an experienced manager, designer and evaluator of development programs in rural and urban national and local settings.

Since 1986 through August 1991, before joining PACT, Ms. Corrothers was PVO/NGO Development Advisor at USAID in Jakarta for the PVO Co-Financing II Project, in which she provided management assistance in project and assisted Indonesian and U.S. NGOs in their preparation of proposals for projects and multi-project support programs. In this position she was often called upon to develop objectives, strategies, and policies for program guidance and management, and to identify selected groups for special assistance. Close liaison with the PVO/NGO community was necessary to identify training and managerial requirements. Ms. Corrothers has, in fact, five years of experience overseeing and managing, for A.I.D., a project such as CCOP.

At the beginning of Ms. Corrothers' work at A.I.D. she developed the database scheme for the PVO Co-Financing II Project and outlined reporting and program management systems improvements.

Ms. Corrothers holds a Master's Degree in International Agriculture and International Development from California Polytechnic State University at San Luis Obispo. Besides native English, she is fluent in Indonesian.

PACT/JSI Liaison

To ensure coordination and efficiency between PACT and JSI in the partners' institutional support to the CCOP, JSI proposes to retain the services, for one week per month, of Ms. Diane Hedgecock, who since 1985 has been the Deputy Director for the A.I.D.-funded Resources for Child Health Project. As Deputy Director, Ms. Hedgecock is responsible for overall administrative operations and project management, including policy and planning, and providing accountability to A.I.D. As Ms. Hedgecock serves as liaison to A.I.D. and works closely with other bilateral, international, and private voluntary organizations for specific requests in the Child Health Project, PACT/JSI feel that she is the ideal candidate to play the liaison role. Ms. Hedgecock holds a M.S.P.H. degree from the University of North Carolina School of Public Health and has worked as a professional in the area of public health program management and training for over 20 years.