

PD-ABG-671
ISN 84214

AGENCY FOR INTERNATIONAL DEVELOPMENT
PROGRAM EVALUATION

CAMBODIAN PVO HUMANITARIAN ASSISTANCE PROGRAM

442-0104 and other project numbers

PD-ABG-671

Unclassified
CLASSIFICATION

App 12A-1, Chp 12, HB 3
(TM 3:43) 9-30-82

PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol: U

1. PROJECT TITLE Cambodian PVO Humanitarian Assistance Program			2. PROJECT NUMBER Various	3. MISSION/AID/W OFFICE USAID/Cambodia
5. KEY PROJECT IMPLEMENTATION DATES A. First PRO-AG or Equivalent FY <u>90</u> B. Final Obligation Expected FY _____ C. Final Input Delivery FY _____			4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <input type="checkbox"/> REGULAR EVALUATION <input checked="" type="checkbox"/> SPECIAL EVALUATION	
6. ESTIMATED PROJECT FUNDING A. Total \$ <u>18 million</u> B. U.S. \$ <u>18 million</u>			7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>1990</u> To (month/yr.) <u>present</u> Date of Evaluation Review _____	

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., aigram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
<p>An evaluation of USAID/Cambodia's PVO Humanitarian Assistance Program was conducted in March, 1993 to assess the effectiveness of the program. The evaluation covered activities funded under three project vehicles: (1) Aid to Victims of War -- AID/W centrally-funded; (2) Cambodian Community Outreach Project; and (3) Cambodian American National Development Project. See the attached summary.</p> <p>As a result of the evaluation, USAID will design a new PVO Co-financing Project to consolidate PVO humanitarian assistance grants.</p>	USAID/Cambodia and RSM/EA	May 1993

<p>9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS</p> <table> <tr> <td><input checked="" type="checkbox"/> Project Paper</td> <td><input type="checkbox"/> Implementation Plan e.g., CPI Network</td> <td><input type="checkbox"/> Other (Specify) _____</td> </tr> <tr> <td><input type="checkbox"/> Financial Plan</td> <td><input checked="" type="checkbox"/> PIO/T</td> <td>_____</td> </tr> <tr> <td><input type="checkbox"/> Logical Framework</td> <td><input type="checkbox"/> PIO/C</td> <td><input type="checkbox"/> Other (Specify) _____</td> </tr> <tr> <td><input type="checkbox"/> Project Agreement</td> <td><input type="checkbox"/> PIO/P</td> <td>_____</td> </tr> </table>	<input checked="" type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify) _____	<input type="checkbox"/> Financial Plan	<input checked="" type="checkbox"/> PIO/T	_____	<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify) _____	<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____	<p>10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT</p> <p>A. <input type="checkbox"/> Continue Project Without Change</p> <p>B. <input checked="" type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan</p> <p>C. <input type="checkbox"/> Discontinue Project</p>
<input checked="" type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify) _____											
<input type="checkbox"/> Financial Plan	<input checked="" type="checkbox"/> PIO/T	_____											
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify) _____											
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	_____											

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

Dominic D'Antonio, Program Officer; USAID/Cambodia
 Anne Huvos, PVO Grants Manager; USAID/Cambodia
 Denny Robertson, PDO; RSM/EA

12. Mission/AID/W Office Director Approval

Signature _____

Typed Name _____

Lee Twentyman, AID Rep

Date 7/28/93

USAID/Cambodia Project Evaluation Summary (PES) - Part II

A. Summary - The main objective of the USAID/Cambodia program is to support the country's rehabilitation and recovery efforts. U.S. legislation mandates that a significant portion of the funds be channeled through international relief agencies, U.S. private and voluntary organizations (PVOS), and UN agencies. An evaluation of PVO Humanitarian Assistance activities was conducted in March, 1993.

The purpose of the evaluation was to assess how well the various organizations receiving funds under the U.S. aid program are addressing Cambodia's rehabilitation and human resource development needs.

The main objective of the program--to provide basic needs assistance to the poorer elements of the population--is well-targeted. Grantee projects are broadly dispersed geographically, although several provinces remain uncovered. The process and criteria used to select grantees has produced an appropriate sectoral mix of activities.

PVOs that have been awarded grants are generally well-qualified, and have the expertise needed to manage humanitarian assistance projects efficiently. A number of PVO grantees experienced project start-up problems, which were essentially remedied by the establishment of the USAID Representative's Office in Phnom Penh.

Implementation of the program is proceeding well, although the staffing level need to be augmented. The report recommends the increased use of umbrella grants and sub-grants to reduce the management and monitoring burden.

Some PVOs claimed to be having difficulty accommodating AID's procurement regulations. The problem was viewed as one that could be readily overcome through closer collaboration between PVO field and headquarters staff.

There are virtually no reliable baseline data by which to gauge program impact. It is also difficult to measure the extent to which grantee objectives are being met. PVO absorptive capacity, in general, is not a major issue. All of the twelve grantees visited by the Team appear to have made adequate provisions for technical backstopping.

Coordination between USAID and grantee PVOs has been good, Program overlap has not surfaced as a key issue. Effective PVO coordination mechanisms have yet to be established at the provincial level, except in the northwest provinces.

Most of the grantees interviewed expressed the need to extend the implementation period for grants from one to three years. All parties concerned agreed that this would be appropriate. Some PVOs are uncertain as to whether they are required to provide a 25 percent cash or in-kind matching contribution for current projects, or whether the requirement had been waived. The Team recommended that the issue be clarified.

B. Evaluation Methodology - The evaluation was carried out by a contract team from Development Associates/Development Alternatives, Inc. Documents pertinent to the current situation in Cambodia were reviewed from the A.I.D. Information Service Center (DISC) in Rosslyn, Virginia, and from the World Bank, the IMF, and other sources. These documents, along with the Scope of Work for the evaluation, were used by the Team to develop an initial work plan, and to address logistical requirements.

The Team arrived in Cambodia in late February, and began assessing the country's continuing need for humanitarian assistance, both by direct field research and through interviews with PVOs, IOs, and USAID staff, and through reviews of comprehensive reports on the country's situation prepared by the UNDP, A.I.D., the PVOs operating in the country, and others.

The results of the evaluation will be used for the development of a new PVO Co-financing Project to consolidate future PVO humanitarian assistance activities.

C. External Factors - Cambodia remains a highly unstable environment. The most important change in external factors was the opening of the mission in Phnom Penh and the transfer of management responsibilities from the Office of Khmer Affairs (O/KA) in Bangkok. The program continues to be implemented outside of a government-to-government relationship.

D. Inputs - The evaluation strongly suggests increasing the amount of monitoring and management resources devoted to the PVO portfolio. This is especially true as the portfolio grows.

E. Outputs - The evaluation annexes contain clear descriptions of progress toward outputs for individual grants. With few exceptions, grantees are making good progress.

F. Purpose - There is no single project purpose for the varied grant agreements evaluated, however all share the objective of providing humanitarian assistance to the most vulnerable Cambodians. This will remain the overarching objective of the program for the next few years.

G. Goal/Subgoal - See purpose, above.

H. Beneficiaries - The beneficiaries of the PVO activities are the most vulnerable Cambodians. All grants have strong service delivery components in health care vocational education, etc.

I. Unplanned Effects - The presence of PVOs in Cambodia involved in basic humanitarian assistance is preventing the collapse of the health care delivery system and possible crises. The PVOs are training Cambodians who will very likely leave to serve in a civil service upon the election of a new government.

J. Lessons Learned - The principal lessons learned from the evaluation are:

1. USAID should attempt to award fewer, but larger grants to minimize the management burden;
2. USAID should encourage stronger involvement by PVO headquarters, e.g. procurement, audit, evaluation activities;
3. USAID should have technical management capacity commensurate with the size of the portfolio of activities;
4. As Cambodia's situation stabilizes, USAID should attempt to focus activities more carefully and increase the development emphasis; and
5. Future activities should encourage the development of an indigenous PVO community.

K. Special Comments - N/A

Draft: DRobertson, RSM/EA
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An Evaluation of the USAID Humanitarian Assistance Program in Cambodia EXECUTIVE SUMMARY

The Evolution and Scope of the Program

A.I.D. began its current humanitarian assistance program in Cambodia with an initial authorization of \$2.0 million in 1990. Subsequent authorizations have increased the level of funding to its present total of \$18.0 million.

The main objective of the USAID program is to support the country's rehabilitation and recovery efforts. U.S. legislation mandates that a significant portion of the funds be channeled through international relief agencies, U.S. private and voluntary organizations (PVOS), and UN agencies.

The present evaluation was conducted over a four-week period in early 1993, by a team of U.S. consultants employed by Development Alternatives Incorporated (DAI), of Bethesda, Maryland, and Development Associates Incorporated (DA), of Rosslyn, Virginia. The purpose of the evaluation was to assess how well the various organizations receiving funds under the U.S. aid program are addressing Cambodia's rehabilitation and human resource development needs.

Summary of Findings and Recommendations

The Team found the main objective of the program, which is to provide basic needs assistance to the poorer elements of the population, to be well-targeted. Grantee projects are broadly dispersed geographically, although several provinces remain uncovered. The process and criteria used to select grantees has produced an appropriate sectoral mix of activities.

PVOs that have been awarded grants are generally well-qualified, and have the expertise needed to manage humanitarian assistance projects efficiently. A number of PVO grantees experienced project start-up problems, which were essentially remedied by the establishment of the USAID Representative's Office in

Phnom Penh.

Implementation of the program is proceeding well, although the USAID's current staffing level appears inadequate to the task of monitoring implementation. The Team recommended the increased use of umbrella grants and sub-grants to reduce the management and monitoring burden.

Some PVOs claimed to be having difficulty accommodating AID's procurement regulations. The problem was viewed as one that could be readily overcome through closer collaboration between PVO field and headquarters staff.

There are virtually no reliable baseline data by which to gauge program impact. It is also difficult to measure the extent to which grantee objectives are being met. PVO absorptive capacity, in general, is not a major issue. All of the twelve grantees visited by the Team appear to have made adequate provisions for technical backstopping.

Coordination between USAID and grantee PVOs has been good; Program overlap has not surfaced as a key issue. Effective PVO coordination mechanisms have yet to be established at the provincial level, except in the northwest provinces.

Most of the grantees interviewed expressed the need to extend the implementation period for grants from one to three years. All parties concerned agreed that this would be appropriate. Some PVOs are uncertain as to whether they are required to provide a 25 percent cash or in-kind matching contribution for current projects, or whether the requirement had been waived. The Team recommended that the issue be clarified.

The USAID currently does not systematically monitor grantee drawdowns on existing obligations, primarily because it does not have the documentation needed to do so. None of the PVOs visited appears to be keeping signed time sheets for AID monitoring purposes. The Team urged the USAID to act on these problems.

Some grantees are unclear about their responsibility to conduct internal audits at the mid-point of project activities. None of the grantees has as yet undertaken a formal in-house evaluation of its project activity. The Team recommended that the USAID act on these problems.

Recommendations on the Design of a PVO Co-Financing Project for Cambodia

The Evaluation Team recommended that the USAID's proposed PVO Co-Financing Project provide sufficient funds to enable the USAID to continue to contribute toward the country's continuing need for basic services over the next

several years, while strengthening the capacity of the country's own communities to deliver such services. The Team also recommended that the Mission's NGO support staff be increased to a level compatible with the proposed new program, to permit it to effectively monitor field operations.

An Evaluation of the USAID Humanitarian Assistance Program in Cambodia

I. INTRODUCTION

A. The Current Economic Situation in Cambodia

Cambodia is presently in the midst of a difficult period of transition, as it attempts to shift from a centrally-controlled, command economy to one based on private enterprise and market forces. This transition is taking place while the country is also concurrently repatriating a large number of refugees from camps in Thailand; arranging the resettlement of a substantial number of internally displaced persons; and looking for ways to cope with the imminent task of finding jobs for a sizeable number of demobilized military personnel in an economy that is already operating with surplus labor.

The governmental coalition currently in place, is having recurring budgetary difficulties which, coupled with the lack of trained personnel resulting from the withdrawal by Vietnam and the former Soviet Union of key technical experts in higher education, vocational training and health programs, have continued to erode the capacity of the public sector to deliver basic services.

In the recent report prepared by UNTAC (the United Nations Transitional Authority for Cambodia) for the Donors Review Meeting held in Phnom Penh in February, 1993, it was noted that donor support for Cambodia, which to date has been focused primarily on the country's need for relief and rehabilitation assistance, must now also be aimed at guiding the economy through the present transitional phase, and towards satisfying the country's longer-term need for investment in infrastructure and in the restoration of governmental and social institutions.

Phnom Penh and other urban centers are currently enjoying a modest but sustained economic boom. In the absence of taxes and of an effective system for collecting them, however, the boom is generating virtually none of the revenues needed to finance restoration of the country's economic and social infrastructure. As a consequence, a large part of the country's rural areas could remain poor and neglected, for some time.

B. The Social Sectors

The social disruption caused by over two decades of war, invasion, and civil strife, has taken a severe toll on the population. Social indicators are at very low

levels, particularly in rural areas and among the poorest segments of the population. In addition to widespread poverty and severe public under-funding, there is a general shortage of program management capabilities. Women account for about 63 percent of the total population, comprise 35 percent of all heads of households, and make up 70 percent of the total rural labor force.

Poverty-linked diseases are uncommonly high. Malaria is the predominant health problem, with an estimated half a million cases a year. Dengue fever, another mosquito-borne disease, accounts for an unusually high number of deaths each year. There are an estimated 20,000 new cases of tuberculosis per year. The World Bank has noted in a recent report that, on a per capita basis, Cambodia has the highest tubercular infection rate in the world.

Diarrhea and other intestinal infections rank second to malaria as the cause of death in children, followed closely by acute respiratory infections. Malnutrition is estimated at around 10 percent in Phnom Penh and 20 percent in the provinces. It is attributed to the low level of household incomes, wide ranging subsistence agriculture, inadequate feeding practices, and the high prevalence of infectious diseases.

Only about 20 percent of the population in Phnom Penh is served by piped water. Refuse collection is almost non-existent. Sanitation problems and major health risks are serious. Power shortages are acute, and the provision of essential power-dependent services (water treatment and pumping, telecommunications, hospitals) has been severely curtailed.

Injuries from land mines, with permanent disability, are estimated at about 350,000 for the country, with a decreasing but significant annual addition of between 500 to 5,000. Cambodia is considered to have the highest proportion of physically disabled people in the world. To date, only one in eight amputees has received artificial limbs. A recent World Bank report notes that at the current rate of treatment, it would take 25 years to accommodate the number of amputees awaiting treatment.

At the village level, the devastation wrought during the early 1970s badly damaged community cohesion. The war destroyed many villages and drove rural people into Phnom Penh. The Khmer Rouge systematically eliminated Buddhist temples, one of the centers of rural life. After the Vietnamese ouster of the Khmer Rouge, the new government tried to institute rural "solidarity groups" as building blocks toward the development of village-level cooperatives. These groups were generally rejected, however, as another form of cooperation imposed from the outside.

The distrust and insecurity that now pervades Cambodian villages have

made community mobilization for development activities difficult. At the same time, communities are busily engaged in renovating pagodas and schools throughout the country, indicating that mobilization and self-help are not impossible.

C. The NGO/PVO Community in Cambodia

U.S. PVOs and international NGOs have been operating in Cambodia since the country's borders were reopened to the international aid community in 1979. They have played a leading role in delivering humanitarian aid to large segments of the Cambodian population since 1979.

The mid-1980s was an especially difficult period for resident NGOs, as they were generally unable to fulfill the material needs of potential beneficiaries due to lack of resources and changing priorities, and were hampered in carrying out village-level programs due to political restrictions.

With the signing of the peace accords in 1991, the situation changed dramatically. The international embargo against Cambodia was ended. Multi-lateral and bi-lateral aid donors and private investors reentered the country, and UNTAC took on the responsibility of overseeing civil administration and of disarming the armies connected with the country's four main political factions.

NGOs expect that the return of the major multilateral and bilateral aid agencies in the near future will enable them to play a more familiar role in assisting Cambodia's development efforts by initiating and supporting community-based programs in agriculture, health, rural water supply, education and community development.

D. The U.S. Rationale for Providing Assistance to Cambodia

The U.S. rationale for assisting Cambodia is to facilitate the ongoing peace process and to enhance the country's prospects for re-establishing a democratic government. The main objective of the U.S. aid program is to support the country's rehabilitation and recovery efforts.

U.S. assistance presently includes: (1) humanitarian or basic needs assistance, which is being channeled through U.S., international, and local private and voluntary organizations and directed to elements of the population that have been heavily impacted by the country's adverse economic, social and security conditions; (2) infrastructure development, including rural road rehabilitation and de-mining; and (3) activities aimed at fostering democratic processes, including free elections.

E. Evolution of the USAID Humanitarian Assistance Program

The U.S. began providing humanitarian support to non-Communist Cambodian groups in the border provinces of northwestern Cambodia in 1986. The program averaged \$3.5 million annually through 1988, increasing to \$5.5 and \$7.7 million in 1989 and 1990. The funds were used for medical equipment and supplies, transportation, food and training to support community development, and health care. The program became known as the "cross-border" program and was administered by AID's Office of Khmer Affairs (O/KA) in Bangkok.

With the signing of the Cambodian peace accords in 1991, the scope of the program was broadened to encompass the provision of basic needs assistance to Cambodians nationwide. In mid-1992, responsibility for managing the expanded program was shifted from Bangkok to the newly established USAID Representative's Office in Phnom Penh, which now operates autonomously in managing the program. The program is not being implemented as a normal bilateral program, however, inasmuch as the U.S. Government has not recognized the State of Cambodia (SOC) as the government in power. In effect, the USAID Mission has no governmental counterpart with which to work.

U.S. legislation mandates that a significant portion of the funds appropriated for the program (not less than \$20 million in FY 1993) be channeled through international relief agencies, U.S. private and voluntary organizations (PVOs), and UN agencies. Also, Section 559 (c) of the Foreign Assistance Act stipulates that the President shall terminate assistance for any Cambodian organization that is determined to be cooperating, tactically or strategically, with the Khmer Rouge in their military operations.

II. THE PURPOSES OF THE EVALUATION

The main purpose of the evaluation is to assess how well the various organizations receiving funds under the USAID's ongoing PVO program are addressing the rehabilitation and human resource development needs of the Khmer people. The assessment includes examining both the process by which these organizations were selected and the process by which they are receiving and disbursing AID funding, as well as the impact that outputs of the program are having on targeted beneficiaries.

Particular attention is being given to determining the extent to which outputs from the project have contributed to the achievement of stated objectives and end-of-project status (EOPS). Attention is also being given to evaluating the PVOs' monitoring and evaluation systems.

A second purpose of the evaluation is to assess the PVO funding mechanisms currently being used by the USAID and the mix of grants employed. The evaluation findings will be used to help in the design of a new PVO Co-Financing Project. Increased funding levels for PVOs will be a large component of the USAID assistance program over the next several years, necessitating the review and evaluation of activities funded to date.

The Methodology Being Followed in Conducting the Evaluation

Prior to departing the U.S., the two-person team reviewed A.I.D. and other documents pertinent to the current situation in Cambodia. A number of such documents were obtained from the A.I.D. Information Service Center (DISC) in Rosslyn, Virginia, and from the World Bank, the IMF, and other sources. These documents, along with the Scope of Work for the evaluation, were used by the Team to develop an initial work plan, and to address logistical requirements. The Team arrived in Cambodia in late February, and began assessing the country's continuing need for humanitarian assistance, both by direct field research and through interviews with PVOs, IOs, and USAID staff, and through reviews of comprehensive reports on the country's situation prepared by the UNDP, A.I.D., the PVOs operating in the country, and others.

The Evaluation Team was joined in early March by a two-person Project Design Team. The evaluation report is being written to serve as a stand alone document; however, it is expected to include recommendations and other information pertinent to the design of the USAID's proposed new multi-year PVO Co-Financing Project.

III. ASSESSMENT OF THE PROGRAM DEVELOPMENT PROCESS

A. The Scope of the USAID's Humanitarian Assistance Program

A.I.D. began its current humanitarian assistance program in Cambodia with an initial authorization of \$2.0 million in 1990. The program was set up to provide emergency humanitarian assistance to civilian victims of war, including children, widows and the disabled within Cambodia. Subsequent authorizations have increased the level of funding to the present total of \$18.0 million. The total includes a grant of \$5.0 million awarded under a cooperative agreement to PACT, an international consortium of NGOs, enabling PACT to make sub-grants to indigenous PVOs. A second grant, for \$1.0 million, was awarded to the Cambodian-American National Development Organization (CANDO) to support the in-country training activities of a number of Cambodian-American volunteers. A listing of PVO grantees and PACT sub-grantees is provided in Annex B. The listing also includes the Vietnam Veterans of America Foundation (VVAFA), which was recently awarded a grant of \$828,624.

B PVO Selection and the Grant-Making Process

Inasmuch as the U.S. has not yet established formal relations with the Government of Cambodia (GOC), and likely will not do so until after the national elections scheduled in May, all USAID funds appropriated for humanitarian aid to Cambodia thus far have been channeled directly through U.S. and international non-governmental organizations (NGOs), or private voluntary organizations (PVOs).

In addition to political considerations, there has been a number of operational advantages to using PVOs as the vehicle for delivering basic goods and services to Cambodia's most vulnerable groups. PVOs work well at village level; they can readily access wider networks outside Cambodia for training and exposure of counterparts; and they are generally able to provide quality technical support services, especially in the areas of health, vocational training, and rural water supply.

USAID requires that PVOs meet certain standard eligibility criteria before being considered for grants under the program. These criteria include demonstrating that they are registered with A.I.D. as a private voluntary or international organization, or are in the process of registering with A.I.D.; that they are able to effectively administer and account for A.I.D. resources; and that they have the experience and technical expertise needed to implement projects in the context of the currently uncertain security situation in Cambodia. There are at present approximately over one hundred NGOs operating in Cambodia, of which 23 are being assisted by USAID

The USAID Representative's Office continuously receives unsolicited PVO proposals. In addition, USAID has just recently published two Invitations for Applications (IFAs) soliciting new proposals to be considered for possible funding under the proposed new PVO Co-Financing Project.

C. Grant Recipients

Since 1990, twelve grants totaling \$12.0 million have been awarded to eleven different PVOs under the USAID humanitarian aid program (World Concern was awarded a second two-year grant in September of 1992, for \$1,685,000). All grantees and a short description of objectives and progress are listed in Appendix C of this report.

The Evaluation Team found that, with one or two exceptions, these PVOs are well-qualified, and have demonstrated experience and expertise to manage humanitarian assistance projects efficiently. A majority of the PVO staff

interviewed have had considerable experience with similar projects in other developing countries; in some cases (Somalia, Afghanistan, and Bangladesh), in countries with equally severe and restrictive conditions.

A.I.D. entered into a cooperative agreement with PACT (Private Agencies Collaborating Together) and John Snow International (JSI) in September, 1991. Under the cooperative agreement, PACT and JSI were engaged to develop and manage the Cambodia Community Outreach Project (CCOP). The \$5.0 million agreement includes \$3.2 million for U.S. PVO sub-grantees, \$100,000 to support the development of local and indigenous NGOs, and \$50,000 for workshops, training and other support activities. The balance of \$1.6 million covers overhead costs and expenditures.

PACT was also awarded a \$1.0 million grant to support CANDO in September, 1992, to recruit Cambodian-Americans to serve with training organizations in Cambodia and help increase the administrative and technical skills of local participants. PACT administers the grant, in cooperation with the Cambodian Network Council (CNC) of Washington, D.C.

Currently, nine CANDO volunteers have returned to Cambodia and have been placed with various PACT sub-grantees around Phnom Penh. A total of twenty-five volunteers is expected to be recruited under the project.

The VVAF received a grant amounting to \$828,624 in September, 1992. The grant provides funds for the rehabilitation of a prosthesis clinic and workshop in Kien Kleang, Kandal Province. These facilities will, in turn, be used to train and employ disabled Cambodians in the manufacture of wheelchairs and artificial limbs, and provide physical therapy and vocational training for amputees.

D The Sectoral Mix of AID-Funded PVO Activities

USAID's Humanitarian Assistance activities cover a wide range of activities, which can be grouped by sector, as follows:

1. Maternal Health Care and Child Survival

All of the PVO direct grantees and all but two of the PACT sub-grantees are involved in activities related to maternal health care and child survival. Grant funds are being used to establish non-formal education centers that are, in turn, used to teach good health practices and hygiene to pregnant and lactating women; to implement the national expanded program of immunization (EPI), by actually immunizing women and children and by educating them on the benefits of immunization; and to provide on-the-job training related to safe birth techniques, child spacing, and disease control.

2. Community-Based Health Care Improvement

USAID is helping to strengthen district and krum level health care facilities, with emphasis on training and education, technical assistance, the provision of pharmaceuticals and other medical supplies, and the repair and maintenance of existing health facilities. Assistance is also being directed toward improving the quality and effectiveness of community-based health workers through on-the-job training courses and seminars. Seven grantees and three PACT sub-grantees are supporting community-based health care improvement projects.

3. Prosthetics and Amputee Rehabilitation

VVAF and the American Red Cross are engaged in prosthetics-related projects. This consists of providing prosthetic devices to amputees, and helping to rehabilitate handicapped individuals, especially children. The projects all have a vocational component designed to teach project participants techniques in the casting, manufacture and fitting of artificial limbs. The VVAF project is centered in Kandal Province, and the American Red Cross project is located in Kompong Speu Province.

4. Increasing the Availability of Food and Improving Nutrition

PVOs are helping to increase family food availabilities for vulnerable low-income families through expanded production and by enhancing opportunities for income generation. Project funds are also used to educate beneficiaries on problems related to malnutrition, including the use of food supplements. Four grantees and one PACT sub-grantee (Helen Keller International) are engaged in nutrition-related projects.

5. Vocational Training and Job Placement

In addition to VVAF's programs for the disabled, four grantees and three PACT sub-grantees are addressing problems relating to vocational training, job placement and income generation. The projects confront problems such as the lack of vocational skills, and provide basic business borrowing techniques that enable participants to fully realize the economic opportunities available to them through small loans. Job placement is a particularly difficult area in which to assist low-income beneficiaries in Cambodia, because employment opportunities have traditionally been heavily conditioned by family relationships.

6. Strengthening Indigenous PVOs

A key objective of USAID is to support the development of indigenous

PVOs, and to assist local community development and institution building initiatives. As noted earlier, the CANDO project is focused directly on these two areas of activity. The level of support provided to date in general, however, has not been very substantial due to the paucity of indigenous organizations.

A seventh sectoral area that has been identified as needing increased attention and donor funding is the protection of Cambodia's considerable forestry resources. Between logging concessions and tree cutting for firewood, Cambodia is reportedly losing over 300,000 hectares of forest per year. Cambodia's inland fisheries are also in jeopardy due to deforestation and increased siltation in the flooded forest areas, which are spawning and feeding grounds for fish.

7. Geographic Spread

Geographically, USAID's PVO projects are broadly dispersed. Three of the projects are located in Kompong Spoe Province. There are two each located in Prey Veng, Pursat, and Battambang, and one each in Kompong Channang and Kandal (see the geographic matrix included below). Two of the PACT sub-projects are located in Kompong Channang Province, and one each in Kompong Speu, Battambang, Kandal, Svay Rieng, Prey Veng, Kampot and Takeo.

As noted earlier, the U.S. Congress requires that assistance be terminated to any organization providing direct or indirect assistance to the Khmer Rouge in their military operations. This requirement impacts directly on PVO distribution of basic needs resources in those parts of the country that are currently under the control of the Khmer Rouge.

SECTORAL MATRIX

GEOGRAPHIC MATRIX

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IV. THE PROGRESS OF PROGRAM IMPLEMENTATION TO DATE

A. The Program

1. The Start-Up Process

A number of PVO grantees noted that they had experienced project start-up problems. This was attributed to the fact that the program had originally been run from AID/W and AID's Office of Khmer Affairs (O/KA) in Bangkok. Virtually no one involved in the proposal development process at that time had a clear conception of the basic needs situation in Cambodia. Only a few PVOs had been allowed to operate inside Cambodia between 1975 and 1990, and no USAID staff had served in the country since 1975.

In addition, neither AID nor the PVOs had the benefit of basic needs assessments or other reliable baseline data to guide proposal development efforts. As a result, some of the activities proposed for implementation were either misdirected in terms of objectives, or poorly budgeted in terms of finance. Tailoring these activities to the realities of the Cambodian situation, once implementation got underway, took time. PACT, Holt International, and the American Red Cross appear to have experienced the most serious problems in becoming operational

2. Fund Allocations and Expenditures

A detailed breakdown of fund allocations and expenditures by individual grantee is set forth below. As indicated therein, the size of direct grants has ranged from \$131,682 (World Relief) to over \$2.0 million (UNICEF). For grantees for which expenditure data are available, expenditures to date have amounted to over one-half (53 percent) of total available funds. Only one grant (World Vision) has been fully expended.

3. Resource Procurement and Delivery

Several NGOs noted that they had encountered difficulties procuring equipment and supplies and arranging travel during the period when the Office of Khmer Affairs in Bangkok was managing the project. The transfer of management responsibility to the USAID Representative's Office in Phnom Penh appears to have effectively eliminated most of these problems.

The Team was also told, however, that A.I.D.'s complicated procurement regulations, including the fact that Cambodia and several of its neighbors are still on the prohibited list of sources, are still causing some grantees problems. Grantees involved in health programs, in particular, continue to have difficulties

with the timely procurement of drugs and other medical supplies. Several PVOs have chosen to use funds obtained from private sources to free themselves from having to conform to A.I.D.'s procurement regulations.

The Evaluation Team discussed approaches to resolving this problem with the USAID Project Manager. The discussion included having the USAID assess the feasibility of contracting with a private organization to handle procurement for all PVO grantees. While the Project Manager indicated that she saw merit in the idea, she noted that a PVO's ability to manage its own procurement process was a key factor in the Mission's grantee selection process. Secondly, the cost of managing procurement was taken into account by PVOs in setting overhead rates for their USAID-funded projects.

The Team recognizes that there are certain inefficiencies inherent in project procurement, due in part to the complexity of A.I.D.'s procurement policies. However, the problem is one that could effectively be overcome through closer collaboration between PVO field offices and their headquarters staffs. The Team recommends that the USAID continue to impress upon all grantees the need to take steps to ensure that closer relationships are established and maintained.

PIPELINE CHART

4. Constraints to Implementing Basic Needs Programs

The main constraint impeding the implementation of basic needs assistance programs throughout Cambodia is the general lack of security that pervades the country, particularly in the northwest provinces of the country bordering Thailand, and the southeast areas adjacent to Vietnam. Violent incidents occur regularly, and territorial disputes among the country's four main political factions affect access and communication. Some rural areas are heavily mined and many areas remain inaccessible due to the deterioration of the road system over the past two decades.

Several other constraints have also been identified:

- (a) There are virtually no reliable baseline data on which to judge the need for or impact of assistance programs.
- (b) Many of the country's social service agencies are over staffed, but with personnel of low competence and very little program management capability.
- (c) Most basic human services are now provided on a fee-for-service basis, precluding the poorer elements of the population from receiving needed services. As "fees" are now being collected and retained by private individuals, the long-term financial sustainability of many service programs is endangered.

5. The Extent to Which Program Objectives are Being Achieved

As noted earlier, one of the main objectives of the U.S. aid program in Cambodia is to assist the country's rehabilitation and recovery efforts. There is no question but that the PVOs who have received grants under the program have directed their efforts almost totally towards achieving this overall objective. However, it should be noted that the recent repatriation of Cambodian refugees from bases in Thailand, and the need to resettle a sizeable number of internally displaced persons, have added greatly to the dimensions of the country's basic needs problem.

In a similar vein, it is difficult to measure the extent to which grantee objectives, as defined in grant agreements are being carried out, since these objectives tend to be imprecise and broad. Most PVOs have, however, created measurable objectives for their programs against which they report to the USAID on a quarterly basis. The charts contained in Annex C provide this information.

As described elsewhere in the report, the problems that have been identified

in connection with the PVO program (such as start-up delays, inappropriate objectives with inadequate budgets, etc.) should not be assessed strictly in terms of progress against objectives, but also in terms of the extent to which those involved in program design were adequately informed and insightful. Both A.I.D. and the PVOs have had to play catch-up since the beginning of the current aid program, but both seem to have accomplished that well. The proposed new PVC Co-Financing Project will allow opportunities for improved design and more effective implementation.

6. The Extent to Which the Program is Having Desired Impact

For the reasons cited above, there is little more than anecdotal evidence by which to gauge the extent to which the program is having desired impact. Certain PVOs have been able to carve out a notable niche for themselves by strengthening staff expertise and improving local facilities in a critical sector -- such as World Vision has done at the National Pediatric Hospital. Individual grantee achievements-to-date compared to planned objectives are provided in Annex C.

The process of establishing a baseline from which to measure impact involves conducting general basic needs baseline studies in areas pertinent to program implementation, e.g. the number of internally displaced persons, the availability of potable water, number of children malnourished, and extent of access to health care. Some such studies have been conducted in selected sectoral areas by UN agencies operating in Cambodia, and various NGOs. There is no one agency collating the data collected, however, and the situation regarding the general population at present is very uncertain, greatly reducing the validity and usefulness of the data collected.

Nevertheless, the Team believes that some degree of impact measurement can be effected by the USAID, provided it can reach agreement in advance with grantees on the indicators to be used. Secondly, the USAID should ensure that comparable indicators are used by PVOs engaged in similar kinds of assistance activities.

7. The Adequacy of Project Funding and the Time Frame for Project Implementation

To date, five grantees have requested and have been granted additional funds totaling around \$3.3 million. In addition, a number of other grantees have received no-cost extensions of project completion dates. Most of the grantees interviewed by the Team expressed the need for an extended project implementation period to account for unforeseen delays. It was generally agreed that a 3-year time frame would be most appropriate.

Until recently, A.I.D. could not approve grants for PVO humanitarian assistance projects in Cambodia for more than one year. This made sense when the program was first initiated, since the security situation in Cambodia at that time was uncertain. Consequently, many PVOs came into Cambodia with one-year agreements with the expectation that these agreements would be extended at the end of the year. These short-term agreements clearly served the purpose of getting much-needed relief efforts underway, but the need to roll them over at the end of the year through extensions has placed an extra administrative burden on the USAID Mission and on the PVOs themselves.

There is a real disadvantage in this annual approach. As grants have been extended, the scopes of work for many grants have become outdated. Some grantees have had their grant periods extended, but have not tied project outputs to the new timetable. This is alright for the time being when the objectives are for broad based relief programs and potential beneficiaries are plentiful. However, the system will need some refining once a more strategic development strategy has been established.

Every current grantee except CARE has received a no-cost extension. The amended completion dates for all of the grants fall within the period March 1993 to September 1994. World Vision's grant, which was recently amended, ends in August 1996.

B. PACT

AID/W entered into a cooperative agreement with PACT (Private Agencies Collaborating Together) and John Snow International (JSI) in September, 1991. Under the cooperative agreement, PACT/JSI were engaged to develop and manage the Cambodia Community Outreach Project (CCOP).

The purpose of the CCOP is to help meet the basic needs of poorer Cambodian communities in the rural sectors of the country, by providing sub-grants in the areas of health care, expanded water supply and micro-enterprise. Additionally, the cooperative agreement requires PACT to create a center to support the work of NGOs in Cambodia and to foster the establishment and development of indigenous NGOs.

The CCOP budget of \$5.0 million provides approximately \$3.2 million for U.S. PVO sub-grantees; \$100,000 to support the development of local and indigenous NGOs under a Local Initiatives Program; and \$50,000 for workshops, training and other support activities. To date, PACT has awarded seven sub-grants. The sub-grants are complemented by short-term technical assistance activities and training provided by PACT and JSI.

a. The Start-Up Process

There was an initial delay in the start-up due to the unexpected withdrawal of PACT's proposed director. A replacement was recruited and is now in-country and managing the project. She is assisted by three other expatriates, including a financial manager, an administrative officer and a program officer. Local staff positions are presently confined to staff assistants, drivers and guards.

Partly as a result of this initial delay, the arrival of subgrantees was delayed until last November. PACT is still in the process of helping the grantees settle into their work, and resolving logistical problems related to their late arrival. In addition, PACT has been helping two local organizations under its Local Initiatives Program.

b. The Selection of Sub-Grantees

PACT issued a Request for Concept Papers (RCP) in October 1991, soliciting interest in projects addressing basic needs requirements. Grant size was set between \$5,000 and \$800,000. Eligibility criteria included financial stability, success in supporting innovative programs, and demonstrated sectoral expertise. Forty-three proposals were received, of which seven were ultimately approved.

Three of the sub-grantees are Cambodian-American organizations, who are involved in implementing health-related projects: two are providing skill training, and one is assisting community development. Most of the activities are basically small-scale, integrated rural development efforts. (See Annex B for a list of PACT sub-grantees). None of the sub-grantee activities relate to micro-enterprise development. Budgets range from \$200,000 to \$500,000.

Grantee selection was carried out by PACT, JSI, the AID/W Cambodia Desk, and the USAID Office of Khmer Affairs (O/KA) in Bangkok. Ten finalists were invited to refine their proposals in Cambodia. This contributed to the development of more relevant proposals and provided PACT and USAID the opportunity to meet key staff of the potential sub-grantees.

The selection process yielded what appears to be a promising set of sub-grantees. The process took longer than was anticipated, which is not surprising since the project was new and the implementing environment in Cambodia was unsettled. The objectivity of the selection process and the grounds on which decisions were made are not well documented. As noted earlier, however, the decisions appear to have been good ones.

Some of the procedures used in the proposal review process, however, cannot be easily defended. Proposals were not subjected to a consistent,

systematic review process. There is the appearance that, in some cases, individual preference or even institutional imperatives played a part in decision-making. It is not immediately clear, for instance, why Helen Keller International was an appropriate grantee. Secondly, while the Evaluation Team considers the involvement of Khmer-American organizations an excellent use of grant funds, neither the Request for Concepts Papers nor the selection criteria made clear that such groups would be given preference. In this respect, the process was not entirely fair.

Future grant awards should be based on more thorough technical reviews, a more clearly-defined review process, and narrower selection criteria. PACT's extensive experience in grant selection should be used to refine the grant-award process, and the degree of USAID's participation in the selection process should be clarified.

c. Procurement and the Delivery of Services

Major procurement problems are not anticipated for PACT sub-grantees. In most cases, sub-grants are not procurement-intensive. The exception is the purchase of vehicles. PACT is to be congratulated on its handling of vehicle procurement. It purchased approximately ten Chrysler Jeep Cherokees for its own use, and the use of grantees. The exercise was carried out by PACT in Washington and Cambodia, with little involvement of the USAID Office of Khmer Affairs in Bangkok or, later, the USAID Representative's Office in Cambodia.

PACT's handling of vehicle procurement should be a model for procurement in the proposed PVO Co-Financing Project. Relying on grantees and their headquarters for procurement and other logistics is one of the most significant ways the USAID can minimize its management burden. The headquarters of all current direct grantees are well-established and entirely familiar with AID administrative requirements. In every case, the overhead provided in the grant agreements is sufficient to underwrite their carrying out these responsibilities. The USAID should insist that these matters be handled by grantees and their headquarters offices.

d. Assessment of CCOP/PACT Progress

The initial objective of the CCOP, which was established at the time when AID assistance to Cambodia was focused entirely on humanitarian assistance and there was no USAID office in the country, was to establish an umbrella project designed to fund and assist selected US PVOs providing humanitarian assistance to Cambodian communities. PACT has met this objective and has fielded a group of sub-grantees whose activities appear consistent with the purposes of the AID program.

Since they have only recently arrived, there is inadequate experience on which to base judgments about the degree to which PACT sub-grantees will be able to meet the programmatic objectives outlined in their proposals. Overall, sub-grantee projects appear to be meeting Khmer needs for humanitarian assistance.

e. The CCOP's Two Additional Objectives

A refined USAID statement includes two additional objectives for CCOP. They are to:

Promote and assist the establishment and development of indigenous non-governmental organizations; and

Create a center to support NGOs implementing community development activities in Cambodia.

PACT is only now turning its attention to these two additional objectives. Once again, there is inadequate experience to indicate to what degree it will be able to achieve them. In the meantime, the following comments, which are based on the Evaluation Team's interviews with PACT and its sub-grantees, may be useful in making future refinements in the program.

The Khmer-American organizations are a central feature of PACT's strategy to foster indigenous NGOs. These organizations can be expected to become genuine assets, but like other aspects of the grants to Khmer-American groups, the basic approach is untried and the lessons that emerge should be carefully examined.

Funds available for Local Initiatives are another valuable tool for fostering local NGOs. To date, PACT has used them judiciously and can be expected to continue to do so.

PACT's mandate to create a center to support NGOs working in Cambodia is probably its most effective tool for fostering indigenous NGOs. The need for such a center, which would complement the coordination and information-sharing activities of CCC and the Cambodia Rural Development Institute (CDRI), has been expressed by several organizations interviewed by the Evaluation Team.

Among the services the center can usefully provide are:

- technical information sharing;
- information on training opportunities;
- staff exchanges within Cambodia and regionally;
- technical assistance, particularly in management; and
- training in financial administration.

The Team believes that the NGO support center could be of considerable benefit to the NGO community in Cambodia. Funding for it should be provided in future subgrants, and significantly increased if the concept plays out as expected.

f. CCOP/PACT Impact

There is far too little experience to date for any meaningful assessment of the impact of the PACT's activities. Indications are that sub-grantees can be expected to make small but significant contributions in the areas where they are working. More importantly, the PACT model will serve as a practical learning laboratory for identifying development approaches that can be effective on a larger scale. In particular, the Cambodian-American grantees represent an innovative, perhaps ground-breaking, approach to bringing relevant skills and cultural sensitivity to the development effort. USAID staff have indicated that other donors, NGOs and IOs, have adopted this approach.

PACT has increased by one-third the number of grantees and has expanded the pool of organizations working in Cambodia to include innovative new groups which USAID could not have managed efficiently under direct grants.

2. PACT Administration

PACT has hired an expatriate accountant to manage its financial administration. He is a former A.I.D. auditor and is very familiar with Handbook 13 regulations and procedures. He manages PACT's financial matters in a very detailed, thorough, and organized manner. He has developed a comprehensive and easily followed set of systems and guidelines that are responsive to all of PACT's financial needs. His structure for tracking and recording expenses is responsive to A.I.D. requirements, and is kept current and up to date.

C. The Role of USAID Representative's Office

Until June, 1992, A.I.D. did not have an official presence in Cambodia. The Office of Khmer Affairs (O/KA) was established in Bangkok to manage the design and implementation of A.I.D.-funded activities in Cambodia, with assistance from the Cambodia Desk Officer at A.I.D headquarters in Washington. In June, the A.I.D. Representative, a US Direct Hire Program Officer, three personal service contractors (PSC), and ten local hires were assigned to positions in Phnom Penh. O/KA is currently phasing out, and is scheduled to cease operations in September of 1993.

1. USAID's Program Management Responsibilities

The NGO Project Manager is a US PCS and currently serves as the point of contact between USAID and the PVO grantees, dealing with the grantees on virtually a daily basis. The liaison and working relationships between the Project Manager and PVO staff interviewed by the Team appear to be productive and cordial.

a Administrative Coordination

The NGO Project Manager and one local hire project assistant are responsible for implementation of the project, which is also being monitored closely by both the A.I.D. Representative and the Mission's Program Officer. The Team considers the staffing level to be inadequate to the task of monitoring implementation of the program.

Recent events in Cambodia, particularly the repatriation of Cambodian refugees from Thailand and the sustained security problems caused by the Khmer Rouge, have added greatly to the country's relief and rehabilitation burden. In addition, the extensive economic restructuring program that is to be pursued in Cambodia over the next 5 to 10 years, will require a general overhaul of the country's economic and social institutions, down to the village level.

The A.I.D. Representative's Office will need to bolster the capacity of its humanitarian assistance staff to monitor the impact of these events on the poorer elements of the population, if it is to continue to play a major role in designing and implementing the expanded basic needs programs that will be needed to help ameliorate the impact.

b. Financial Monitoring of PVO Grants

USAID currently does not monitor grantee drawdowns on existing obligations because it lacks the timely expenditure information and financial monitoring staff. This becomes a problem when cost amendments are requested, or when new funding authorizations are required. The Team believes that USAID should move quickly to rectify this problem, inasmuch as a more stringent and detailed level of program monitoring will likely be necessary, in conjunction with the Mission's proposed new PVO Co-Financing Project.

The USAID should develop a system to monitor grantee drawdowns on project funds. To accomplish this, it will need to: (1) write more specific financial monitoring requirements into individual grant agreements, and (2) use information from quarterly reports to assemble spreadsheets which allow for more effective overall monitoring.

USAID quarterly reports are only marginally effective as a financial

monitoring tool. Under the new program, their value could be augmented by requiring grantees to submit more detailed financial information. This information, which would not be difficult to obtain, should include: copies of final home office invoices sent to USAID/W for billing, and copies of FRLC advance requests. The information should be sent from the home office to the field office, and included in the PVO's quarterly reports.

The NGO Project Manager can use this information to assemble a series of spreadsheets that monitor the larger financial picture. One spreadsheet should lay out the existing program's financial position, and include information such as: total authorizations, current FY authorizations, total obligations, current FY obligations, and planned obligations. A second could compare individual grant financial information against the overall program, and should include a running total of: comprehensive grantee drawdowns on existing obligations and authorizations, any outstanding authorizations, total project costs, total project obligations, remaining obligations on existing projects (partial funding), total obligations and authorizations as compared to total planned program funding. If needed, a third spreadsheet could be used to record grantee advances on a quarterly or monthly basis, and calculate them as a percentage of total individual grant amounts.

c. Program Monitoring and Evaluation

The Team considers quarterly progress reports to be an effective means of tracking progress toward program objectives. The development of adequate and appropriate baseline data is needed, however, if these reports are to be used effectively to monitor and guide the implementation of project activities.

Also, as program outreach is expanded over the next several years, it will be important for USAID to have available local staff or consultants who are able to assess basic needs requirements in the country's low-income and remote rural areas, and who are qualified to help PVOs design programs to meet these needs. USAID staff involved in monitoring NGO activities need to visit sites periodically in order to keep abreast of beneficiary needs and the progress of program implementation. This is not being done at present. The Team recommends that the USAID incorporate periodic site visits as part of its ongoing in-house staff development program.

2. USAID's Relations with the U.N. Agencies

The A.I.D. Representative has indicated that he considers the Mission's relationships with the UN agencies (the UNDP, WFP, WHO and UNICEF) to be especially important in regards to implementing certain key programs, e.g., the national immunization and vocational training programs. The Mission's relationships will take on added importance as donors, in general, strive to extend

the impact of their humanitarian and development assistance programs to the more remote sections of the country. The UN agencies have both the technical and administrative capacity to facilitate donor coordination, and to track the impact of sectoral programs on the country's low-income beneficiaries.

V. ASSESSMENT OF THE INSTITUTIONAL CAPACITIES OF PVO GRANTEES

A. Administrative Capacity

Each of the twelve grantees that the Evaluation Team visited is currently operating at planned project staffing levels. In most cases, these levels have been sufficient to manage direct grants effectively; in other cases, they have not been. Certain PVOs have chosen to cut costs and 'expand local capacity' by hiring inexperienced local staff to manage most of the organization's administrative and financial operations. While the Team believes that PVOs should be encouraged to upgrade their administrative capacity by training Khmer and placing them in positions that entail management responsibilities, it may be premature at this stage to hold local staff responsible for grant management and for ensuring that projects adhere fully to AID Handbook 13 requirements.

The Team was informed by several PVOs that they are having difficulties keeping Khmer staff in the face of high UNTAC salaries. They report that local employees who have been trained in bookkeeping and other special skills, are often attracted to higher paying jobs with UNTAC agencies. World Vision, which develops a written training plan for every Khmer employee, reports that they have had no turnover of staff at all. It was noted that the UNTAC will be closing down its operations within the near future.

B. Financial Management

1. Staff Capabilities

The Evaluation Team appraised the financial management capabilities of a selected group of PVOs awarded grants under the USAID program. Each grantee was evaluated broadly on its capacity to handle existing financial and administrative burdens. A more detailed examination of financial and administrative systems was undertaken for a carefully-chosen group of five grantees (American Refugee Committee, World Concern, CARE, World Relief, and PACT).

The appraisal indicated that, in general, grantees appear better able to meet A.I.D. regulations if they hire an expatriate accountant and give him overall responsibility for administering the financial aspects of the grant.

Three organizations, PACT, World Concern, and the American Refugee Committee, did hire an experienced expatriate accountant. World Concern also hired Khmer administrative assistants to support the accountant. This turned out to be an optimal combination in that the local assistants were being taught proper bookkeeping techniques by the accountant, while relieving him of much of the burden of performing certain repetitive, time-intensive financial monitoring tasks.

World Relief, on the other hand, chose to hire a local bookkeeper, who did not have experience in A.I.D. regulations. World Relief manages a fairly complex micro-lending project, and the financial skills that the bookkeeper brought to the project were not sufficient to effectively manage it. Although World Relief now recognizes the need to hire an experienced accountant, most of the grant period has elapsed and much of the organization's books are currently in disarray.

2. Administrative Systems

The uncertain political situation in Cambodia, coupled with the country's spiraling inflation, has put an added burden on PVOs managing programs here. It has forced hospitals, clinics and other basic services organizations to conduct business transactions in foreign currencies, mainly dollars. Although such problems are common to all grantees, the Team found a broad range of financial management capabilities among the grantees, ranging from 'very competent' to 'lacking'.

As mentioned, the Team feels a one day training session on A.I.D. grant management would be useful. Additionally, the Team believes that PVO Headquarters need to be held responsible for compliance with A.I.D. procurement, audit, and other regulations, as is the case in more traditional grant programs.

a. Accounting Systems

PACT, World Concern, CARE, and the American Refugee Committee all have computerized and systematized accounting systems that allow them to efficiently monitor project expenses. Each organization has drawn up a system of receipts or expense tracking documents. These systems include procedures for documenting and numbering receipts, charging expenditures to established account codes, and relating project expenditures to budget line items. All project expenses are documented with receipts, and attached to invoices sent to headquarters. Once invoices have been sent to the U.S., headquarters offices add overhead and home office costs, and submit them to the proper USAID billing authority.

b. Expenditure Reporting

Many PVOs in Cambodia have trouble getting timely budget reporting from

their headquarters. It is important that PVOs receive proper and timely documentation from their main offices, so that they can monitor how quickly they are drawing down on project funds. This becomes increasingly important as PVOs approach the end of their grant agreements.

3. Meeting AID's Financial Management Requirements

a. Cash Management and Banking

All of the PVOs that were interviewed draw down on a letter of credit provided to their organizations by USAID. Monthly or bi-monthly advances are wired from headquarters to banks in Phnom Penh and are used for the following month's expenses. Invoices are sent back to headquarters, and then forwarded to A.I.D. to clear off these advances.

Due to difficulties in the banking sector in Cambodia, some grantees have had problems meeting the A.I.D. requirement that advances be deposited into interest bearing accounts. The American Refugee Committee and World Concern both wire funds to checking accounts. Since the amount of interest earned on these accounts is negligible, this does not seem to be an unduly costly alternative procedure.

World Relief is still not using banking facilities in Cambodia, but continues to bring project advances into the country by hand. Generally, the monies are brought to the Phnom Penh office and stored in a safe. This procedure is risky, and should be discontinued.

b. Timesheets

None of the PVOs visited appears to be keeping signed time sheets for A.I.D. monitoring purposes. All are under the impression that since they generally work more than 40 hours per week, there is no need to document the time that they put in on the project. It should be made clear to grantees that this is an AID requirement.

c. Mid-Term Audits

Although some grantees are unclear about their responsibility to conduct internal audits at the mid-point of their project activities, most of the organizations interviewed are in the process of complying with this requirement. World Relief has made provisions to conduct a mid-project audit, and World Concern conducted an audit last April-May (1992). Both organizations have budgeted for

one internal audit per year out of project funds.

d. Matching Contributions

Certain PVOs have indicated that they are confused as to whether they are required to provide a 25 percent cash or in-kind matching contribution for current projects, or whether the requirement has been waived. The confusion appears to stem from a misunderstanding as to how the process works.

As USAID staff have indicated, the Mission is granted blanket authority to waive the matching requirement on an annual basis. It can then pass the waiver on to grantees through the terms of individual grant agreements signed during the year. This was done on an overall basis for grants awarded in FY 1991 and, apparently, also in FY 1992. In any event, a grantee can readily determine whether the requirement has been waived for its project, by checking the grant agreement for that project. The Team recommends that the USAID circulate a memorandum to this effect to all grantees to clear up the confusion that appears to be surrounding this issue.

It is unclear who would monitor matching requirements from A.I.D.'s side, or how. Traditionally, responsibility for reporting matching funds or contributions in kind falls to PVO headquarters, who use OMB Circular 122 guidelines to establish the fair market value for contributed goods and services. The Team has not been able to ascertain the extent to which this is currently being done.

C. Technical Assistance and Training

Each of the several organizations visited have made adequate provisions for technical backstopping. Some grantees provide for specific short-term project-related technical assistance consultanties in their grant budgets. Others rely on home office assistance to organize intermittent technical inputs when needed. For example, World Relief has budgeted for two short-term technical assistance consultanties for each year of their project. They have, in fact, been able to schedule more consultanties than planned due to cost-cutting measures taken earlier in the project. World Concern's headquarters, on the other hand, look for volunteers to assist their Phnom Penh-based staff when the need arises.

As part of its efforts to enhance its own project management capacity, the USAID will need to take steps to ensure that Mission staff engaged in monitoring grantee activities are well-versed regarding proposal development and review procedures, and A.I.D. procurement and financial accounting requirements. As noted elsewhere in this report, these are presently perceived as areas of management weakness. Staff development has become a particularly critical need in view of the USAID's plan to expand the outreach of its basic needs assistance

program under the proposed PVO Co-Financing Project.

D. PVO Capacities for Collaboration and Coordination

In addition to the CCC-generated and other informal coordination among agencies described below, the Team found that other, more formal, and largely effective coordination mechanisms have also been established and are in wide use.

NGOs participate as observers in the International Committee for the Reconstruction of Cambodia (ICORC), the long-term aid coordination mechanism. At the national level, NGOs at present participate in the informal Donor Coordination Group, which meets monthly under the leadership of the UNTAC Directorate of Rehabilitation.

1. PVO Division of Labor

To date, PVO areas of operation - both geographic and sectoral - have largely been influenced by the country's economic and social situation and by the donors. For example, many PVOs operate only or predominantly in the Northwest; this mirrors the needs and availability of funding for Khmer returning from refugee camps in Thailand. Additionally, the heavy emphasis on health programs, especially clinic-based and curative health programs, reflects the traditional response to post-war rehabilitation needs by many PVOs and by their donors.

As a consequence of these forces, and also as a consequence of the enormous extent to which human needs in Cambodia exceed the country's humanitarian assistance capabilities, program overlap has not surfaced as a big issue during the period covered by this evaluation.

2. PVO Program Coordination

The comparatively small number of grantees involved in the USAID'S humanitarian aid program has meant that communication and coordination among the grantees, and with A.I.D., have been easily accomplished on an informal basis.

However, with additional funding and with new actors attracted by the availability of funding, the potential for overlap increases. Some PVOs already report that "new" agencies are using different medical protocols than have been accepted for Cambodia, and that there is nothing the "old" PVO can do about this. It is also apparent, at least from what the Team has been told, that several PVOs are now seeking geographic expansion into the same "new" provinces. Kratie seems particularly popular. Since the security situation currently precludes expansion into all parts of Cambodia, the likelihood of geographic overlap

increases.

The Team recommends, therefore, that the Mission consider calling a meeting of potential grantees to discuss compatible, rather than competitive, program directions for the applicant PVOs. There is more than enough need for additional PVO programs; avoiding harmful duplication should be relatively easy through this or a similar mechanism.

a. The CCC (Cooperation Committee for Cambodia)

NGOs founded the CCC in August 1990 to facilitate information sharing and to improve overall NGO cooperation. CCC acts primarily as a facilitator and as a central point for information and reference materials. Roughly half its funding comes from members dues, and half from European and private U.S. sources. CCC currently has 59 full and 7 associate members, all of which are PVOs, NGOs, or international organizations.

During March of this year, CCC-held meetings included a well-digging techniques seminar for NGO counterparts given by a European technical agency; a rural credit meeting with the Ministry of Agriculture to share experiences; a community development sector meeting and an education meeting; and a meeting of all agencies involved in adult literacy, who were invited to exchange plans and information on the geographic location of their programs.

The USAID should keep itself fully-informed regarding the CCC's generally informal efforts to help coordinate humanitarian aid activities in Cambodia, and continue to actively promote the participation of PVO grantees in such efforts.

b. Sector Working Groups

NGOs are active in sector working groups, such as the Coordination Committee (COCOM) which operates in the health sector. The Committee is chaired by the Ministry of Health (of the SOC), and includes representatives of the multilateral agencies involved in health programs, staff of the Ministry of Health, and three NGO representatives selected from the NGO working group in health. COCOM is considered by the PVOs to be a good model for sectoral coordination.

Similar groups, all including Cambodian government, international organization, and PVO representation, exist in other sectors such as community development and education (EDCAM), although these are not seen to be as effective as COCOM. Part of COCOM's success is ascribed to the lead role being played by the WHO, which has the advantage of being universally recognized for its broad and unique competence in the field of public health.

c. PVO Field Coordination

Such coordination as exists at district, sub-district, or village level is informal. At present, there is virtually no geographic overlap of similar or identical PVO programs. This may become more of an issue, however, as the UN agencies and international donors expand their humanitarian aid programs.

At the provincial level, coordination mechanisms have yet to be established, except for the CARERE (Cambodia Reintegration and Resettlement) Program of integrated area development projects in the northwest provinces. Comparable mechanisms are needed in the other provinces to ensure that the efforts of NGOs and the multilateral agencies effectively complement each other.

The NGOs are proposing to set up CCC-type coordinating groups in selected provinces, and UNTAC (mid-1992) is in the process of establishing its own provincial structure. The UNTAC proposal implies the existence of provincial-level offices, which would actually oversee the implementation of rehabilitation projects, of the UN agencies and international organizations, as well as the NGOs. The UNDP would take over the management of any such structure, at such time as UNTAC is disbanded.

All of the parties involved are looking to the provincial branches of the sectoral ministries to carry out the coordinating function, once they have been fully restored to power and are able to generate the resources needed to carry out this function.

d. PVO Coordination with the International Organizations (IOs)

PVOs have sought and been granted unprecedented participation in inter-governmental and international bodies and meetings at which decisions regarding assistance programs for Cambodia are being made. This is appropriate, given the scope of PVO operations in Cambodia in recent years.

As noted earlier, PVOs participate as observers in the International Committee for the Reconstruction of Cambodia (ICORC), the long-term coordinating mechanism for international programs. At the national level, NGOs expect to continue to participate in the informal Donor Coordination Group, which meets monthly under the leadership of the UNTAC Directorate of Rehabilitation.

PVOs have been substantively involved with international organizations since 1979, due to their position as the sole actors in relief inside Cambodia during this period. The relationship between PVOs and some of the specialized agencies of the United Nations, such as UNICEF, WHO, WFP and UNHCR, have been particularly strong.

e. PVO Coordination with the USAID

Coordination between PVO grantees and the USAID has been good, particularly since the opening of the USAID Representative's Office in Phnom Penh. Communications and collaboration are informal, frequent, and beneficial to both sides; relationships appear effective and strong. The chaotic nature of the country's security situation, the difficulty of the situation, and the clarity and extent of the needs to be met have made the PVOs and USAID co-managers of an obvious and uncomplicated basic needs assistance program. As and if the program becomes larger and more developmentally complex, and as new PVOs and NGOs become USAID grantees, these informal and one-on-one coordinating approaches will have to evolve along with the program.

3. PVO Project Monitoring and Evaluation

According to the Project Manager, none of the grantees has as yet undertaken a formal in-house evaluation of its project activity. World Concern noted that it has constructed an elaborate project monitoring system, which enables it to evaluate the progress of project activities on a continual basis.

E. The Absorptive Capacity of the PVO Community in Cambodia

In general, the team has found that PVO absorptive capacity is not an issue in the basic needs area. With some exceptions, financial and administrative systems and staffing of the grantees are excellent, and financial and program reporting systems function smoothly and in a timely manner. Logistics and communications are a nightmare in Cambodia's shattered infrastructure, but PVOs are coping well. There were several problems of excessive delay in program start up, largely due to the situation inside Cambodia, but that period is now over for PVOs resident in Cambodia.

The in-country program capacities of PVOs, in terms of staff competence, numbers, availability of technical backstopping, and the like, also are more than adequate for the program. A number of PVOs have based their assistance projects on extensive, independent and highly professional surveys of needs in planned program areas (geographic and sectoral). Epidemiologists, doctors of public health, and anthropologists have been hired from outside the PVO staffs to provide these services; many of these reports merit greater circulation and donor attention.

The absorptive capacity of Khmer-American and indigenous organizations is considerably less than that of the older, main-line US PVO grantees. AID has wisely chosen to deal with them through the PACT umbrella grant, which provides technical assistance to these organizations in order to expand their absorptive capacity. The Team recommends that AID use the PACT grants for this kind of NGO, rather than for agencies such as Helen Keller and others which could apply

directly to AID for grants.

The availability of additional grant funds for FY 1993 and 1994 will probably entice additional PVOs to seek A.I.D. funding. In the short run, this is probably advantageous, as it may help spread program benefits more widely into all of the provinces in Cambodia. However, as USAID develops its own development strategy for Cambodia, and begins to focus its PVO portfolio in support of that strategy, the question of absorptive capacity will once again need to be addressed. The more complex programming involved in development (as opposed to relief or reconstruction) activities demands a degree of technical competence and experience that some PVOs currently working in Cambodia do not have.

The Team does not feel that A.I.D. needs to make any special effort to attract additional PVOs to its program, and feels that the overall number of PVO grantees should be decreased (and the size of grants increased) over the next five years.

In summary, the Team feels that adding a few new PVOs to the grantee mix for FY 1993 and 1994 is a likely outcome of the recently-issued Invitations for Applications, and is not in itself a bad outcome, even though it is clear that the array of PVO and IO grantees already on-site has the capacity to carry out the new program.

F. The Administrative Capacities of Indigenous Organizations

1. PVO Use of Indigenous Staff.

Most PVO grantees have a significant number of Khmer staff, and some have evolved strategies for increasing the substantive role of Khmer staff over time. As a general rule, however, Khmer staff have not as yet been sufficiently trained to play a meaningful role in the planning and decision-making processes of their organizations.

This is due in part to the scarcity of skilled and experienced Cambodian development professionals, for which there are unique reasons. Among them are the systematic murder of educated Cambodians during the Pol Pot regime, the competitive employment environment resulting from the current UNTAC presence, Cambodia's years of isolation and the fact that for historical and political reasons, few Cambodians possess the strong English language skills required by most USAID grantees.

The Team believes that the USAID can and should move immediately to facilitate grantee interest in building the capacity of their indigenous staff. USAID

should make it clear to grantees that it considers staff development important and is open to providing financial and technical support to such efforts. USAID can also encourage the process by:

- Using mechanisms such as umbrella grants, to mount various training programs that have been identified by its grantees and other NGOs as needed in Cambodia;
- Encouraging double-incumbencies in grantee budgets, so that counterpart trainees are considered an integral part of organizational operations in key posts;
- Facilitating staff exchanges among Cambodian NGOs and PVOs, and using the Agency's regional network to facilitate and finance exchanges within the region.

In addition, strategies for building Cambodian staff capacity should be a basic design criterion for future grants under the USAID's proposed PVO Co-Financing Project.

2. The Extent of Cambodian Technical Involvement in PVO Activities

NGOs consider that the predominant tendency in the overall aid effort so far has been to set up parallel structures for the provision of assistance, rather than working through Cambodian structures and enhancing Cambodian capacities. It is noted that a prominent feature of the PACT arrangement under the USAID program involves getting indigenous PVOs effectively involved in the design and implementation of humanitarian aid programs.

The level of Cambodian technical involvement varies among grantees and depends to some degree on the nature of their activities. Most grantee organizations, however, have well-established methodologies that place strong emphasis on building local structures, and their implementing staff in Cambodia appear sensitive to the need to complement local structures.

The long-term aim of World Vision's USAID-financed activities is to develop the National Pediatric Hospital as a training center for Cambodian staff, to enable them to participate in research programs aimed at finding ways to control endemic diseases and to facilitate national programs to control the diseases. Several PACT sub-grantees, among them the Khmer Buddhist Society, focus their programs on building local human and institutional capacity.

Some PVOs are using Khmer staff in apprenticeship-like programs even

though the result involves some double staffing. The American Refugee Committee has invested in training village workers. ARC recruited and trained female Khmer enumerators for their village health survey. The only requirement was that the women be literate. ARC also makes use of the Khmer health staff trained in its refugee camps in Thailand.

As the situation in Cambodia normalizes, USAID should move quickly to require grantees to intensify approaches that maximize Cambodian technical involvement. To the degree possible within the context of stated criteria in the Invitation for Applications issued 10 March 1993, selection decisions should take into account applicants' plans for increasing meaningful Cambodian technical involvement. Beyond selection, specific and workable strategies for fostering Cambodian technical involvement should be a basic design criterion in PVO projects funded by USAID.

3. The Establishment of Indigenous NGOs

The NGO ethic as it is understood in the West and has emerged in some developing countries over the last 30 years is not a part of Cambodian tradition. Historically, monks were the focal point for meeting needs that elsewhere have been the impetus for NGOs and in other parts of Asia monks have served as vehicles for community development activities. However, in Cambodia many monks were murdered during the reign of Pol Pot and the work of others was hampered. The need to survive during that period was not conducive to the emergence of charitable non-profit institutions nor was the subsequent decade of Marxist influence. Thus, there are relatively few indigenous NGOs in the country.

However, since 1990 several groups have established themselves. The Directory of Cambodian Local Initiatives published by PACT in January, 1993 lists more than a dozen with a range of purposes including education, school repair, food security, human rights and technical assistance. Some are assisted financially and administratively by external organizations like PACT, UNDP and CARE. At this point, it is not possible to predict whether such institutions can in the future be seen as a meaningful part of USAID's strategy in Cambodia.

There are several ongoing efforts to encourage the formation of Cambodian NGOs. At its annual meeting in March 1992, CCC members identified support for indigenous organizations as a priority. The CCC Board of Directors recently created an "observer status" so that fledgling Cambodian groups could be a part of the proceedings, even though they are not yet qualified for full membership. USAID also has had the foresight to put in place mechanisms to foster indigenous NGOs. The most effective is the mandate and financial resources for local groups which are part of the PACT umbrella grant.

Likewise, the Khmer-American organizations funded under the umbrella grant are an innovative approach which may lead to the establishment of genuine Cambodian institutions. As yet, there is too little experience to determine whether the Khmer-American projects will serve to enhance the indigenous NGO sector or even whether they will prove worthwhile on their own terms.

The most effective indigenous NGOs in any country are those that have emerged organically in response to circumstances or perceived needs. For the next few years, the USAID should continue its current hospitable, supportive approach to indigenous organizations without relying unduly on them or pressing too fast their maturation processes. If and when they achieve the capacity to play a role in USAID's work, they can be included. Meanwhile, USAID can congratulate itself on having constructively encouraged their evolution.

VI. SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

A. The Program Development Process

1. The Start-Up Process

Several of the PVOs visited by the Team noted that they had experienced start-up problems in dealing with AID/W and with the Office of Khmer Affairs in Bangkok. Some indicated that they had found it necessary or had been required by A.I.D. to alter their original scopes of work substantially in order to qualify for grants under the program. The Team was told that the transfer of responsibility for implementing the program to the A.I.D. Representative's Office in Phnom Penh has largely alleviated these problems.

Team discussion of this issue with USAID staff and with the PVOs indicates that the problems were due in part to the fact that during the start-up process, neither A.I.D. nor many of the PVOs had a clear perception of the country's relief situation; basic needs assessments or other reliable baseline data were not available to guide proposal development efforts; and there was general uncertainty as to how the program was going to be managed. Further, because of the emergency nature of the proposed relief program, most PVO proposals were not given an adequate technical review.

While grant agreements have been extended in almost every case, the delays caused by the start-up problems cut back substantially on time allotted for field activities.

Several NGOs also noted that they had encountered difficulties procuring equipment and supplies and arranging travel during the start-up period when the Office of Khmer Affairs in Bangkok was managing the program. The Team has

concluded from comments by USAID and PVO staff that, during the start-up period, there was a tendency on the part of O/KA staff to try to micro-manage the Cambodian program. Again, the transfer of program management responsibility to the USAID Representative's Office in Phnom Penh has effectively eliminated this problem.

2. The Program's Overall Objective

The main objective of the USAID's humanitarian aid program at present is to assist the country's rehabilitation and recovery efforts, by providing basic needs assistance to poorer elements of the population that have been heavily impacted by the country's adverse economic and social conditions.

Recommendation: The Team considers the program to be well-targeted. As the country's situation improves, however, it is recommended that greater emphasis be given to supporting longer-term developmental activities, such as community development activities, environmental protection and natural resource management programs and income-generating or enterprise development projects.

3. The Geographic Spread of Program-Funded Activities

The Team concurs in the Mission's decision to give future priority in selecting grantees to PVOs which have or which are in the process of establishing a presence in an area which is presently under-served or which does not have an ongoing NGO activity.

The USAID, through a recently-issued Invitation for Applications (IFA), is opting to shift all sector-oriented support activities to a national as opposed to a provincial or regional base of coverage. The team concurs that such a shift will enable grantees to coordinate and manage sector-oriented programs more efficiently.

4. The Sectoral Mix of Grants

The process and criteria used to select recipients under the program has produced an appropriate sectoral mix of activities. A sectoral area that is not being covered, but that has been identified as needing increased attention and donor funding, is the protection of Cambodia's considerable forestry resources. Cambodia's inland fisheries, which are a source of income and food to a large segment of the country's low-income population, are in jeopardy due to deforestation and increased siltation in flooded forest areas, which provide spawning and feeding grounds for fish.

Recommendation: Greater emphasis under the program should be given to supporting longer-term development activities, such as environmental protection and natural resource management programs.

B. Program Management

1. The Grantee Selection Process and Criteria

The Evaluation Team found that, with one or two exceptions, PVOs awarded direct grants under the program are well-qualified, and have the experience and expertise needed to manage humanitarian assistance projects efficiently and effectively.

2. The Inadequacy of USAID Staffing Levels

The Team considers the current Mission staffing level to be inadequate to the task of monitoring implementation of the Mission's humanitarian aid program. Recent events, in particular the repatriation of Cambodian refugees from Thailand and the demobilization of the country's military forces, have added greatly to the country's rehabilitation burden.

The Team's experience with similar PVO programs in other developing countries shows a much higher ratio of U.S. Direct Hire (USDH) and Personal Service Contract (PSC) staff relative to the level of dollar funding for the program.

Also, as program outreach is expanded geographically over the next several years, it will be important for USAID to have local staff or consultants who are able to assess basic needs requirements in the country's low-income and remote rural areas, and who are qualified to help PVOs design programs to meet these needs.

Recommendation: The Team recommends that the USAID take steps to bolster its capacity to monitor the financial and developmental impact of these activities on the country's vulnerable and disadvantaged groups. This is critical if the USAID is to continue to play a major role in designing and implementing the expanded basic needs programs that will be needed to foster that impact.

3. The Management Capacities of PVO Grantees

Each of the twelve grantees that the Evaluation Team has visited are currently operating at planned project staffing levels. In some cases, this is

sufficient to effectively manage individual grants; in others it is not.

The Team was informed by several PVOs that they are having difficulties keeping Khmer staff in the face of high UNTAC salaries. They report that local employees who have been trained in bookkeeping and other special skills, are often attracted to higher paying jobs with UNTAC agencies. World Vision, which develops a written training plan for every Khmer employee, reports that they have had no turnover of staff at all. It was noted that the UNTAC will be closing down its operations within the near future.

4. The Financial Management Capabilities of Project Grantees

The uncertain political situation in Cambodia, coupled with the country's spiraling inflation, has put an added burden on PVOs managing programs in the country. It has forced hospitals, clinics and other basic service organizations to conduct business transactions in foreign currencies, mainly dollars. Although such problems are common to all grantees, the Team found a broad range of financial management capabilities among the grantees, ranging from 'very competent' to 'lacking'.

Certain PVOs have chosen to cut costs and 'expand local capacity' by hiring inexperienced local staff to manage the organization's financial operations. The Team believes that it is unwise to put the responsibility for adhering to USAID's Handbook 13 requirements on inexperienced staff. The Team found that grantees are better able to meet AID regulations if they hire an experienced expatriate accountant to take on this responsibility and to train local staff.

5. Logistical Support and Procurement

Several NGOs complained that they are having difficulties accommodating A.I.D.'s procurement regulations. The Evaluation Team discussed this matter with the USAID's Project Manager, who indicated that a PVO's ability to manage its own procurement process was a key factor in the Mission's grantee selection process. Secondly, that the cost of managing procurement was usually taken into account by PVOs in setting overhead rates for their projects.

PACT's handling of vehicle procurement should be a model for procurement in the proposed PVO Co-Financing Project. Relying on grantees and their headquarters for procurement and other logistics is one of the most significant ways USAID/Cambodia can minimize its management burden. The headquarters of all current direct grantees are well-established and entirely familiar with AID administrative requirements. In every case, the overhead provided in the grant

agreements is sufficient to underwrite their carrying out these responsibilities.

Recommendation: The Team recommends that the USAID continue to insist that procurement matters be handled primarily by grantees and their headquarters offices.

Recommendation: The Team also recommends that the USAID consider hosting a one-day training session on A.I.D. grant management procedures for locally-based PVOs or arrange to send them to training programs held in third countries, such as the Philippines.

6. The Use of Umbrella and Consortium Grants

PACT (Private Agencies Collaborating Together) currently administers an umbrella grant under the Cambodia Community Outreach Project (CCOP). Despite an initial delay in the start-up, the umbrella grant provides a mechanism to make sub-grants to technically specialized, indigenous PVOs, and greatly reduces the management burden on both USAID and the PVOs. The Team encourages the USAID to continue and expand the use of this arrangement.

The Team notes that both umbrella and consortium grants facilitate PVO prospects of using a lead agency for procurement, contracting, financial monitoring, audits, or specialized training in access to credit, etc., adding further to the cost savings potential of these groupings.

Recommendation: Future awards should be based on more thorough technical reviews, a more clearly-outlined review process, and narrower selection criteria. PACT's extensive experience in grantee selection should be used to refine the grant-award process.

Recommendation: In conjunction with the issuance of future IFAs, USAID should encourage PVOs to submit consortia proposals that include U.S. and international PVOs, indigenous NGOs, and possibly IOs, and apply for large-scale grants on that basis. These proposals should represent a coherent program linkage among the PVOs on a sectoral and/or geographic basis.

7. The Use of Local Structures and Indigenous Staff

A key objective of USAID is to support the development of indigenous PVOs, and to assist local community development and institution building initiatives. The CANDO project is focused directly on these two areas of activity. The level of support provided to implement this policy by donors in general, however, has not been very substantial.

Conversely, PVOs working in Cambodia consider that the predominant tendency in aid efforts so far has been to set up parallel structures for providing assistance, rather than working through Cambodian structures and enhancing Cambodian capacities. As noted at the outset of the report, the U.S. aid program is not being implemented as a normal bilateral program, inasmuch as the U.S. at present does not recognize the State of Cambodia (SOC), or the government in power.

Most USAID grantees have a significant number of Khmer staff. Some NGOs, particularly those involved in the PACT program, already have evolved strategies for increasing the substantive role of Khmer staff over time. As a general rule, however, Khmer staff are not as yet sufficiently trained to play a meaningful role in the planning and decision-making processes of their organizations.

One of the CCOP objectives--to create a center to support NGOs working in Cambodia--is probably its most effective tool for fostering indigenous NGOs. The need for such a center, which would complement the coordination and information-sharing activities of CCC and the Cambodia Rural Development Institute (CDRI), has been expressed by several organizations interviewed by the Evaluation Team.

Recommendation: The Team believes that the NGO support center could be of considerable benefit to the NGO community in Cambodia. Funding for it should be provided in future sub-grants, and significantly increased if the concept plays out as expected.

Recommendation: The Team recommends that the USAID make it clear to grantees that it considers indigenous staff development to be an important priority, and is open to providing financial and technical incentives to promote such efforts.

Recommendation: As the situation in Cambodia normalizes, USAID should move quickly to require grantees to intensify approaches that maximize Cambodian technical involvement in PVO activities.

C. The Progress of Program Implementation to Date

1. The Absorptive Capacity of the PVO Community

The Team has found that PVO absorptive capacity, in general, is not an issue. With some exceptions, the financial and administrative systems and staffing of grantees are excellent, and financial and program reporting systems function

smoothly, and in a timely manner. The in-country program capacities of PVOs, in terms of staff competence, numbers, availability of technical backstopping, and the like, are more than adequate for the USAID program. A number of PVOs have based their own programs on extensive, independent and highly professional surveys of needs in planned program areas. These reports merit greater circulation and donor attention.

The absorptive capacity of Khmer-American and indigenous organizations is, understandably, considerably less than that of the older, main-line U.S. and international PVOs. USAID is wise to deal with these organizations through the PACT umbrella grant, which provides technical assistance to them for the express purpose of enhancing their absorptive capacities. The Team has already recommended that USAID continue to use PACT-type grants in order to help accelerate the strengthening and development of indigenous PVOs.

2. The Extent to Which the Project's Objectives are Being Achieved

Team reviews of grantee quarterly progress reports and interviews with PVO principals indicate that the main objective of the Project, which is to provide basic needs services to the poorer and more vulnerable elements of the population, and the several purposes of the project, which involve creating the means to deliver these basic services, are being well-served. Unfortunately, there are virtually no reliable national baseline data on which to determine the extent to which the Project's objectives and purposes are being achieved.

3. The Extent to Which the Program is Having Desired Impact

For the reasons cited above, there is at present little more than anecdotal evidence by which to gauge the extent to which the program is having desired impact. The Team believes that some degree of impact measurement can be effected by the USAID, provided it can reach agreement in advance with grantees on the indicators to be used. Secondly, the USAID should ensure that comparable indicators are used by PVOs engaged in similar kinds of assistance activities. A grantee-by-grantee comparison of project achievements to date compared to planned objectives, is contained in Annex C.

4. Grantee Achievement of Stated Objectives

It is difficult to measure the extent to which objectives, as defined in grant agreements are being met, since these objectives tend to be imprecise and broad. However, most PVOs have created measurable objectives for their programs

against which they report on a quarterly basis, and these provide a basis for judgement.

There is far too little experience to date for any meaningful assessment of the impact of the PACT/CCOP project. Indications are that sub-grantees can be expected to make small but significant contributions in areas where they are working. In particular, the Cambodian-American sub-grantees represent an innovative, perhaps ground-breaking, approach to bringing relevant skills and cultural sensitivity to the development effort. USAID staff have indicated that other donors, NGOs and IOs, have adopted this approach.

D. Program Coordination

1. USAID Coordination with PVOs and With Other Donors

Coordination between USAID and grantee PVOs has been good, particularly since the establishment of the USAID Representative's Office in Phnom Penh. As the number of grantees is relatively small, and program objectives are very broad, there has not been a need for highly formalized interaction between USAID and the PVOs.

Communications and collaboration are informal, frequent, and beneficial to both sides; relationships appear effective and strong. As and if the programs become larger or more developmentally complex, and as new PVOs and NGOs become grantees, these informal and one-on-one coordinating approaches will have to evolve along with the program.

The A.I.D. Representative has indicated that he considers the U.S. Mission's relationships with the IOs to be especially important in regards to implementing certain key programs (the national immunization program and vocational training).

2. PVO Division of Labor and Coordination

To date, PVO areas of operation - both geographic and sectoral - have largely been influenced by the country's economic, social and security situation and by the donors. For example, many PVOs operate only or predominantly in the Northwest; this mirrors the needs and availability of funding for Khmer returning from refugee camps in Thailand. Additionally, the heavy emphasis on health, especially clinic-based and curative health undertakings, reflects the traditional response to post-war rehabilitation needs by many PVOs and by their donors.

As a consequence of those forces, and also as a consequence of the enormous extent to which needs in Cambodia exceed resources, program overlap has not surfaced as a big issue during the period covered by this evaluation. Additionally, the small number of grantees in the program has meant that communication and coordination among them, and with USAID, have been relatively easily accomplished on an informal basis.

However, with additional funding and with new actors attracted by the availability of funding, the potential for overlap increases. Some PVOs already report that "new" agencies are using different medical protocols than have been accepted for Cambodia. It is also apparent, at least from what the Team has been told, that several PVOs are now seeking geographic expansion into the same "new" provinces. Kratie seems particularly popular. Since the security situation currently precludes expansion into all parts of Cambodia, the likelihood of geographic overlap increases.

Recommendation: The Team recommends that the USAID consider hosting a meeting of potential grantees to discuss compatible, rather than competitive, program directions for the applicant PVOs. There is more than enough need for additional PVO programs; avoiding harmful duplication should be relatively easy through this or a similar mechanism.

3. NGO Arrangements to Coordinate Activities

The Cooperation Committee for Cambodia (CCC), the umbrella organization for NGOs in Cambodia, provides the best and most appropriate available structure for responding to demands for increased NGO capacity. NGOs are also active in sector working groups, including the Coordination Committee (COCOM) in the health sector which includes factional (SOC) representation. COCOM is considered by many NGOs, as constituting a good model for coordination in other sectors. At the provincial level, coordination mechanisms have yet to be established, except for the CARERE (Cambodia Reintegration and Resettlement) Program of integrated area development projects in the northwest provinces. Comparable mechanisms are needed in the other provinces to ensure that the efforts of NGOs and the multilateral agencies effectively complement each other.

Recommendation: The USAID should keep itself fully-informed regarding the CCC's generally informal efforts to help coordinate humanitarian aid activities in Cambodia, and continue to actively promote the participation of PVO grantees in such efforts.

E. Project Finance

1. The Adequacy of Project Funding and the Timeframe for Implementation

To date, five grantees have requested and have been granted additional funds totalling around \$3.3 million. In addition, a number of other grantees have received no-cost extensions of project completion dates. Most of the grantees interviewed by the Team expressed the need for an extended project implementation period. It was generally agreed that a 3-year timeframe would be appropriate.

Every grantee except CARE received a length of project extension. As grants have been extended, the scopes of work for many grantees have become outdated. Many grantees have not tied project outputs to the new timetable. The system will need refining once a more strategic development assistance strategy has been developed by USAID for Cambodia.

2. Contributions In-Kind

Certain PVOs have indicated that they are confused as to whether they are required to provide a 25 percent cash or in-kind matching contribution for current projects, or whether the requirement has been waived. The confusion appears to stem from a misunderstanding as to how the process works.

Recommendation: The Team recommends that the USAID circulate a memorandum to this effect to all grantees, to clear up the confusion currently surrounding this issue.

Recommendation: On the basis of its discussions with grantees, the Team found that none would have difficulty meeting the 25 percent matching requirement. Accordingly, the Team sees no need for USAID to continue granting the waiver, and recommends that, with the exception of PACT's sub-grantees, all future grantees be required to make the minimum 25 percent matching contribution. Even PACT sub-grantees, we believe, should begin to provide some match - perhaps 10 percent or 15 percent - after the first year of operation.

F. Technical Assistance and Training

Each of the several organizations visited have made adequate provisions for technical backstopping. Some grantees provide for specific short-term project-related technical assistance consultanties in their grant budgets. Others rely on home office assistance to organize intermittent technical inputs when needed.

Recommendation: The Team recommends that, as part of its efforts to enhance its own program management capacity, the USAID take steps to ensure that Mission staff engaged in monitoring grantee activities are well-versed regarding proposal development and review procedures, and A.I.D. procurement and financial accounting requirements. As noted elsewhere in the report, these are perceived as areas of management weakness at present. Staff development has become a critical need, in view of the USAID's plan to expand the outreach of its basic needs assistance program under the proposed PVO Co-Financing Project.

G. Program Monitoring and Evaluation

1. The Adequacy of USAID Monitoring

Quarterly reports and telephone contact are the primary methods by which USAID attempts to monitor PVO programs. The Team considers quarterly progress reports, in particular, to be an effective means of tracking progress toward program objectives. The development of adequate and appropriate baseline data is needed, however, if these reports are to be used effectively to monitor and guide the implementation of project activities.

Also, as program outreach is expanded over the next several years, it will be important for USAID to have available to it, local staff or consultants who are able to assess basic needs requirements in the country's low-income and remote rural areas, and who are qualified to help PVOs design programs to meet these needs. USAID staff involved in monitoring NGO activities need to visit sites periodically in order to keep abreast of beneficiary needs and the progress of program implementation. This is not being done at present.

Another area that needs more USAID attention is the financial monitoring of PVO grants. The USAID currently cannot monitor grantee drawdowns on existing obligations, because it does not have the documentation needed to do this. This becomes a problem when cost amendments are requested, or when new funding authorizations are required. The Office still lacks adequate staff with financial skills to provide the level of monitoring that will be necessary under the Mission's new, expanded program.

Recommendation: The Team recommends that the USAID incorporate periodic site visits as part of its ongoing in-house staff development program.

2. PVO Accountability and Financial Monitoring Systems

As noted earlier, the Evaluation Team has found that grantees are likely to have done better in terms of monitoring the financial aspects of project

implementation, if they have hired an expatriate accountant or bookkeeper.

None of the PVOs visited appears to be keeping signed time sheets for monitoring purposes. All are under the impression that since they generally work more than 40 hours per week, there is no need to document the time that they put in on the project.

A few grantees are unclear about their responsibility to conduct internal audits at the mid-point of project activities; however, most of the organizations interviewed were in the process of complying with this requirement. Those that are unclear are just now approaching the mid-point of project implementation.

Recommendation: It should be made clear to grantees that maintaining accurate timesheets is an A.I.D. requirement.

Recommendation: The Team recommends that the audit requirements be made clear to all grantees.

3. Grantee Project Monitoring and Evaluation

According to the Project Manager, none of the grantees has as yet undertaken a formal in-house evaluation of its project activity. World Concern noted that it has constructed an elaborate project monitoring system, which enables it to evaluate the progress of project activities on a continual basis.

V. IMPACT OF THE EVALUATION ON THE DESIGN OF A PVO CO-FINANCING PROJECT FOR CAMBODIA

The findings of the Evaluation Team indicate that the design of USAID's proposed first PVO Co-Financing Project for Cambodia should take into account several important factors.

The Uncertainties of the Country's Current Economic and Political Situation

In view of these uncertainties, the proposed PVO Co-Financing Project (Co-Fi One), should be limited to a 7-year term for implementation, with fund obligations concentrated in the first five years of project implementation.

The design should provide for some phasing of project activities, enabling the USAID to continue to contribute toward the country's urgent and continuing need for relief and rehabilitation assistance, while inducing PVOs to shift toward a more strategic and developmental use of humanitarian aid resources as feasible

during the later years.

The Need to Develop Sector Assistance Strategies

As soon as project implementation begins, USAID should begin preparing strategies for sustainable sector-based development programs (to be implemented during the second phase of project implementation), by fielding specialized teams of top-ranked professionals to do nation-wide sector baseline studies concerning the country's continuing need for humanitarian and development assistance.

Given the virtual absence of valid information on conditions in Cambodia, these teams should be charged with preparing top quality assessments and strategies in areas such as the following:

- health sector demographics and epidemiology;
- social soundness and basic needs assessments;
- hydrology and water resources, with special emphasis on irrigation schemes (new and rehabilitation); and
- environmental preservation and natural resource management.

In addition to these sectoral studies, USAID should undertake a mid-term review of first phase projects by early 1995. The evaluation should focus on the implementation progress of both the overall and sector-based programs, using the baseline data and impact measures that are to be developed in the interim.

The Need to Expand Geographic Coverage

Proposals to be developed by PVOs for the second phase of project implementation should take particular account of variables such as sections of the country that are under-served by basic needs providers.

The Cost-Effectiveness of "Umbrella" Grants and Consortia Arrangements

Smaller grants and grants for endeavors outside mainstream community-based rehabilitation should be made through umbrella organizations or consortia; these two-tier arrangements will enable USAID to deal with a greater variety and scale of assistance approaches and activities.

Each consortium should have a designated lead agency or a project management unit, with which A.I.D. could sign a cooperative agreement. That agency/entity would be responsible for all reporting. Each member of the consortium would design and manage its own program, as described in the cooperative agreement, but would receive its funding from the lead agency on a pass-through basis.

The Need to Augment USAID Staffing

The Mission's PVO Project Office will need to be staffed at a level compatible with the proposed new program. The Team believes that this will require a staff of 4-5 persons, including 2-3 program assistants to monitor field operations.

SUMMARY SCOPE OF WORK

CAMBODIA PVO CO-FINANCING EVALUATION AND DESIGN (E/D) PROJECT

Overall Purpose: The purpose of the Cambodia PVO evaluation and subsequent Pvo Co-Financing Project Paper design is twofold: (1) to assess all organizations receiving funds under USAID/Cambodia's ongoing PVO program, including a number of organizations operating under small and large grants and sub-grants and cooperative agreements; and (2) to feed the evaluation findings and information from these assessments into the design of a long-term development approach for USAID Cambodia's as a stand alone new PVO Co-Financing Project.

EVALUATION

Purpose: The purpose of this evaluation is to assess the PVO funding mechanisms currently being used by USAID/Cambodia. This system consists of approximately 14 grants extended to international and private organizations, and seven sub-grants under a cooperative agreement. Organizations to be assessed under the grantee roster include: the PACT umbrella and its sub-grantees, World Vision, UNICEF, World Food, World Concern, World Education, World Relief Corp., HOLT International, American Red Cross, American Refugee Committee, International Rescue Committee, and the UNDP, to name a few. The assessment will examine both the processes by which these organizations were selected, receive and disburse AID funding, and the impact that the outputs of these programs have on the target beneficiaries. We are particularly interested in outputs achieved against stated objectives and planned end-of-project status (EOPS). Special attention also will be given to the organizations' own monitoring and progress evaluation systems. The evaluation will serve as a stand alone document, but will also provide useful material for and feed into the design of sector and other strategies within a larger, multi-year PVO Co-Financing Project.

(Note: The terms PVO and NGO are used synonymously. IO is also understood to be a part of the NGO community)

Objectives

1. Examine the process used to select recipients of A.I.D. funding under grants or cooperative agreements. Has the process produced the correct mix of activities given need?
2. With respect to umbrella grants, examine the process the core grantee has instituted to award and monitor sub-grants with special reference to sector strategies and monitoring benchmarks that have been identified for sub-grantees. Is the criteria currently being used to review and award sub-grants satisfactory? Are monitoring systems for sub-grants sufficient? Do they meet

all AID requirements?

3. Review financial information on grants awarded, and operating costs of grantees and sub-grantees. Were grant proposals realistically budgeted? Are they meeting their contribution pledges, whether in cash or in kind? If not, what is the reason?
4. Identify areas for improvement in current co-financing implementation and monitoring standards and practices that will accommodate the increasing use of NGO's as intermediaries to meet higher levels of assistance being planned for Cambodia. Are there a sufficient number of grantees and potential grantees operating or should the number be increased as absorptive capacity is reached? Has the PVO community reached its absorptive capacity?
5. Examine ongoing and completed PVO activities and determine the degree of success each has achieved in meeting stated objectives. Recommend ways in which each activity can be strengthened in critical areas. Are grantees adequately involving indigenous staff and entities in their grants?
6. Review and evaluate the monitoring, accountability, and internal evaluation systems of each grantee and assess the extent to which each has adopted creative operational systems beyond the basic input-output model. Are the systems meeting AID requirements?
7. Use information from the assessment to establish future criteria for grant-making decisions. What processes should we continue? What processes need to be revised?
8. Use evaluation results to design the first PVO Co-Financing Project which builds on a general PVO strategy for Cambodia, for the years 1993 to 2000. Strategy should include recommendations on how to "focus and concentrate" the overall PVO program in sectors where USAID is in the best position to bring about successful results. What are the major constraints on which the PVO efforts should focus? How can PVOs ameliorate these identified constraints? Which constraints are best addressed by non-PVO entities, i.e., conventional AID project mechanism?
9. Recommend systems which will relieve USAID/Cambodia of the management burden for direct implementation of grants under the new PVO Co-Financing project. Is the umbrella mechanism assisting in this regard?

Scope of Work

Evaluation of PVO Co-Financing Program

I. Introduction

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The introduction will include a summary of the A.I.D. Representative's general development strategy for Cambodia, a brief description of the PVO environment in Phnom Penh and other locations in Cambodia, including a description of political, social, and economic constraints on the A.I.D. Representative's agenda for progress, and a description of the objectives of PVO program.

II Performance

1. Review existing mechanisms used by USAID/Cambodia to finance and manage PVO programs and recommend changes/alternatives for improvement. These mechanisms include direct grants and cooperative agreements as well as sub-grants through intermediaries, or umbrella organizations.
2. Review the current mix of A.I.D.-funded PVO activities to determine the extent to which they match the needs in Cambodia with the PVO community's ability to respond to those needs.
3. Determine the effectiveness of USAID's project officers as catalysts for effective communication and coordination between PVOs.
4. Determine the most cost effective means for USAID to monitor the existing and expanded PVO program given limited personnel and individual management units involved. Are grants being managed as contracts and thereby creating a management burden on USAID?
5. Evaluate the grant-making process for clarity, fairness, consistency of criteria application, speed and completeness of process, adequacy of documentation, and compliance with A.I.D. and other pertinent regulations.
6. Review and evaluate effectiveness in field coordination and collaboration among the various grantees and sub-grantees especially those working in the same functional area or sector; determine coordination and ability to avoid overlap and duplication of effort. Recommend areas of improvement.
7. Determine and evaluate the degrees and levels of active Cambodian technical involvement in PVO activities; determine if Cambodian organizations are sufficiently involved in data collection and analysis, monitoring, and evaluation; determine if data collected in the field are analyzed locally. Recommend how these areas or systems can be improved.
8. Review and determine whether PVOs are complying with the monitoring and evaluation guidelines required under their grants. Are sufficient funds budgeted for evaluation and non-federal audit?
9. Evaluate the impact of the activities implemented by participating PVOs/IOs.

Are stated outputs and objectives being achieved? Are quarterly progress reports the most effective means of tracking progress?

10. Are grants operating within a time frame which realistically allows them to meet outputs and objectives? Are the funding levels and completion dates compatible?
11. Assess the degree of overlap among similar activities, using the same PVOs funded by other donors (United Nations, etc.). Assess other donor programs that support PVO activities and how the A.I.D. Representative co-financing program will fit within this overall donor framework.

ANNEX B

CONTACTS & MEETINGS

GRANTEES

1. Private Agencies Collaborating Together (PACT)
Sara Newhaul-Project/Country Director
Jim Bender-Project Accountant

PACT Sub-Grantees:

**Khmer Buddhist Society
Cambodian Humanitarian Foundation
United Cambodian Community
University of Massachusetts
International Medical Corps**

2. Cambodian-American National Development Organization (CANDO) Thida
Khus-Project Director
3. American Red Cross
Michele Blatti-Project Director
4. World Relief
Joe Copple-Project Director
5. CARE
M.J. Conway-Project Director
6. World Concern
Gregg Keen-Program Director
Rick Hansen-Project Accountant
7. World Vision
Jaisankar Sarma-Project Director
8. Holt International
Kathy Hopper-Project Director
9. World Education
Tami Ito-Project Director
10. American Refugee Committee

Brian Heider-Project Director
Graeme Auditt-Project Accountant

11. International Rescue Committee
Martha Teas-Project Director

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12. Vietnam Veterans of America Foundation (VVAF)
Ron Podlaski-Project Director

OTHER ORGANIZATIONS

13. Cambodian Development Resource Institute
Eva Mysliwiec-Project Director
14. Cambodian Committee for Cooperation
Debora Broady-Director
15. World Health Organization
Dr. Jean-Paul Hmenu-Special Health Envoy, Representative to Cambodia

AMERICAN RED CROSS

Grant Period: August 1991-August 1993

Grant Amount: \$1,662,807

GRANT GOALS, AND OBJECTIVES

Purpose: To provide a system for addressing the unmet and growing needs of amputee victims, in order for them to return to a productive life.

Goal: To provide humanitarian aid to the people of Cambodia through the provision of prosthetic, surgical, and medical technical assistance at the Kompong Speu Province level.

PLANNED VERSUS ACTUAL PROJECT OUTPUTS

PLANNED GRANT AGREEMENT OUTPUTS

**ACTUAL OUTPUTS AS OF
SEPTEMBER 1992**

- 1. Needs Assessment and Strategic Planning**
 - a. Determine feasibility of conducting province-wide survey without revised operational budget at 4WD vehicles.
 - b. Finalize action plan with all project participants, and determine training needs and needs schedule.
 - c. Determine training needs/schedule
- 2. Increase the number of prosthesis that are manufactured, fitted, and used.**
 - a. Complete construction of prosthesis workshop.
 - b. Begin limb production
 - c. Register all equipment
 - d. Establish inventory system
 - e. Establish patient registration system
- 3. Measurable improvement in the quality of orthopedic equipment.**
 - a. Play advisory role in morning conference.
 - b. Conduct weekly section meetings.
 - c. Conduct weekly protocol meetings.
- 4. Increase the number of trained and qualified Cambodians in the components of rehabilitation.**

- 1. Rehabilitation needs assessment has been conducted in 34 Khums. Survey is continuing, and project monitor is being sought to verify data.**
- 2.a. Construction of prosthesis workshop was completed.**
 - b. Production of polypropylene limbs began.
 - c. Coordinated outreach with MSA and MOL has been discussed, but not yet started.
 - d. All equipment and supplies for prosthesis workshop were registered.
 - e. Inventory system was established.
 - f. Patient registration process was finalized.
- 3.a. A Quality of Care Committee was formed in conjunction with hospital administration.**
 - b. Protocol meetings and morning conferences were not conducted due to lack of project surgeon.
- 4. This component was not deemed implementable until additional funding was approved.**

AMERICAN REFUGEE COMMITTEE

Grant Period: May 1991-July 1993	Grant Amount: \$1,036,908
GRANT GOALS, AND OBJECTIVES	
<p>Objective: To work to improve the health status of the population of Kon Dieng, especially women and children, through maternal child health, health education, water/sanitation/construction, and medical programs.</p> <p>Goal: To improve the health status of women and children in Kon Dieng District, Pursat Province. This will be accomplished through: strengthening existing health infrastructure, training health care providers, increasing health services coverage in all nine Kuhms in the district, promoting potable water in selected villages, and promoting grass-roots women's groups involved in health promotion and other development activities.</p>	
PLANNED VERSUS ACTUAL PROJECT OUTPUTS	
PLANNED OUTPUTS A/O JULY 1993	ACTUAL OUTPUTS A/O DECEMBER 1992
<ol style="list-style-type: none"> 1. Provide anti-natal care 2x for 20% of women who have delivered in previous twelve months. 2. Provide two doses of Tetanus Toxoid to 25% of women who have delivered babies the previous 12 months. 3. Assist 20% of high risk delivery women through the aid of trained mid-wife. 4. Fully immunize 20% of children between the ages of 12-23 months. 5. Distribute Vitamin A capsules 2x/yr to 20% of children between 6-59 months. 6. Ensure mothers give appropriate care to children with diarrhea. Target population is 10%, target time is every two weeks. 7. Provide improved water supply to 30 villages. 8. Develop 2 women's groups on health care development needs. 9. Provide appropriate child-spacing services and contraception at district level. 	<ol style="list-style-type: none"> 1. 2,621 pre-natal visits completed. 2. 1,165 women received 1st dose of Tetanus Toxoid, and 475 received 2nd. 3. No information available 4. 275 children fully immunized since project start-up; 3,536 children received immunization from mobile clinics. 5. 2,380 children received appropriate doses of Vitamin A. 6. 2,915 children received de-worming treatment. 7. Six latrines provided in the district. 15 builders, 3 well constructors, and 11 farmers trained in well digging. 8/9. Health education and training is provided by the Women's Association of Cambodia. Training provided to over 2,800 women at the Kuhm clinic level; Information regarding actual development of women's organizations not available.

CAMBODIAN-AMERICAN NATIONAL DEVELOPMENT ORGANIZATION

Grant Period: September 1992-September 1994		Grant Amount: \$1,000,000
GRANT GOALS, AND OBJECTIVES		
Purpose:	To recruit Cambodian-Americans to serve with organizations in Cambodia helping to meet the country's urgent humanitarian and development needs, promote the peace process, and nurture democracy.	
PLANNED VERSUS ACTUAL PROJECT OUTPUTS		
PLANNED GRANT AGREEMENT OUTPUTS		ACTUAL OUTPUTS AS OF DECEMBER 1992
1.	Establish mechanism for Cambodian-American students and professionals to participate in meeting humanitarian assistance needs of vulnerable groups in Cambodia.	The CANDO program got off to a slower start than expected due to problems in negotiating the sub-grant with the Cambodian National Council (CNC), and due to the unexpected resignation of the original Project Director. Currently 9 CANDO volunteers have arrived in Cambodia, are being placed with various PACT sub-grantees around the country. A total of twenty-five volunteers are expected in by this spring.
2.	Place volunteers in critically needed training organizations and educational institutes to increase the local human resources base of Cambodian nationals.	
3.	Facilitate activities which lead to the creation and strengthening of indigenous, Cambodian managed, private and non-governmental organizations in Cambodia.	
4.	Promote, through the process of community building and reconciliation, comprehensive peace settlement and democratic practices in Cambodia.	

CARE INTERNATIONAL

Grant Period: September 1991-May 1993		Grant Amount: \$1,172,588
GRANT GOALS, AND OBJECTIVES		
Objectives: To decrease infant, child and maternal mortality in Bakan District, Pursat Province; and to improve the overall quality of life for women, children, and the disabled and their families in selected villages in Bakan by the end of the project.		
PLANNED VERSUS ACTUAL PROJECT OUTPUTS		
PLANNED GRANT AGREEMENT OUTPUTS		ACTUAL OUTPUTS AS OF DECEMBER 1992
1.	Quantitative baseline survey of 640 mothers to provide information for project planning, training, implementation, monitoring, and evaluation.	CARE does not report actual project activities in terms of accomplishment of specific project goals. Following is a description of CARE activities as of their last quarterly report.
2.	Training needs of health staff, social workers, and women involved in service delivery and promotional activities assessed.	A. Staff Community Management Training: Six day training session held in Pursat for 18 persons.
3.	Train 30 health workers in promoting proper case management of diarrheal disease.	B. Maternal Health: Training conducted for one midwife and two TBAs in Trapieng Chorng Khum.
4.	1 district hospital providing proper case management, referral, and education.	C. Develop Curriculum and Materials for TBA: Curriculum and materials for a 6-day training program were developed, and are going to be translated into Khmer.
5.	1,000 Children between the ages of 9-24 months fully immunized.	D. Training for TBAs: 25 TBAs from 15 villages participated in a 6 day community based training program.
6.	2,000 Women aged 15-45 years immunized with at least 1 dose of TT	E. In-service training or government midwives: In-service training for Bakan District midwives continues. Emphasis on safe delivery practices.
7.	20 midwives/TBA trained	F. Provide Training program for EPI Staff: Two 9 day training have been held for over 40 trainees.
8.	100 nurses trained in antenatal care	G. Test EPI manual and Revise: During training described above, EPI manual was tested and reviewed. Recent protocols have been included.
9.	Provide 500 women with family spacing, counseling, and contraceptives.	H. Improve EPI services through EPI office strengthening: Schedule for EPI strengthening drawn up. Eight offices visited to assess needs.
10.	20 health workers trained in providing nutrition education.	I. Additional accomplishments found in CARE quarterly report (Sept-Dec 1992)
11.	Improve water systems and water sanitation practices of 4 communities.	
12.	Survey of disabled to determine training needs.	
13.	Provide 30 families with health and nutritional education.	
14.	Identify women's development priorities, and strategies to meet them identified.	
15.	Train 150 women's group members in CDD, EPI, maternal health, and nutrition.	

HOLT INTERNATIONAL

August 1991-February 1993		Grant Amount: \$399,834	
GRANT GOALS, AND OBJECTIVES			
Purpose: To provide resources to develop a permanency planning program for displaced children in Kompong Speu Province.			
PLANNED VERSUS ACTUAL PROJECT OUTPUTS			
PLANNED GRANT		ACTUAL OUTPUTS AS OF DECEMBER 1992	
<p>1. Identify and assess 3,760 orphans in Kompong Speu province within nine months of project initiation.</p> <p>2. Develop a permanency plan for each child within twelve months which will establish each child's legal status and provide a family setting whenever possible for the child.</p> <p>3. Renovate the Kompong Speu orphanage, which currently cares for 115 children. Standard of care should be increased within six months of project initiation.</p> <p>4. Train as appropriate: a) six case workers, b) 12 case aides, c) 15 child care workers, and d) six nurses.</p>	<p>1.&2. Preparatory work completed including assessments of children in the Kompong Speu area.</p> <p>3. Dormitory renovation complete.</p> <p>4. Trainings: a. Sewing workshop: 1,000 sets of school clothes sewed and provided. b. Weaving workshop: not conducted to unavailability of participants. c. Health Promotion: Theater program put on to initiate a health and immunization program campaign. Health talks attended by 1,559 people in 22 districts.</p> <p>5. Other Project Activities: a. Income Generation: Piglets provided to 174 families for resale. b. Classroom Renovation: Building developed in areas previously without a school. Seventy eight children aged 6-13 now attend first grade. c. Immunization Support: 4,300 children have received their first and second injections. The third and final injection will be administered in the next quarter. d. Surgery Kits: Kits to be provided in eight districts of KPS one list of materials to be included is received from the provincial health department. e. Farmer Workshops: Twenty district farmers attended workshop covering improved agricultural techniques for local soil and weather conditions.</p>		

INTERNATIONAL CATHOLIC MIGRATION COMMITTEE (ICMC)

<p align="center">Grant Period: September 1991-March 1993</p>	<p align="center">Grant Amount: \$5*5,248</p>
<p align="center">GRANT GOALS, AND OBJECTIVES</p>	
<p>Purpose: To provide comprehensive and integrated training and assistance for widows/female war victims and their dependents to: 1) create awareness through literacy and basic education; 2) develop initiative and motivation; 3) reduce dependency, and increase self-confidence; 4) improve household economy/income; 5) increase self-management capability; and 6) encourage access to health and social services.</p>	
<p align="center">PLANNED VERSUS ACTUAL PROJECT OUTPUTS</p>	
<p align="center">PLANNED GRANT AGREEMENT OUTPUTS</p>	<p align="center">ACTUAL OUTPUTS AS OF SEPTEMBER 1992</p>
<ol style="list-style-type: none"> 1. Raise basic educational level of widows/female war victims. 2. Provide skills and entrepreneurial training 3. Establish a revolving fund to provide small loans for selected economic activities. 4. Provide basic education in hygiene, preventative health measures and nutrition. 5. Ensure access to child care facilities. 6. Promote access to state social and health services. 7. Encourage enrollment and attendance at children's schools 	<p>1/2. 2nd cycle of vocational skills, literacy, and numeracy training began in July and ended in September; 114 women enrolled in the course, including 8 women who had been unable to complete skills training during the first cycle because of the lack of availability of an agricultural teacher. 104 women graduated from the second course, 9 dropped out.</p> <p>Vocational skills courses offered included: a) textiles sewing, b) food processing, c) smallstock production, d) Hairstyling, e) bicycle repair, and f) marketing.</p> <p>3. In June, small group of beneficiaries and 2 staff members developed credit scheme to help women establish small businesses. The credit scheme was implemented in July. 26 women received credit with loans ranging from 40,000-134,00 riel or approximately \$32 to \$86 US. Approximately 81% of women used loans for sewing businesses, 15% for hairdressing, and 4% for bicycle repair.</p> <p>4. ICMC continues to conduct 2-week health care classes for women. 5 two-week health classes, serving 71 women completed this quarter.</p> <p>5. ICMC provides day care services for the children (1-6 years old) of beneficiaries.</p> <p>6. Insufficient Information.</p> <p>7. ICMC continues teacher training with an integrated approach to helping teachers to understand how to develop and comprehensive implement lesson plans.</p>

INTERNATIONAL RESCUE COMMITTEE

Grant Period: August 1991-May 1993		Grant Amount: \$723,775	
GRANT GOALS, AND OBJECTIVES			
Purpose:		To establish a public health and mobile medical program to assist internally displaced persons in Lompong Channang Province in Cambodia.	
Goal:		To decrease fetal, infant, and under-five mortality rates, illness, and malnutrition.	
PLANNED VERSUS ACTUAL PROJECT OUTPUTS			
PLANNED GRANT AGREEMENT OUTPUTS		ACTUAL OUTPUTS AS OF SEPTEMBER 1992	
1.	Regularly scheduled and emergency visits by mobile medical teams to community clinics.	1.	Regular visits to Communes and villages continually conducted.
2.	Diagnosis, treatment or referral all cases seen by the medical teams.	2.	Needs assessments conducted and nearly completed during last quarter.
3.	Train local medical practitioners to operate clinics during medical team's absence.	3. & 4.	Midwives, TBAs, and nurses have been identified for training. Course content has been designed and additional training aids, slides, and videos are on order. Trainings conducted so far include: 17 midwives, 23 TBAs, 14 commune nurses, and 2 district nurses.
4.	Train local public health, community health education, and sanitation teams.	5.	The first of a planned series of trainings preventions, and home treatments was presented to 48 school teachers, 30 women, and 18 monks.
5.	Community education sessions in the areas of sanitation, preventative health care, first aid, oral rehydration therapy, and other basic health topics.	6.	Regular visits to communes and villages continue. Access to more remote areas is limited by security.
6.	Home visits by local health and sanitation teams.	7.	No information on this accomplishment.
7.	Install and maintain wells.	8.	The first public outreach sanitation promotion/orientation session was held with 40 in attendance. Eleven latrines have been constructed, and one repaired.
8.	Install and maintain latrines.	9/11.	No information available.
9.	Births attended by TBAs.		
10.	immunize women and children.		
11.	Epidemiological records		
12.	Provide pre-and post-natal care.		

PRIVATE AGENCIES COLLABORATING TOGETHER (PACT)

<p align="center">Grant Period: September 1991-March 1994</p>	<p align="center">Grant Amount: \$5,000,000</p>
<p align="center">COOPERATIVE AGREEMENT GOALS, AND OBJECTIVES</p>	
<p>Purpose: To provide support for the Cambodia Community Outreach Program (CCOP) through: 1) The funding of NGOs to provide appropriate level of health services, community development support, and food aid to those most in need; 2) To end AID's direct administration and management of the CNC program; and 3) To shift from Bangkok to Phnom Penh responsibility and authority for the CNC program.</p>	
<p align="center">PLANNED VERSUS ACTUAL PROJECT OUTPUTS</p>	
<p align="center">PLANNED GRANT AGREEMENT OUTPUTS</p>	<p align="center">ACTUAL OUTPUTS AS OF DECEMBER 1992</p>
<ol style="list-style-type: none"> 1. 7 sub-grantees arrive Cambodia, participate in orientation activities and begin start-up. 2. Strategic Assistance Grant Program: Two SAGs approved by USAID, on-going support provided to BFD project, and provide local support and guidance to an array of prospective local initiatives. 3. Management of CANDO project. 4. Provide technical support to human rights organizations, participate in the UNTAC human rights working group. 5. General Coordination and participation in NGO Community Activities in Phnom Penh. 	<ol style="list-style-type: none"> 1. Six of seven sub-grantees have arrived in Cambodia as scheduled. Helen Keller, International is the one sub-grantee facing a major delay. PACT staff provided for all logistical support for the sub-grantees including processing of travel authorizations, visa requests, hotel reservations, airport reception, and location of temporary housing. 2. PACT, with approval from USAID, made two strategic assistance grants to local initiatives. A grant for \$15,000 was made to the Cambodian Human Rights Association to provide support for eight provincial offices, core office support, and for staff and equipment. The second SAG was made for \$2,500 to the Committee for Development of Friendship for Rural Youth (CDFRY). This group is high risk and lacks a core ides. 3. CANDO program got off to a slower start than expected due to sub-grant negotiation with the Cambodian Network Council. To date, 9 CANDO volunteers have arrived in country. 4. PACT-housed training courses of Vigilance and Outreach, and participated in the graduation ceremonies of each group. PACT is also a participating member of the UNTAC human rights working group. 5. The PACT program coordinator participates in CCC Committee Meetings (most V the Security Committee Meeting, the Compensation Survey Committee, and in various Sectoral Committee Meetings).

VIETNAM VETERANS OF AMERICA FOUNDATION (VVAF)

Grant Period: September 1992-March 1994	Grant Amount: \$828,624
GRANT GOALS, AND OBJECTIVES	
<p>Goal: To rehabilitate prosthesis clinic/workshop in Kien Khleang, train and employ disabled Cambodians in manufacture of wheelchairs and prosthetics using Indian Jaipur limb technology, and provide physical therapy and vocational training for amputees.</p>	
PLANNED VERSUS ACTUAL PROJECT OUTPUTS	
PLANNED GRANT AGREEMENT OUTPUTS	ACTUAL OUTPUTS AS OF DECEMBER 1992
<p>1. Prosthetics Production: amputees will be fitted at a rate of 45 legs/month, and 3 or 4 arms per month.</p> <p>2. Training in Jaipur Limb Technology: 9 Cambodians shall be trained in Jaipur limb technology.</p> <p>3. Training in Wheelchair Technology: conduct wheelchair workshop in November of 1992.</p> <p>4. Wheelchair production: actively involve Cambodians in Wheelchair production training.</p> <p>5. Therapeutic Assistance for Amputee Patients: fully operational fish farm would be developed, allowing amputees a means of income generation.</p>	<p>1. Prosthesis Production: VVAF has actually fitted 50 limbs per month, including 4 arms.</p> <p>2. Training in Jaipur Limb Technology: VVAF is currently training 9 Cambodians in limb technology, 3 of whom have nearly finished. More trainees are anticipated next year.</p> <p>3. Training in Wheelchair Technology: VVAF postponed their wheelchair workshop until March 1993 due to scheduling difficulties.</p> <p>4. Wheelchair Production: See Above</p> <p>5. Therapeutic Assistance for Amputee Patients: A fish farm has become fully operational. However, because of disturbances in Kien Khleang, squatters have taken over the farm. 10 amputees are still working at the farm, but not under originally envisioned conditions.</p>

WORLD CONCERN

Grant Period: September 1991-June 1993	Grant Amount: \$765,494
GRANT GOALS, AND OBJECTIVES	
<p>Purpose: 1) develop proper eating habits and tooth care to avoid future health problems and maintain good teeth; 2) increase financial self-sufficient; and 3) provide skills for out-of-school youths so they can be supporting members of their families while offering society more trained individuals.</p>	
PLANNED VERSUS ACTUAL PROJECT OUTPUTS	
PLANNED GRANT AGREEMENT OUTPUTS	ACTUAL OUTPUTS A/O SEPTEMBER 1993
<p>The original grant agreement was not found. Therefore the planned grant outputs mentioned below are illustrative.</p> <p><u>Goal #1:</u></p> <p>To develop proper eating habits and tooth care to avoid future health problems and maintain good teeth:</p> <p>a. Introduce a fluoride rinse program in all elementary schools.</p> <p>b. To insure that fluoride rinse program is continued by 85% of schools at end of grant period.</p> <p>c. To introduce oral health materials at all schools.</p> <p><u>Goal #2</u></p> <p>To increase financial self-sufficiency by providing skills for out-of-school youths so they can be supporting members of their families while offering society more trained individuals, and while providing uniforms and other school supplies to needy children:</p> <p>a. Train 40 war widows in sewing skills, achieve a completion rate of 80%.</p> <p>b. Provide 10,000 school children with school kits, including study materials and clothing:</p> <p>c. Place 25 youths in apprenticeship training programs.</p> <p>d. Place 90 disabled war victims or family members placed in office settings by end of contract.</p>	

WORLD EDUCATION

Grant Period: August 1991-August 1993	Grant Amount: \$424,993
GRANT GOALS, AND OBJECTIVES	
Purpose:	To increase the use of preventative health services provided by existing NGOs by introducing a non-formal education component which makes mothers active participants in health care by providing them with necessary basic information about maternal health and child survival interventions.
PLANNED VERSUS ACTUAL PROJECT OUTPUTS	
PLANNED GRANT AGREEMENT OUTPUTS	ACTUAL OUTPUTS AS OF DECEMBER 1992
<ol style="list-style-type: none"> 1. Develop set of maternal health and child survival related non-formal education materials used in NGO community-based health education programs for mothers and families with low levels of literacy skills. 2. Recruit and train 20 community health educators who are community members living in areas served by the participating NGOs. 3. Develop multi-agency approach to dealing with health issues at the grassroots level. 4. Seek ways to institutionalize process materials in collaborating NGOs and existing infrastructure. 	<ol style="list-style-type: none"> 1. The first Participatory Health Education Training Workshop was held 4th quarter of 1992. The training focused on identifying health problems in the communes, introducing participatory methods for adult education, and assisting participants in developing specific health lessons to use in villages. Participants included: a) 10 participants from five communes; b) 2 from Prey Veng; c) 4 from NGOs working in Prey Veng; d) 6 from Prey Veng Province; e) 3 from MCO; f) 2 from a Cambodian community development NGO working outside of Phnom Penh. 2. See above. 3. The activity continues. Provincial, district, and commune officials are actively involved in choosing participants for the training workshop and in offering logistical support for the planning and implementation of the training workshop. 4. No information

WORLD RELIEF

Grant Period: August 1991-March 1993	Grant Amount: \$198,845
GRANT GOALS, AND OBJECTIVES	
<p>Purpose: To initiate poverty lending and health education program directed at mothers which would enable them to embark on various types of income generating ventures, while learning that increased income translates into family health.</p>	
PLANNED VERSUS ACTUAL PROJECT OUTPUTS	
PLANNED GRANT AGREEMENT OUTPUTS (Three year period)	ACTUAL OUTPUTS A/O DECEMBER 1992
<p><u>Banking Component</u></p> <p>Involve 1,500 mothers in some form of income generating activity by year 4.</p> <ol style="list-style-type: none"> 1. Organize 50 local mothers committees - 10 in the first year. 2. Provide loans to 1,500 individuals - 300 the first year. 3. Provide loans of \$60 on average to all beneficiaries. 4. Achieve 95% repayment rate on loans. 5. Achieve 15% savings rate for beneficiaries. 6. Train 5 community promoters - 2 the first year. 7. Develop systems and procedures for management information systems. 8. Develop systems for training local mothers committees in internal management. 9. Cover all variable operating costs with fees by year 4. 	<p><u>Banking Component</u></p> <ol style="list-style-type: none"> 1. 4 women's community banks have been started, 500 women have attended the community orientation session. 2. 202 women have received their first loans. 3. A total of \$5,739 has been disbursed in loans through 1992. Loan average is \$31.58. 4. 98% loan recovery rate attained. 5. On average 20% savings on loan size has been achieved. 6. No information on community promoters. 7. No mention of MIS development. Any MIS activities seem marginal. 8. 120 women trained in and screened for bank management. 9. N/A.
<p><u>Health Component</u></p> <p>1,500 mothers trained in low cost approaches to improved health for their families. Achieve the following goals by year two:</p> <ol style="list-style-type: none"> 1. Children 0-11 months completely immunized. 2. 60% of mothers using latrines. 3. 60% of mothers using some form of child spacing. 	<p><u>Health Component</u></p> <p>Health Component accomplishment to date:</p> <ol style="list-style-type: none"> 1. Health Officers to be elected. Child weighing in meetings and immunizations scheduled. 2. Following the plan to give equal emphasis to the health education part of the program, health participation was made a requirement for future loan eligibility. 3. Monthly child weighing sessions took place in bank meetings. 4. Child health cards were inspected and weights monitored.

WORLD VISION

Grant Period: September 1990-August 1996

Grant Amount: \$2,307,000

GRANT GOALS, AND OBJECTIVES

Objective: To upgrade the National Pediatric Hospital (NPH), and to establish two 25-bed child health satellite hospitals in Phnom Penh.

Goal: To assist the State of Cambodia in its programs to reduce morbidity and mortality due to DHF, ARI, and Diarrhea among children under age five through the development of NPH as national training center. In addition, training activities will look at functional/skill areas such as: fluid and electrolytes, rational use of antibiotics, and aseptic techniques. In a later stage, the project will consider the incorporation of malaria as a target disease for training purposes.

PLANNED GRANT AGREEMENT OUTPUTS

ACTUAL OUTPUTS A/O DECEMBER 1992

NPH

1. Acquire medical supplies:
2. Replace/Repair Present Hospital Equipment: X-Ray Machine
3. Develop Maintenance Program: Tools Maintenance Training

Satellite Hospitals

1. Provide Materials to Renovate 2 Hospitals: Materials for 2 25-bed hospitals.
2. Replicate NPH Medical training: Hands-On Training, Library of Treatment Manuals, One lab Personnel, 6th Year Medical Students, Pediatric Residents, Nurses/Pharmacists
3. Provide one hospital/renovation Maintenance Manager.
4. Provide 100% of Children Visiting Clinics with Medical Services & Supplies (25-30 In-Patients).
5. Provide 100% of Children Visiting Clinics with Medical Services & Supplies (300-400 Out-Patients).
6. Provide Medical, Cleaning, Lab, X-Ray, and Fuel Supplies to 2 Satellite Hospitals.
7. Conduct 2 Educational Outreach Workshops per Year.

NPH

1. Upgrading current facility completed during 3rd quarter of 1992, including carpentry and electrical repair materials needed to renovate the NPH building.

Satellite Hospitals

1. 2 satellite hospitals renovated and inaugurated by Prince Norodom Sihanouk in October 1990.
2. 4 medical staff sent to ICDDR in Bangladesh to study management of Diarrhoeal diseases. Staff will train Satellite hospital staff. WV Coordinator also attended an 11-day course on Epidemiology 4th quarter of 1992.
 - a) Training manuals translated into Khmer;
 - and b) 31 text books (new) donated to NPH hospital library.
3. Hospital renovation-maintenance manager has been hired since Q4, 1991.
4. & 5. Out-patient and in-patient consultations have been occurring on schedule. A list can be found in WV's last quarter;y report.
6. In Q4 of 1992, WV has been able to provide supplies and materials for each 25-bed hospital. Goal accomplished with the Phnom Penh Municipal Health Department.
7. The project's outreach activities ended in October of 1991. A total of 180 outreach activities were conducted last year.

RGA=Revised Grant Amount
 RG=Revised Grant

PVO CO-FINANCING PROGRAM
 GRANTEE FUNDS STATUS

GRANTEES	FY 90-91 Original	FY 1992 Budget	Total Grants	Amount Spent	RGA Percent Spent	RG Time Spent	Remaining Grant Amount
ACVW Grants							
American Red Cros	475,000	1,187,807	1,662,807	631,531	38%	76%	1,031,276
Am. Refugee Comm.	500,000	536,908	1,036,908	589,559	57%	84%	447,349
World Relief	198,845	0	198,845	131,682	66%	95%	67,163
World Concern	765,494	0	765,494	692,408	90%	85%	73,086
World Concern/MSF	0	1,685,363	1,685,363	0	0%	0%	1,685,363
World Vision	800,000	551,915	1,351,915	1,351,915	100%	41%	0
World Education	249,216	175,777	424,993	225,858	53%	76%	199,135
Int'l Rescue Comm	723,775	0	723,775	424,488	59%	90%	299,287
Holt Internationa	399,834	0	399,834	380,000	95%	100%	19,834
CARE	1,172,588	0	1,172,588	**	0%	90%	1,172,588
UNICEF	1,200,000	862,230	2,062,230	**	0%	83%	2,062,230
ICMC *	515,248	0	515,248	180,621	35%	100%	334,627
TOTALS	7,000,000	5,000,000	12,000,000	4,608,062	38% Avg	77% Avg	7,391,938
Other Grants							
PACT	5,000,000	0	5,000,000	1,353,766	27%	60%	3,646,234
PACT-CANDO	1,000,000	0	1,000,000	47,000	5%	25%	953,000
Vietnam Vets OA	828,624	0	828,624	147,101	18%	33%	681,523
TOTALS	6,828,624	0	6,828,624	1,547,867	23% Avg	39% Avg	5,280,757

Notes

*** Figures not available ***

ICMC Figure not current

**SECTOR-FUNCTION MATRIX
USAID/CAMBODIA A.I.D. REPRESENTATIVE
PVO CO-FINANCING PROGRAM**

FUNCTION	BASIC SERVICES-HEALTH CARE						VOCATIONAL TRAINING & COMMUNITY ORGANIZATION	INCOME GENERATION & JOB PLACEMENT
	Child Survival	Disease Control/ Immunization	Prosthesis and Rehabilitation	Food, Nutrition and Potable Water	Health Education	Community-Based Health Training		
Training and Education	X	X	X	X	X	X	X	X
Services Delivery	X	X	X	X		X	X	
Capacity Building	X	X		X	X			X
Construction Activities	X	X	X				X	
Supplies Provision	X	X	X	X	X		X	X

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**PVO GRANTEE GEOGRAPHIC MATRIX
USIAD/CAMBODIA A.I.D. REPRESENTATIVE
PVO CO-FINANCING PROGRAM**

PVO GRANTEES	C A M B O D I A	PHNOM PENH	KOMPONG SPOE	PREY VENG	PURSAT	BATTAMBANG	KOMPONG CHANNANG	KANDAL	SVAY RIENG	KAMPOT	TAKEO
TOTALS	2	4	3	2	2	2	1	1	0	0	0
CANDO Volunteers		X	X								
American Red Cross			X								
World Relief		X									
World Education				X							
CARE					X						
World Concern				X							
Am. Refugee Committee					X						
Int'l Rescue Committee						X	X				
Vietnam Veterans AF								X			
World Vision		X									
HOLT, International			X								
UNICEF	X										
Int'l. Catholic Migration Committee						X					
PACT	X	X									

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PACT UMBRELLA GRANT

PACT SUB-GRANTEES	C A M B O D I A	PHNOM PENH	KOMPONG SPOE	PREY VENG	PURSAT	BATTAMBANG	KOMPONG CHANNANG	KANDAL	SVAY RIENG	KAMPOT	TAKEO
TOTALS	0	0	1	0	0	1	2	0	1	1	1
Cambodian Humanitarian Foundation											X
United Cambodian Community										X	
Khmer Buddhist Society			X								
International Medical Corps									X		
Helen Keller International							X				
Int'l Catholic Migration Committee						X					
Cambodian Village Development							X				

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PVO-GRANTEE SECTOR MATRIX -- USAID/CAMBODIA A.I.D. REPRESENTATIVE -- PVO CO-FINANCING PROGRAM

PVO/NGO	BASIC SERVICES-HEALTH CARE							VOCATIONAL TRAINING & COMMUNITY ORGANIZATION	INCOME GENERATION & JOB PLACEMENT
	Health Education	Child Survival	Community-Based Health Training	Disease Control/ Immunization	Hospitals & Clinics	Food, Nutrition & Potable Water	Prosthesis and Rehabilitation		
TOTALS	10	8	7	5	4	4	2	5	5
HOLT International		X	X	X	X			X	X
International Rescue Committee	X	X	X	X	X	X			
World Concern	X	X				X		X	X
CARE	X	X	X	X		X			
World Education	X		X						
UNICEF	X	X		X		X			
ICMC	X	X						X	X
VVAF			X		X		X	X	
World Vision	X	X		X					
American Red Cross	X				X		X		
Am.Refugee Committee	X	X	X						
CANDO								X	X
World Relief	X		X						X

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**PVO SUB-GRANTEE SECTOR MATRIX
USAID/CAMBODIA A.I.D. REPRESENTATIVE
PVO CO-FINANCING PROGRAM**

PACT SUB- GRANTEE	BASIC SERVICES-HEALTH CARE						VOCATIONAL TRAINING & COMMUNITY ORGANIZATION	INCOME GENERATION & JOB PLACEMENT	
	Community- Based Health Training	Health Education	Child Survival	Food, Nutrition & Potable Water	Disease Control /Immunization	Hospitals & Clinics			Prosthesis and Rehabilitation
TOTALS	3	3	2	1	1	1	0	3	2
CHF		X	X		X				
IMC	X	X	X						
UCC								X	X
KBS	X							X	
HKI		X		X					
ICMC								X	X
U of M	X					X			

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LIST OF ACRONYMS

ACVW	Aid to Children and Victims of War	
AID/W	Agency for International Development/Washington	
CANDO	Cambodian-American National Development Organization	
CARERE	Cambodian Reintegration and Resettlement	
CCC	Cooperating Committee for Cambodia	
CCOP	Cambodia Community Outreach Project	
CNC	Cambodia Network Council	
COCOM	Coordinating Committee	
Co-Fi	Co-Financing	
EPI	Expanded Program of Immunization	
FSN	Foreign Service National	
FY	Fiscal Year	
HIV	Human Immunodeficiency Virus	
ICORC	International Committee for the Reconstruction of	Cambodia
IfA	Invitation for Application	
JSI	John Snow, Inc.	
NGO	Non-Governmental Organization	
O/KA	Office of Khmer Affairs	
PACT	Private Agencies Collaborating Together	
PSC	Personal Services Contractor	
PVO	Private Voluntary Organization	
RfA	Request for Application	
RCP	Request for Concept Papers	
SNC	Supreme National Council	
SOC	State of Cambodia	
SOW	Scope of Work	
STD	Sexually Transmitted Disease	
UN	United Nations	
UNHCR	United Nations High Committee for Refugees	
UNTAC	United Nations Transitional Authority in Cambodia	
USAID	United States Agency for International Development	
USDH	United States Direct Hire	
VVAF	Vietnam Veterans of America Foundation	
WHO	World Health Organization	
WFP	World Food Project	