

THE PALACKY UNIVERSITY IN OLOMOUC
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**Targeting in emergency response of non-
governmental organisations during the floods in
Cambodia 2011-2012**
Diploma thesis

Supervisor: Mgr. Zdeněk Opršal, Ph.D.
Olomouc, 2011

I declare that I have written the entire thesis on my own. Furthermore, I only used those information resources, which are listed in the References.

According to § 47b Act No. 111/1998 as amended, I agree with publication the final version of Diploma Thesis and its availability on on-line database STAG administered by The Palacky University in Olomouc.

A signature of student

I would like to thank Mgr. Zdeněk Opršal for his supervising, helpful advice and ideas he gave me. I would also like to thank Mr. Colas Chervier, a Consortium Coordinator, for his willingness to share and consult material resources.

ABSTRACT

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Key words: natural disaster, hazard propensity, targeting in emergencies, emergency response, the Consortium

The aim of the thesis is to introduce the targeting process of international NGO Consortium during their emergency response to the 2011 floods in Cambodia. The study fully benefits from the author's direct experience with coordinating a part of the emergency response on behalf of the Czech non-governmental organization People in Need, as a member of the Consortium. As a result, the attention has been primarily given to practical part of the study.

The theoretical part consists of the issues made up a theoretical base for the following analysis. The section is open up by a brief description of socio-economic situation in Cambodia backed by as much latest figures as possible. The second part concerns the level of propensity to natural disasters in Cambodia with the focus on droughts and floods balanced by the outline of national strategy for disaster management. The third, thus last, part fully deals with the central issue of the thesis *Targeting in emergencies* underpinned by the academia studies. In addition, there is incorporated the reference point for the mechanism to identify the poor and the poorest in Cambodia developed on the basis of the author's presence.

The practical part then fully dedicates attention to the analysis of the targeting in the emergency response carried out by the Consortium. The structure is based on a version of targeting framework publicised within case studies of the research centre at the Tufts University in Massachusetts. Basically, the outcome-based structure responds to six essential targeting questions *who, where, when, how, what* and *why*. The final two chapters include the main conclusions and recommendations on the applied targeting in the response.

The conclusion rather represents a 'formal goodbye' to the readers of the

thesis through the author's look at her performance of emergency coordination under the People in Need organization in Cambodia.

ABSTRAKT

Principy *Cíleného zaměření* humanitární pomoci neziskových organizací během povodní v Kambodži 2011-2012

Klíčová slova: přírodní katastrofa, sklon země k rizikům, princip cíleného zaměření v humanitární pomoci, okamžitá pomoc, Společenství

Cílem práce je představit princip *Cíleného zaměření* v rámci humanitární pomoci poskytnuté mezinárodním společenstvím neziskových organizací obyvatelům Kambodži během povodní v roce 2011. Práce plně těží ze zkušenosti autorky jako koordinátorky humanitární pomoci v rámci české neziskové organizace Člověk v tísni vystupující též jako člen Společenství. Práce tak primárně klade důraz na svou praktickou část.

Teoretická část práce se skládá z témat, které vytvářejí teoretický podklad pro rozbor uváděný v části praktické. Oddíl začíná stručným popisem socio-ekonomické situace v Kambodži podloženou co možná nejaktuálnějšími daty. Druhá část se vyjadřuje k tématu výskytu přírodních katastrof v kontextu dané země se zaměřením na sucho a záplavy vyvážený o stručný popis národní strategie krizového řízení. Třetí, a tedy i poslední část bloku je věnována ústřednímu tématu práce *Cílené zaměření v rámci humanitární pomoci* prezentované skrze akademickou rovinu. V této části práce navíc autorka díky svému pobytu přispívá odstavcem popisující teoretický koncept na určování chudého a nejchudšího obyvatelstva v Kambodži.

Praktická část práce se poté plně věnuje již zmíněnému rozboru humanitární pomoci Společenství prizmatem principu *Cíleného zaměření*. Struktura vychází z teoretického rámce publikovaného ve svých případových studiích výzkumným střediskem při Tufts univerzitě v Massachusetts. V podstatě se jedná o model složený z odpovědí na zásadní otázky principu *Cíleného zaměření*: *kdo, kde, kdy, jak, co a proč*. Poslední dvě kapitoly v této části uvádějí hlavní závěry a doporučení na použitou podobu principu *Cíleného zaměření*.

Samotný závěr práce pak spíše představuje 'společenské rozloučení' autorky s jejími čtenáři prostřednictvím několika myšlenek nad jí vykonávanou pozicí povodňové koordinátorky pro organizaci Člověk v tísni v Kambodži.

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LIST OF ABBREVIATIONS

AA – ActionAid
ADRC – Asian Disaster Reduction Center
CBOs – Community Based organizations
CMDGs – Cambodia Millennium Development Goals
CRED - Centre for Research on the Epidemiology of Disasters
DCA – DanChurchAid
DRR – Disaster Risk Reduction
FAO – Food and Agriculture Organization
HPG-ODI - Humanitarian Policy Group - Overseas Development Institute
HC – Health Centre
HFA - Hyogo Framework for Action
IFRC - International Federation of Red Cross and Red Crescent Societies
INGO – International Non-governmental organization
LNGO – Local Non-governmental organization
MAFF – Ministry of Agriculture, Forestry and Fisheries
MOEYS - Ministry of Education, Youth and Sports
MOH - Ministry of Health
MOP – Ministry of Planning
NAPA - National Adaptation Programme of Action to Climate Change
NGO – Non-governmental organization
NSDP – National Strategic Development Plan
OD – Operational district
PDCM/NCDM/CCDM – National/Provincial/Commune Committee for Disaster Management
PDRD – Provincial Department of Rural Development
PHD - Provincial Departments of Health
PIN – People in Need
SNAPP-DRR - Strategic National Action Plan for Disaster Risk Reduction
TAC - Technical Advisory Committee
UNFCCC - United Nations Framework Convention on Climate Change
UNISDR - United Nation's Office for Disaster Risk Reduction
WFP – World Food Programme

1. INTRODUCTION

Disaster, catastrophe or calamity – all of these terms evoke almost *exquisite* feeling of anxiety and failed anticipation. Neither culture nor tradition plays any role in this kind of situation. This is one of the moments on the planet when human beings can experience the same feelings – it doesn't matter where they live. Destructive floods in Pakistan and violent earthquake in Haiti in 2010, the long-term national conflict supported by replicable tsunami waves in Sri Lanka or the current armed struggle in Syria. Most of the world inhabitants stand by and vaguely get to know from the mass media. Only a small portion of them find out further details of the broadcasted events. Indeed, only a handful of people try to empathize with victims of the disasters. And finally, the individuals provide assistance to affected people within these areas. The lower number people who are concerned, the deeper consideration and more specific questions occur. *Who, where, when, how, what* and *why* represent the essential determinants of potentially provided assistance.

From July to December 2011, I was in internship in Cambodia and working for the Czech non-governmental organization People in Need (PIN)¹ there. The agency came to Cambodia in 2008 due to alarmingly high rates of maternal and child mortality. Over the course of the following years, PIN added strengthening poor people's livelihoods and protection of the natural environment to its existing focus on the improvement of health care for pregnant women and infants. From the initial programme of my internship focused on capacity building of local partner organizations I was interrupted by large-scale floods which hit Cambodia last September. With respect to the disaster occurrence, I was getting to dedicate more and more time of mine to appropriate response in terms of humanitarian principles to that situation. Eventually, I stayed working as an emergency coordinator for People in Need in Cambodia until April 2012.

PIN in the cooperation with the Government authorities, international non-

¹ People in Need organization has been implementing relief and development projects around the globe since 1992. The agency has been promoting tolerance and respect for others with a focus on human rights, education and equality, while raising the awareness of the situation of individuals suffering from the effects of war, long-term poverty or oppressive regimes. PIN employees are currently working in 30 countries including the Czech Republic and Slovenia. Total budget for 2011 exceeded 23 million EUR (PIN Annual report, 2011).

governmental organizations, especially the members of Alliance2015 and local organizations responded to this disaster. The objective of the thesis is then to introduce this emergency response to the 2011 floods in Cambodia through PIN membership in the Consortium comprised of four other international NGOs. Where the introduction is based on the answers to the earlier mentioned questions - *who, where, when, how, what* and *why*, which represent six essential questions within targeting process ensuring that “the required assistance gets to the people who need it, at the time it is needed, in the quantity it is needed and for the period of time it is needed—and conversely that assistance does not go to other groups or arrives at other times” (Feinstein International Centre, 2008). As a reader, firstly you will get the opportunity to look at Cambodia from a *socio-economic standpoint*. Afterwards, the chapters will deal with a *country propensity to disasters* balanced by overview of *national strategy on disaster management* to be finally proceeded to the central issue of the study - *targeting in emergencies*. The second part is then fully dedicated to the analysis of the Consortium response through the prism of pre-arranged targeting framework in the course of the first, theoretical, part. This research part benefits from availability of crucial project-related documents (unpublished) due to the author’s direct involvement resulted in the quote from them. In the end, the author will put her personal feelings about the emergency coordination work in Cambodia into final words.

2. METHODOLOGY

The study was undertaken by using a deduction approach which allows analysing the targeting process of the Consortium partners within the 2011 floods in Cambodia (*Practical part*). In order to get as comprehensive an understanding of targeting in emergencies issue as possible, the author used a version of the targeting framework developed by the Emergency Nutrition Network and the Feinstein International Center as theoretical base for the analysis (*Theoretical part*). The main conclusions and recommendations of the analysis are specified in the parts *2.5 Challenges and lessons learnt* and *2.6 Conclusions on targeting*.

The data was largely collected in the course of the author's direct participation in the emergency response as a coordinator on behalf of the People in Need organization and by reviewing primary and secondary resources.

The primary resources include project supporting documentation of People in Need as a member of the Consortium – proposals, reports, outcome-oriented monitoring forms, internal standards and guidelines.

The second most significant sources of information were published and unpublished secondary resources: mid-term narrative and final reports of both each Consortium partner and the Consortium as a programme acting unit, publications on the *Targeting* topic published by UN World Food Programme, articles and studies written within academia (the most helpful was research from Feinstein International Center at Tufts University), documentation within the sharing emergency database Dropbox administrated by UN OCHA (reports, tools and plans published by various NGOs and governmental bodies), Cambodia's national policies and strategy plans, and information provided by the Consortium Coordinator, Colas Chervier, and other relevant resources.

The direct involvement of the author as an agent in the emergency response plays a crucial role in the study. Deep introduction of the Consortium intervention and its outcomes by quoting unpublished programme-related documents (clearly marked by

reduced font, references or inverted commas) considered as the added value to the thesis by the author.

3. THEORETICAL PART

3.1 THE KINGDOM OF CAMBODIA

Figure 1 – Map of the United Kingdom of Cambodia



Source: Maps of the worlds, <http://www.vidiani.com>

The Kingdom of Cambodia is a country in Southeast Asia with a population of 15,5 million people (NSDP, 2009). It is composed of 23 provinces and 1 municipality - the capital city Phnom Penh. Cambodia is the successor state of the powerful Hindu and Buddhist Khmer Empire, once ruled by the French as part of French Indochina, dragged into darkness of the Nixon administration during the Vietnamese war and in the end unforgettably marked by Khmer Rouge regime lasting from 1975 to 1979.

Tonle Sap Lake is the centre of more than three million Cambodians, the largest freshwater lake in the southeast region and a natural floodplain reservoir that

drains into the Mekong. Tropical monsoon climate features in rotation of dry and rainy seasons. The country remains largely agrarian with the largest industries in agriculture, fishing and forestry, mining, garment manufacture and tourism. 80% of the population accounted mostly by Khmer nation live in rural areas.

Since 2004 Cambodia has been reigning by King Sihamoni Norodom clustered by the powerful Prime Minister Hun Sen and two major parties - Cambodian People's Party (CPP) and National United Front for an Independent, Neutral, Peaceful and Cooperative Cambodia (FUNCINPEC). The country has a membership of several international organisations such as United Nations (UN), Association of Southeast Asian Nations (ASEAN), Group of 77 at the United Nations (G77), Non Aligned Movement (NAM), Asia-Europe Meeting (ASEM), ASEF (Asia-Europe Foundation).

3.1.1 The socio-economic structure of Cambodia – country development strategy

Despite several dark years under Khmer Rouge regime, Cambodia is steadily developing and is experiencing a significant economic growth. “From 1994 to 2011, Cambodia experienced an average growth rate of 7.7 percent. . . .Thanks to the sustained levels of economic growth experienced in the past 20 years, Cambodia’s GDP per capita has quadrupled, increasing from \$216 per capita in 1992 to \$909 in 2011” (National Report for Rio+20 UN Conference on Sustainable Development, 2012, p. 13). In spite of this success, Cambodia remains one of the poorest countries of South eastern Asia, ranked 139 out of 187 (UNDP, 2011).

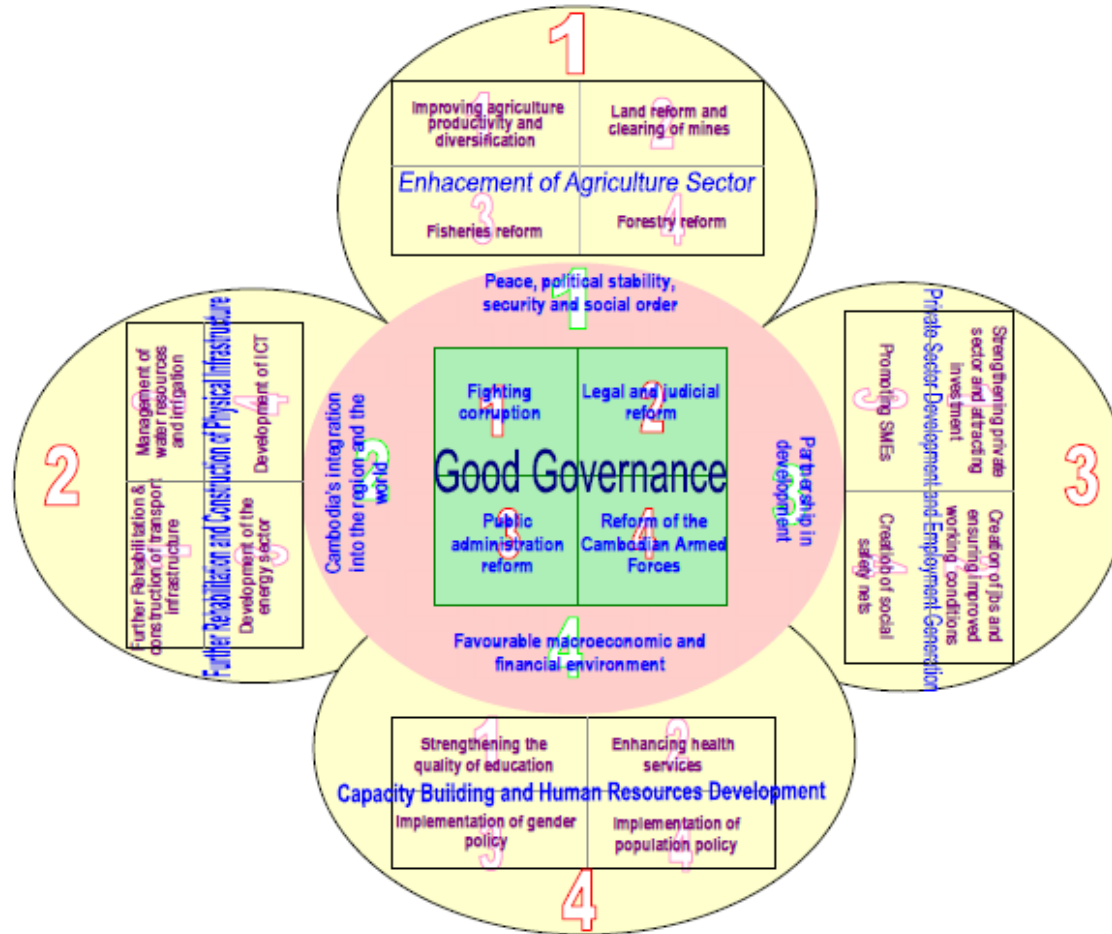
A third of Cambodians live below the poverty line. “While in the urban areas up-market houses, cars, restaurants and other services locally associated with development are very visible, the countryside is developing at a much slower pace and the gap between the richest and the poorest has in the past years only deepened. Malnutrition levels remain high and one out of 20 children does not live to his/her

first birthday². Limited support provided to small-scale farmers, insufficiently developed markets and in the past years the additional problem of granting land used by small farmers to private companies, are limiting people's opportunities to lift them out of the circle of poverty. Ninety three percent of people use firewood or charcoal as their primary source of energy which supports the large-scale illegal logging which is leading to massive deforestation and environment degradation" (PIN, 2012).

The current national strategy is the Rectangular Strategy Phase II (illustrated in Figure 2) which represents the Government's long-term development vision and economic policy agenda for the Fourth Legislature (2008-2013) of its National Assembly. The National Strategic Development Plan (NSDP 2009 to 2013 Update) is the national development plan and the roadmap for the implementation of the Rectangular Strategy. The NSDP fully integrates the Cambodia Millennium Development Goals (CMDGs). By integrating the core dimensions of sustainable development, the Rectangular Strategy and the NSDP provide a solid foundation for integrating sustainable development principles and processes in planning and implementation. The Strategy aims to develop Cambodian society by strengthening peace, stability and social order, promoting sustainable and equitable development and entrenching democracy and respect for human rights and dignity. "The national strategy and plan are built around the following four pillars (with good governance as an overarching objective): i) agricultural development (enhancing agricultural productivity, promoting land reform and fishery and forestry reform), (ii) infrastructure rehabilitation and development (transport, water resources, energy, information and communication technology), (iii) private sector development and employment creation, and (iv) capacity building and human resource development (education, health, gender population)" (National Report for Rio+20 UN Conference, 2012, p. 24).

² In spite of the fact that child mortality is the Cambodia Millennium Development Goal where most progress has been achieved, dropping 56 percent, from 124 for every 1,000 live births in 2000, to 54 in 2010 (CMDG report, 2011).

Figure 2 - Rectangular Strategy, Phase 2



Source: National Strategic Development Plan Update 2009-2013

3.2 COUNTRY PROPENSITY TO NATURAL DISASTERS

[A Cambodian metaphor has] the King at the centre, on top of a mountain, from where he watches over islands of dwellings surrounded by flooded rice fields and forest. Popular wisdom sees the King as the earthly embodiment of a divinity. He commands the forces of nature; he is the master of earth and water. [In Cambodia] that uses flooded farming to grow rice, it is traditionally believed that the King commands the waters. During the water festival in Phnom Penh, he symbolically releases the waters from the Tonle Sap River and allows them to flow back into the Mekong River (Luco, 2002, pp. 15-16).

1991, 1996, 1999, 2000, 2001, 2002 and 2011 (EM-DAT, 2012) – this is a timeline for severe flooding of Cambodia during the latest decade. This „flooding line” was being interfered by the drought periods (1994, 2002 or 2005). Furthermore, in the course of disaster situations disease outbreaks and epidemics like diarrhoea and malaria often occur. A good part of population suffers and loses their vital assets during these periods. *Was the King closing his eyes at those times?*

For a long time of mankind existence, natural disasters have been perceived as acts of gods that might be alleviated by abiding religious rules or by sacrificing goods, animals, or human beings. By means of modern technology and inter/national disaster database, the great part of the world has reliably identified the causes of natural hazards and even how to prevent or mitigate their consequences. Nevertheless, the current call of the international NGO Islamic Relief on governments and aid agencies to rethink their priorities and put disaster risk reduction at the heart of all aid programmes, challenges us to reconsider effectiveness – actually efficiency - of relevant information availability:

Despite common knowledge that investment in preventive measures is cost-effective in the long run, Islamic Relief said only a tiny proportion of aid goes on disaster risk reduction (DRR). In 2010, the world spent 23 times as much on emergency relief for the 10 countries hit hardest by disasters as it spent on disaster prevention.

. . . [research by the organisation Development Initiatives showing that] only 1% of all development aid goes towards DRR. Islamic Relief said the most disturbing results were in west Africa, which is now dealing with floods after drought. The situation is particularly stark

in west Africa, where millions of people in the five countries worst affected by drought, received only 12p for disaster risk reduction (DRR) in every £100 of aid spending over the five years to 2010 (Tran, Guardian, 2012).

As if the authors of the statement “. . . collecting disaster data in a database without consideration of the end goal does not carry much meaning. The importance of the data lies in its serviceability to the end user and in the outputs that arise from the data to serve user objectives . . .” (CRED Working paper No. 272, 2010, p. 6), whose basic discourse stands in information and data quality, have been waiting for its another – vital - meaning completed by Schwab’s piece of the puzzle “hazards are events triggered by natural forces, but they only turn into disasters if people are exposed to the hazard and are not resilient to fully absorbing the impact without damage to life or property.”³

3.2.1 National strategy for disaster management

To reduce vulnerability of Cambodians, especially the poor, to the effects of natural hazards the national government has sought to strengthen the disaster management system and incorporate a disaster risk reduction in their policies, strategies and plans. Until 2008, Cambodia exclusively adhered to a core principle for disaster management - Sub-decree No. 35 ANK. The creation of the National Committee for Disaster Management along with the priorities on disaster risk management (Comprehensive Disaster Management Strategy, Disaster Preparedness and Emergency Response, Disaster Management Information System, Public Awareness and Early Warning, Coordination and Coordination and Urgent Priority Action) composed the axis going through local governments at all levels – provincial, district and commune.

With mounting discussion about irreversible impacts of climate change for world countries, Cambodia ratified the United Nations Framework Convention on

³ For unavailability of the initial resource [Schwab et al. (2002) *Hazard Mitigation and Preparedness*], the statement has been extracted from the essay *The Political Economy of Natural Disaster Damage* (2012) developed by Eric Neumayer, a professor of London School of Economics, p. 5

Climate Change (UNFCCC) in 1995 and acceded to its Kyoto Protocol in 2002. In 2006, prevalence of more frequent and severe floods and droughts in recent years contributed to the development of a Cambodian National Adaptation Programme of Action to Climate Change (NAPA) addressing the urgent and immediate needs and concerns of people at the grassroots level for adaptation to the adverse effects of climate change in key sectors such as agriculture, water resources, coastal zone and human health. One year before [January 2005] the Royal Government of Cambodia, together with one hundred and sixty-eight nations, participated in the World Conference on Disaster Reduction⁴ resolved to implement a 10 year international disaster risk reduction strategy –the Hyogo Framework for Action (HFA). At the follow-up resolution from Asia Conference in China⁵ to develop national action plans for DRR to comply with the HFA priorities for action – ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation, the NCDM and the Ministry of Planning Cambodia prepared the Strategic National Action Plan for Disaster Risk Reduction (SNAP-DRR) for a five-year period 2008-2013. Mainstreaming DRR into government’s development planning, formulation of national Disaster Risks Management policy and legislation and strengthening national DRR coordination mechanism are the critical elements of the SNAP-DRR contributing by their incorporation into the domains of social welfare, water resource management, agriculture and rural development (NSDP 2006-2010, Key Chapter IV: Key Strategies and Actions) to the attainment of government’s primary objective of poverty reduction.

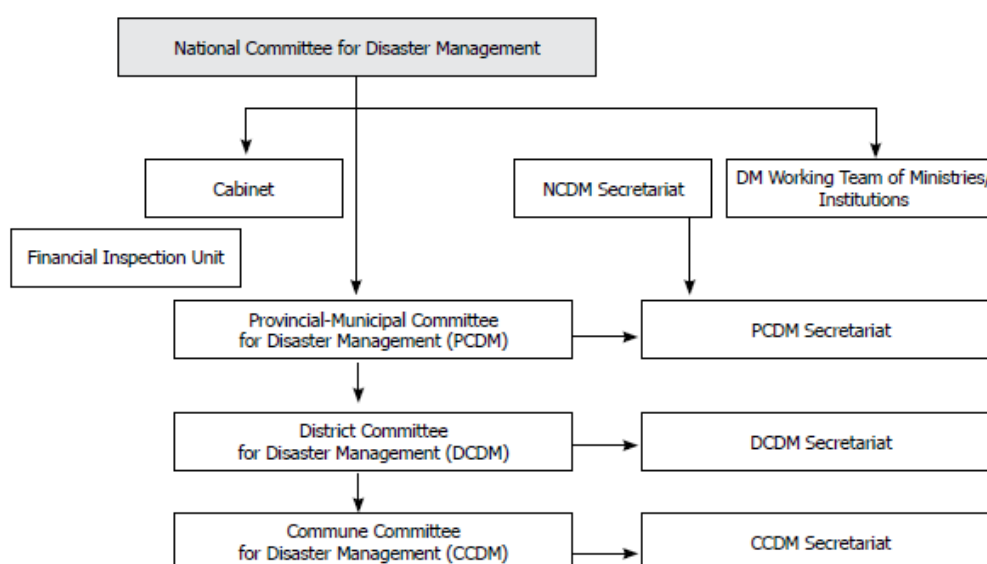
The elements reflected into specific projects are gathered in the action plan which requires further development and regular revision along with active participation of all stakeholders. The whole action plan is facilitated and coordinated by the NCDM and the Ministries of Interior and Rural Development. Its implementation then comes under the authority of relevant government ministries

⁴ The Conference was organized by the United Nation's Office for Disaster Risk Reduction (UNISDR) in Kobe, Japan.

⁵“The First Asian Ministerial Conference on Disaster Risk Reduction, organized by the Government of China (Beijing, September 2005) adopted the Beijing Action for Disaster Risk Reduction to promote the newly-adopted HFA and to seek Asian Governments commitment and actions to implement disaster risk reduction, including through the strengthening of existing key regional cooperation mechanisms.” (PreventionWeb, 2008, <http://www.preventionweb.net/english/professional/trainings-events/events/v.php?id=3089>)

and local governments addressing various aspects of disaster management and risk reduction, for example the Ministry of Water Resource and Meteorology (MOWRAM), Ministry of Agriculture, Forestry and Fisheries (MAFF), Ministry of Health (MOH), Ministry of Environment (MOE) or the Ministry of Education, Youth and Sports (MOEYS). In addition, the implementation is technically and financially backed by local and international institutions/networks, in considerable collaboration with local and international nongovernmental organisations (particularly the Cambodia Red Cross has been working in close co-ordination with the NCDM for several years).

Figure 3 – Disaster Risk Management Coordination Mechanism in Cambodia



Source: Cambodia SNAPP-DRR 2008-2013

3.2.2 Natural hazards in Cambodia

Cambodia is one of the disaster-prone countries in the southeast region of Asia. The main natural hazard to which Cambodia is exposed to is floods and droughts. As a result of the Tonle Sap and the Mekong River territories, a large part of the country is naturally susceptible to annual flooding in terms of rainy season arrival between May and November.

For most of the year, the Tonle Sap empties into the Mekong River. However, when the rainy season arrives in June, the Mekong rises, reversing the flow to dump water into the lake, increasing its size ten-fold. When the rainy season ends in November, the Mekong drops once more, allowing the current to reverse again, emptying the excess waters of Tonle Sap back into the Mekong (Aquino, 2012).

This reversing flow between the Tonle Sap and the Mekong River is celebrated as the Water Festival (Khmer: *Bon Om Touk*) in Cambodia. The natural event requires “three days of festivals, fluvial parades, boat races, fireworks, and general merriment,” according to the Southeast Asia Travel portal (ibid.). Not to deter potential foreign visitors, the portal, unlike the Strategic National Action Plan for Disaster Risk Reduction, doesn’t publicize any possibility of hazardous high water level.

The SNAP-DRR distinguishes between two major types of flood: 1) *Mekong flood* in the form of a slow but steady rise in water levels lasting for several days caused by cumulative rainfall in the upper catchments; and 2) *Flash floods* a few day long floods but leaving behind severe damage caused by repeated heavy rains in mountainous areas, which flows to streams and tributaries of the Mekong River branches. The first type of floods is common occurrence in southern provinces of the country. The second one has been reported in its upper part.

For the period from 1900 to 2012, it is estimated that floods in Cambodia affected⁶ around 11 million inhabitants and caused economic damage⁷ exceeding 900 million USD (EM-DAT, 2012). The impacts of floods are *holistic* – a human and animal entity inexorably centred in the disturbed life cycle. Loss of food/fodder stocks, damaged people’s houses and a large part of their expected rice harvest, infected inhabitants, particularly children, and animals, contamination of water sources,

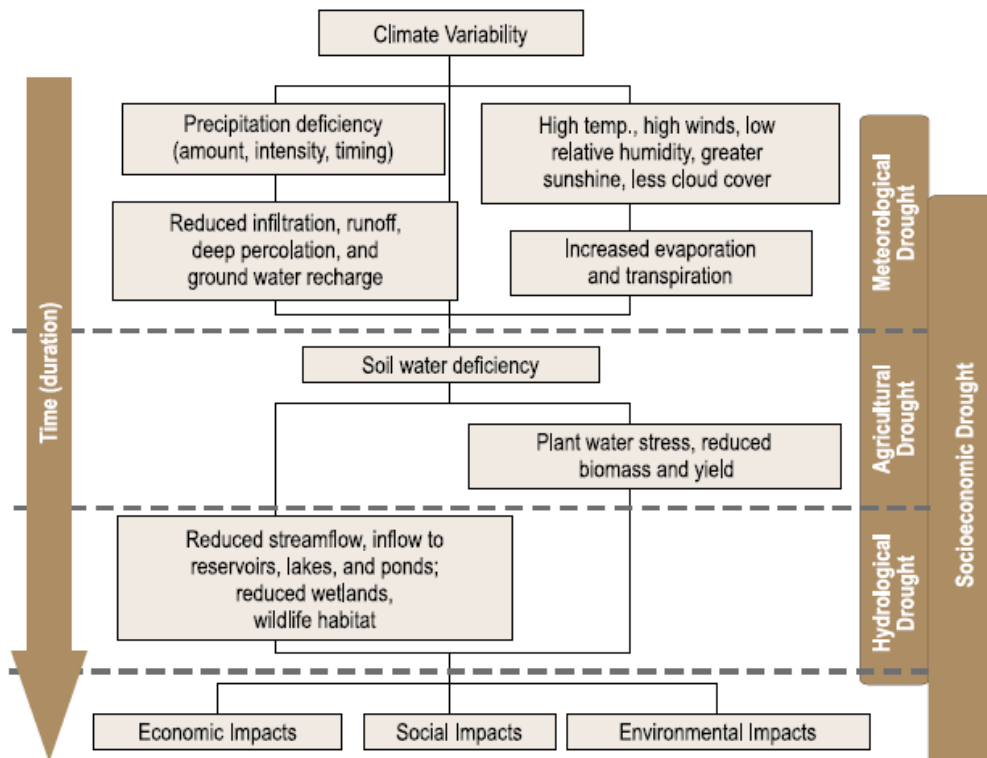
⁶ The EM-DAT glossary define *affected* as “people requiring immediate assistance during a period of emergency, i.e. requiring basic survival needs such as food, water, shelter, sanitation and immediate medical assistance. Appearance of a significant number of cases of an infectious disease introduced in a region or a population that is usually free from that disease.”

⁷ According to the EM-DAT glossary, *economic damage* is formulated as “the economic impact of a disaster usually consists of direct (e.g. damage to infrastructure, crops, housing) and indirect (e.g. loss of revenues, unemployment, market destabilisation) consequences on the local economy. In EM-DAT estimated damage are given in US\$ ('000). For each disaster, the registered figure corresponds to the damage value at the moment of the event, i.e. the figures are shown true to the year of the event.”

limited access to health facilities and educational institutions constitutes a small portion of the scene showing the areas and their settlers are facing harmful effects of floods. As regards the objective of the paper, detailed picture of this hazard will be compiled from the following parts.

As was mentioned earlier, the second most serious hazard in Cambodia is droughts. Droughts rank special among natural hazards – “slow-onset, creeping phenomenon that makes it difficult to determine the onset and end of the event. [Its] duration may range from months to years and the core area or epicentre will change over time . . .” (UNISDR, 2003, p. 4). Furthermore, “drought is a normal, recurrent feature of climate, and it occurs in virtually all climatic regimes” (ibid.). UNISDR Terminology (2009) classifies droughts as meteorological, agricultural, hydrological and socio-economic; where the first three are closely linked to periods of rainfall deficiency and following sequence (shown in Figure 4). *Meteorological drought* is characterized as an insufficient precipitation for an extended period of time. While *agricultural drought* is defined by a deficiency in water availability for crop and plant growth. After several months, this kind of drought can melt into *hydrological drought* manifested through reduction of surface and subsurface water supplies – water reservoirs, streams and wells are drying out. If drought reaches the point where water must be proportionally allocated to people, fire risk might occur or price of electricity go up because of water power stations closure, we will be talking about the last type – *socioeconomic drought*, directly affecting people.

Figure 4 – Relationship between meteorological, agricultural, hydrological and socio-economic drought

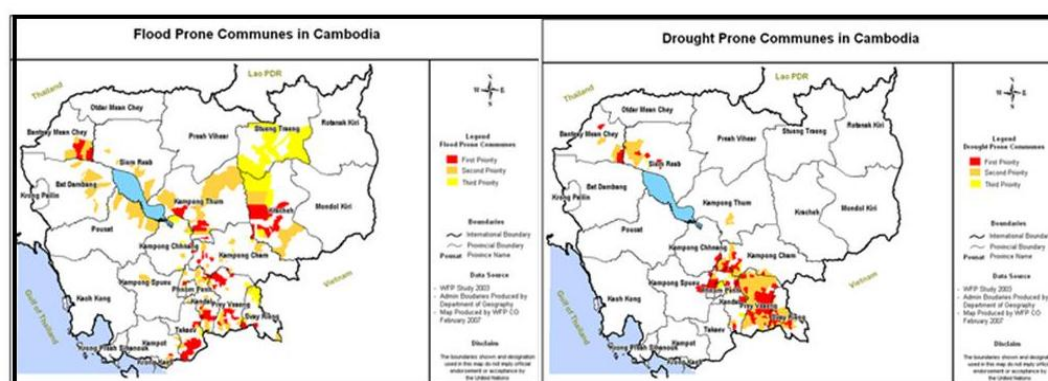


Source: Drought Risk Reduction Framework and Practices: Contributing to the Implementation of the Hyogo Framework for Action, UNISDR, 2009

In the context of Cambodia, three episodes of drought are ranked among *Top 10 Natural Disasters* in the country for the period 1900 to 2012 sorted by numbers of total affected people. In 1994, the occurrence of drought hit 5 million people, thereby surpassed all figures on flood-affected population for this period (EM-DAT, 2012). With delay in rainfall onset in the wet season or shortened duration of rains during this period to have the potential to destroy rice crops, the agricultural type of drought occurs mainly in the country. “Drought has been hitting 11 out of the 24 cities and provinces in Cambodia and affecting tens of thousands of hectares of rice seedlings . . . If it persists for a longer period, there will be more damage . . .” was announced by Keo Vy, a chief of the Cabinet of the National Committee for Disaster Management, on 16th August this year (ASEAN-CN, 2012). Until now, there haven't been publicized

any updates on the current situation. On the basis of weekly communication⁸ with PIN mission in Cambodia, it is noticed that current situation hasn't required any emergency precautions. Only one of the southern provinces could be considered as severely affected and eligible to external assistance (PIN, *Standard Cambodia - Prague*, 17 Sep 2012).

Figure 5 – Maps of Flood and Drought Prone Communes in Cambodia



Source: WFP, 2012

To complete the overall picture, literature shows disease outbreaks and epidemics, storms, and forest and land fires as ones of other natural hazards tend to be in Cambodia. As the aim of the paper is not to provide detailed description of all potential natural hazards in the country, I will pay only limited attention to the issue of diseases followed by epidemics. In the recent years, Cambodia has been laden with sudden appearances of human infection with Avian Influenza virus (H5N1). The virus causes *bird flu* which doesn't usually infect humans but a few cases have been already reported, particularly in Asia, parts of Europe, the Near East and Africa (WHO, 2012). The virus occurs among wild birds naturally carrying it in their intestines. Nevertheless, the virus can be very risky for domesticated birds such as chicken,

⁸ Weekly communication is administered through so called **standard emails** serve for smooth and continuous information sharing between the mission and the HQ and should not be used for intramission communication. The standard structure of the email consists of several section, Human Resources, Project Implementation, Plans, Logistics or Finance, name but a few. (PIN RDD Manual, 2011).

ducks or turkeys. As these birds can get infected as human beings as well – through contact with contaminated faeces or surfaces that are contaminated with faeces. Rural communities in Cambodia share shelters with their livestock and poultry. Thus, transmission fulfils its high potentiality. For the period from 2003 to 2012, WHO has confirmed 23 human cases for avian influenza including 19 deaths. The latest reported case in the country is death of a 10 year-old girl from southwestern province registered in this May (The Straits Times, 28 May 2012). Cambodia together with neighbouring Vietnam⁹ has been placed the second and the first respectively in terms of human infection by avian influenza virus within Southeast Asia.

3.3 TARGETING IN EMERGENCIES

Targeting is the process by which specific areas and people are identified as needing assistance. Targeting is necessary to ensure the best use of limited resources and that assistance reaches those in need (WFP, 2005).

Eligibility criteria, i.e. the characteristics of those individuals or households to be targeted with food, arise from the objectives. Clearly, if an objective is to meet the needs of a group of individuals or households which are thought to require a certain quantity and quality of food, then the eligibility criteria must specify the characteristics of these individuals or households (Emergency Nutrition Network, 2004).

Targeting means ensuring that the required assistance gets to the people who need it, at the time it is needed, in the quantity it is needed and for the period of time it is needed—and conversely that assistance does not go to other groups or arrives at other times (Feinstein International Center, 2008).

All abovementioned definitions seek to comprehensibly describe a process which is characterised by its complexity, clear predetermination and thinly veiled sensitivity. The targeting system is a systematic approach within as development assistance as

⁹ Vietnam has had 61 deaths from the avian influenza virus since 2003, the highest numbers of fatalities from bird flu in Southeast Asia, according to the World Health Organization (WHO, 2012).

humanitarian aid. In terms of development assistance, targeting “lies at the heart of attempts to reach the poorest of the poor” (IFPRI, 1999). It is a technically complex area being reflected in pro-poor and social welfare policies including cash transfers with their ‘burning’ conditionality dilemma¹⁰. A great part of success within development projects lies in a good targeting configuration – do I help *the people* who really need *it*? The quality configuration requires a suitable time which can be found better in development projects characterised as a long-term and consistent support. Unlike, targeting in emergencies is setting up alongside the progress of arisen situation, specifically abnormal. Then, its structure is mostly established according to the figures available in a short space of time. Despite, the conception of targeting comes out from the same framework. All humanitarian and development workers feel obligated to ask *where, who, when, what* and *why* to help. *Need assessment, vulnerability analysis, eligibility thresholds* and *monitoring* represent the terms linking the both sectors in terms of a targeting mechanism. In addition, the International Federation of Red Cross and Red Crescent Societies identified five dilemmas resulted from the shared insights of development and humanitarian agencies. One of the published dilemmas deals with the targeting system equated to a medical term ‘triage’:

In situations of extreme need, when time and resources are short, triage can be excruciating. Patients are divided into three categories: those well enough to wait for treatment, those who will recover with immediate treatment, and those so ill they may have to be left to die. So, although impartiality prioritizes the ‘most urgent cases of distress’, these may often not be those who can be most effectively helped. Difficult choices between what needs doing and what agencies are best able to do pervade much humanitarian decision-making in the most desperate phases of a crisis (IFRC, World Disasters Report, 2003, p.15).

The chapter fits a humanitarian relief provided during an emergency situation. However, the paragraph is immediately followed by two questions, which answers leave neither a humanitarian coordinator nor development community worker cold: “Is it morally acceptable to limit aid to these groups [children, refugees or elderly]

¹⁰ Interpretation of Hanlon et al. on the balance between conditional and unconditional cash transfers is often ranked among alternatives to traditional poverty-alleviation methods. HANLON, J., BARRIENTOS, A., HULME, D. (2010) *Just Give Money to the Poor. The Development Revolution from the Global South*, USA: Kumarian Press.

when needs are experienced by everyone? Is it fair to provide high-quality health care only to destitute refugees, when the communities hosting them are equally in need?" To facilitate discussion about the questions or more precisely about their answers, it could be very interesting and undoubtedly full of emotions. Most of organizations and their employees are aware of this moral hazard and are able to apply common-sense approach to resolve it in recent years.

3.3.1 Targeting process – interrelated steps in designing a targeting strategy including errors

To talk about a targeting system in emergencies means to talk primarily in terms of food aid, or rather food assistance¹¹, backed by statement of the Humanitarian Policy Group inside the Overseas Development Institute that "... food aid levels have declined but food aid remains the largest component (25–30 percent) of humanitarian assistance." (HPG - ODI, 2010). There have been developed several guidelines and policies focused on a food targeting system in emergencies by international agencies and networks led by UN World Food Programme (WFP). Therefore, this part has been backed particularly by the selected discursive papers on this issue.

Targeting is a process rather than a defined activity relating to all aspects of the project cycle. Within the scope of the special supplement *Targeting Food Aid in Emergencies* compiled by the Emergency Nutrition Network and the publicised Case Studies of the Feinstein International Centre from Tufts University¹², I have

¹¹ "An increasing number of donors and aid agencies are using the term food assistance as an alternative to food aid. For instance, WFP, in its new strategic plan, refers to the shift from being a food aid to a food assistance agency. ECHO talks about a gradual and important shift over the last 15 years from using in-kind commodity food aid as a default response to emergency needs towards considering a broader and more effective set of humanitarian food assistance tools. A major reason for the evolution in terminology is to allow agencies to include the provision of cash for food-related purposes within definitions of food assistance" (The Humanitarian Policy Group - ODI, *Food aid and food assistance in emergency and transitional contexts: a review of current thinking*, 2010, p.7)

¹² Through research on the politics and policy of aiding the vulnerable, on protection and rights in crisis situations, and on the restoration of lives and livelihoods been resulted numerous publications, seminars, and confidential evidence-based briefings, **the Feinstein International Center** seeks to influence the making and application of policy in the

consolidated the identified interrelated steps of targeting process into the sequential overview:

i. Assessing and defining needs

The priority needs of the disaster-affected population are identified through a systematic assessment of the context, risks to life with dignity and the capacity of the affected people and relevant authorities to respond (The Sphere Project, p.61).

In general, assessment process is a multilayered mechanism. Political, economic or natural environment including the character of their actors (sex, age, health) can be known from national policies, discursive articles or narrative reports developed by local agencies regardless of disaster occurrence. The outbreak of disaster leads to the assessment which “gathers information on the needs and existing capacities of the affected population, possible areas of intervention and resource requirements” (IFRC, 2008). This rapid/initial assessment often forms the basis of a deepen assessment of the populations selected for intervention backed by a detailed analysis of the existing findings. Rapid and in-depth assessments take account of affected people including vulnerable groups (women, elderly, disabled or people living with HIV and AIDS) and people in surroundings. In addition, the extent and impact of the damage caused by the disaster (the needs) and the capacity of the affected population to meet its vital needs (degree of vulnerability) in terms of the specific context are the core of resulting assessment reports.

The disasters vary in their impacts, nevertheless influencing a typical range of the needs - food, shelter, essential items such as blankets, water containers or tools; medical care; safe drinking water; sanitation and waste disposal; and psychosocial support. The scope of the needs an organization is able to cover within its planned intervention relies on its decision-making resulting in a particular programme planning (*‘what?’*) along with appropriate financial support.

countries affected by crises and in those states in a position to influence such crises, in close partnership with humanitarian and human rights agencies. (Feinstein International Center, *Mission Statement*, USA, retrieved on 14 Dec 2012, <http://sites.tufts.edu/feinstein/about/mission-statement>)

ii. Setting objectives and monitoring system

The objectives of a targeting system arise from the definition of need. Given a definition of need, the objective should describe who should get how much [food] aid, when and why. This provides the basis for monitoring and evaluating the targeting strategy . . . Objectives should be set with a considered understanding of the potential for putting in place a distribution system that supports the targeting system. This may require specific types of assessment to assess the political environment and the risks of diversion, exploitation, taxation and theft . . . (Targeting Food Aid in Emergencies, ENN, 2004, p.9).

The accurate number of people (target population) to be receiving a specific kind of assistance including the given volume and composition directly corresponds to the selected assessment method with incorporated pre-objectives, farther specified, and to operational possibilities of the agency (human and financial resources, facilities, management etc.). With respect to the provided assistance is worthy to pinpoint the variable that “the larger the area affected and the greater the variability of need within this area, the more such difficulties are exacerbated, making the estimation of [food] aid tonnages problematic”(ibid). The reasons for aid provision in its definite form should come out from the assessment findings and represent the axis of monitoring and evaluation process.

Finally, however not without appropriate attention, timely provided assistance ('when?') stands at the core of an effectively-targeted intervention strongly underlain by a certain context. “This includes not only an assessment of the urgency of response in the short term in response to a shock, but also is a consideration of seasonal adjustments to entitlements, and an assessment of how long such assistance will be required (or, at a minimum, when needs should be re-assessed)” (FIC, Young and Maxwell, Darfur Case Study, p. 9).

iii. Determining eligibility

Generally speaking, a major part of literature on the *targeting* topic identifies the population in need of assistance through two, often sequential, ways: **geographic** and **household/ individual targeting**, in respect of justified eligibility criteria:

Geographic targeting refers to the “identification of specific administrative units, economic areas or livelihood zones that have a high concentration of food-insecure women, men and children” (WFP 2006). Or in the words of Young and Maxwell: “. . . , where the targeted groups are physically located, and the way in which needs compare between the groups or areas” (TCE Darfur, 2008). This component in targeting system corresponds to the question of *‘where?’*.

The target areas are identified through vulnerability analysis that takes account of various indicators to be result from the status quo circumstances. There would be weighted different indicators in the favour of food aid/ assistance than in the favour of assistance ensuring the access to clean water. For example, crop production and nutritional status of the population compared to availability and level of safe water sources/ supplies, respectively. The focal point for the both is a specific degree of vulnerability in the area. “A food aid intervention may be justified when [the specific] indicators point to a certain high degree of food insecurity in a region” (WFP, 2006).

To conclude this targeting component with a balanced view, I am quoting the WFP premise below.

In the case of complex emergencies, targeting of entire groups based on geographic location is sometimes the only sensible or feasible course of action, especially if (i) access is limited, (ii) affected people are relatively homogenous in terms of their livelihoods and (iii) populations are displaced or living under siege. Except in rare situations, however, not all households in a crisis-affected area require assistance; geographic targeting therefore is rarely sufficient (WFP, 2006, p. 10).

Household or individual targeting is then necessary “to distinguish between those in a defined geographic area who need [food] aid and those who do not. Household or individual targeting involves the selection of groups, households or individuals in a community who are most in need of [food] assistance” (ibid.). Hence, we are looking

for the answer to the question 'who'? with the assumption that "if these groups are included, everyone else should be excluded" (Young and Maxwell, p. 8).

The criteria and method for beneficiary selection on a household/ individual level stands at the core of the success in targeting. The criteria commonly operate with indicators of socio-economic, natural and political vulnerability. For example, average household income, size of landholding and asset ownership, health status, demographic characteristics such as age, gender, dependency ratio and ethnic or minority status. The final combination of them is subject to the defined eligibility threshold with possible variation among its degrees (restrictive – open). The threshold then depends on the context and the objectives of the intervention.

In addition, I would like to demonstrate the combination of two eligibility thresholds in terms of poverty level originated from the targeting of the Consortium emergency response in Cambodia. The priority criteria for direct beneficiary selection were the degree of poverty and vulnerability of the potential beneficiaries – "*extreme poor and vulnerable who have been affected by the floods*" literally. Where the definition of poor and vulnerable population with the certain threshold is set up by two agents: 1) the Identification of Poor Households Programme led by the Ministry of Planning in Cambodia and 2) the development wealth ranking system of Consortium partners, particularly Concern Worldwide.

Through the procedures for identification of poor households in rural areas, the national *Identification of Poor Households* programme provides data on the level of poverty of areas and households that can be used by a large range of institutions and organizations for targeting services and development assistance to poor areas and poor households. Identified poor households are classified under two poverty categories: Poor Level 1 (very poor), and Poor Level 2 (poor). Households are classified based on data collected using a standard questionnaire, together with consideration by villagers of these households' special circumstances. During the period 2007-2011 the IDPoor procedures have been implemented in all provinces (with partial or complete coverage), covering a total of approximately 17 800 rural villages (MOP, 2011).

The informal wealth ranking exercise carried out by Concern as a part of its

ongoing development work in Cambodia, classified category 3 and 4 for poor and poorest, respectively. As a matter of interest, I display the conception¹³ of these two categories:

The poor/ 3	The poorest/ 4
Bicycle (some not)	Cottage/live with mother
Cow (sharing the offspring with others)	The last rice harvest can't fulfil stomach
Radio (some has not)	Fishing – income + consumption
0.5 hectare of rice field	Collect the fertilized soil from the river for sale
Labour force to receive income	Labour force to receive income
In debt	In debt
The last rice harvest can't fulfil stomach	To be responsible for many children
To be responsible for many children	Small plot of rice field
Small boat	Small boat/ some not
	No animal for transport/farming

Source: Author

In conclusion, the main reason for application of these two approaches has been that the official list of ID poor 1 and 2 excludes some poor households in spite of their eligibility. To successfully identify all “*extreme poor and vulnerable*” in the target area, the combination of these two approaches along with community consultation (in detail in the practical part) was applied during the beneficiary selection process.

iv. Choosing a method for assistance provision

This next block doesn't represent only the supplement, separately or in combination, to the preceding household/individual targeting approach but also the professional answer to the question 'how?'¹⁴:

Administrative/indicator targeting corresponds to the use of objective measures of

¹³ Available due to partnership between PIN and Concern within the development project focused on poor people's livelihoods

¹⁴ The overview is literally based on the Columbia Case Study developed by Jacqueline Frize from the Feinstein International Center at Tufts University, 2008.

need such as physiological status (anthropometric or nutritional status; health status or illness); demographic information (size of household, groups of school children, pregnant and lactating women, female-headed households, the elderly or the disabled); socioeconomic status (household income, size of landholdings, asset ownership); and political vulnerability (displaced people, ethnic minority).

Community-based targeting refers to community members defining eligibility criteria and applying it in recipient selection based on the recognition that the community itself has the greatest knowledge about the needs. The process can involve formal representatives such as local leaders, or elected Relief Committee. In theory, in community-based targeting, the community is responsible for identifying and selecting recipients (and non-recipients), but in practice the eligibility criteria are usually predetermined by an external implementing agency on the basis of assessments.

Self-targeting is designed so that participants self-select into the programme. The most common of these is through food for work, where self-targeting is achieved by setting wages low enough that only the truly poor or food insecure would participate in the intervention, but high enough to meet basic needs. Another form of self-targeting is the provision of cooked food, or soup kitchens, which often only those truly in need will make use of.

v. Inclusion and exclusion errors

In the course of targeting process, two types of targeting errors commonly occur - **exclusion and inclusion errors**. It refers to the situations when people who do not meet the criteria for assistance receive it (inclusion, also known as leakage), or when those who meet the criteria fail to receive assistance (exclusion).

The level of the phenomenon can be then derived from *leakage and undercoverage rates*. Leakage is calculated by looking at program/ project participants. The number of beneficiaries to be targeted (e.g. poor, food-insecure) is divided by the total number of participants. Undercoverage estimation results from the look at who should be participants in the intervention but are not relative to the total number of potential beneficiaries (Hoddinott, 1999, p. 9).

Why do these errors exist? Some undercoverage may be due to factors such as lack of knowledge that the intervention exists or the presence of constraints (say catastrophic illness or sudden death, which reduces household labour supply) that make it impossible for an eligible household to participate. Some eligible households may decide that the benefits associated with participation do not outweigh the costs associated with doing so. Some leakage may occur due to faulty project design or implementation (ibid, p.9).

In conclusion, to fully avoid this phenomenon within agencies' interventions is beyond the bounds of possibility. "The challenge is to strike the right balance between inclusion and exclusion errors without endangering the lives of crisis-affected people" (WFP, 2006).

The analysis of the targeting in a specific emergency response to floods in Cambodia generating the following practical part of the work corresponds to the aforementioned general outline including the answers to six staked out operational questions.

4. PRACTICAL PART

4.1 THE 2011 FLOODS ON A NATIONAL SCALE

In a letter to provincial and municipality officials on Thursday 22 September, the Cambodian Prime Minister called flash flooding and rising water levels in the Mekong and Tonle Sap rivers an emergency situation requiring immediate action and requesting coordination between its National Committee for Disaster Management and sub-national authorities (UNDMT, September 2011).

The abovementioned paragraph including, among others, the forecasts of possible new tropical storms and identified priority sectors requiring emergency interventions opened a series of situation reports to be weekly released by UN Disaster Management Team in Cambodia during the strongest flooding in Cambodia. UN agencies and NGOs represented significant sources of information and figures, as in terms of their volume as their accuracy. Nevertheless, particularly in the beginning, most available data was centralized and published by the National Committee for Disaster Management (NCDM) relied on its own administration units on a provincial (PCDM), district (DCDM) and commune (CCDM) level.

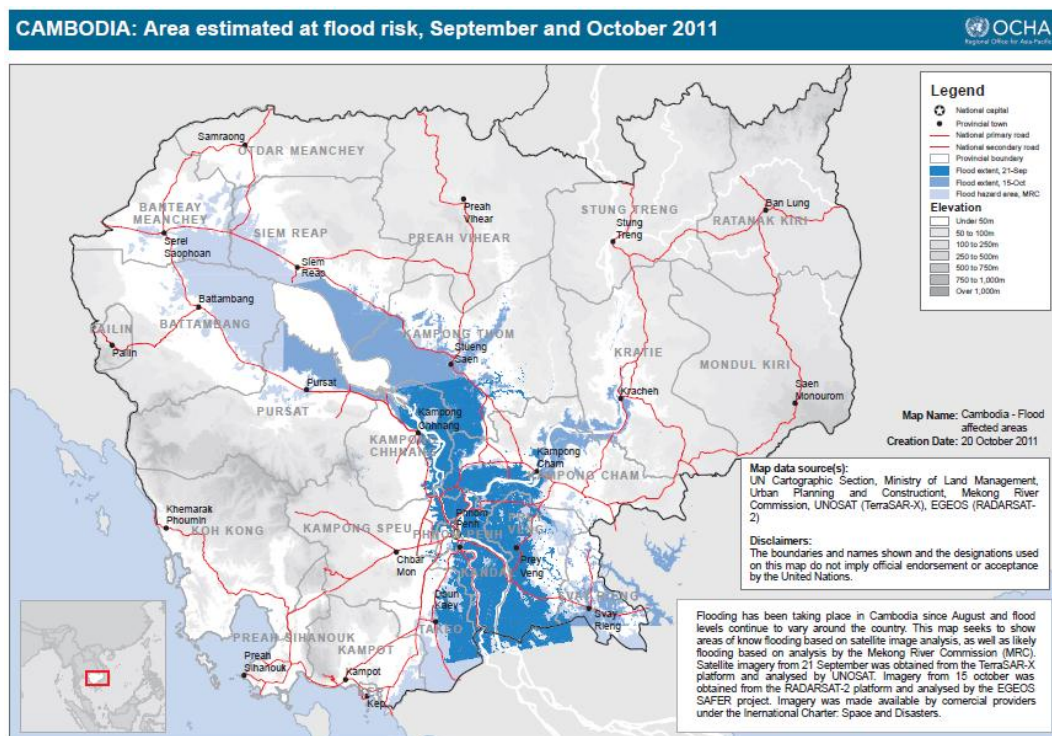
In 2011, Cambodia was experiencing its worst seasonal flooding for over a decade. Eighteen out of twenty-four provinces were affected, with Kampong Cham, Prey Veng, Kandal and Kampong Thom appearing to be the most severely affected in terms of affected households. Floods affected over 350 000 households (over 1.64 million people) and caused the deaths of 247 people (NCDM, 28 October). About 12 percent of rice crop, 294,348 hectares with the total area of planted rice at 2,466,429 hectares, was lost.

Food security and livelihoods have been a major post-flood concern, with many negative coping strategies observed through assessments during the flood event. The poor were those who operated with the least quality coping strategies. They lost much of their assets: small subsistence farmers lost the important rice harvest which should have secured their food security in the months to come and

agriculture day labours had very few if any job opportunities. Furthermore, the retail price of the lowest quality rice increased by 16% in November compared to the price in September (WFP, 2011). It greatly impacted the poorest households who already spent most of their disposal income on food, especially rice, and were subject to fall in a deeper debt due money/rice borrowings.

The floods also caused damage to physical infrastructure such as houses, roads, irrigation canals and bridges. Due to the limited access to safe water sources including contamination of water and physical damage to sanitation within the country significantly worsened. Based on the reports from local health centres monitored by the Ministry of Health, an increased prevalence of fever, diarrhoea, typhoid, dengue, and skin problems was resulting from the floods (OCHA, December 2011).

Figure 6 - Flood-affected areas in Cambodia, 2011



Source: OCHA, 20 Oct 2011

The aforementioned data and figures resulted from several assessments undertaken by UN agencies, international non-governmental organizations (INGOs) in cooperation with local NGOs and the Royal Government of Cambodia between the

end of September and the end of November. The specific scope, sectoral coverage and sampling approach corresponded to each individual assessment. People in Need organization didn't play only an active role in this matrix of agency assessments but particularly then in the Consortium of five international NGOs being responded to the disaster by the action titled as *Emergency Flood Response Cambodia 2011-2012* financially supported by the European Commission Humanitarian Aid and Civil Protection Department (ECHO). In the following parts, I will introduce the action in detail, with a focus on applied targeting mechanism underpinned by direct experience within the People in Need organization.

4.2 INTRODUCTION OF THE CONSORTIUM MEMBERS THROUGH THEIR CURRENT OR RECENT ACTIVITIES IN CAMBODIA¹⁵

The Consortium was made up from five well established INGOs have been operating in Cambodia for many years – DanChurchAid, Action Aid, Cesvi Fondazione Onlus, Concern Worldwide and People in Need. DanChurchAid was established as the lead of the Consortium for the proposed emergency response.

DanChurchAid (DCA)

DCA has worldwide experience assisting people in need following a disaster. In Cambodia it has been engaged in development and relief work as well as disaster risk reduction programming for more than two decades. In 1997 DCA set up its office in Cambodia. The programme works with approximately 25 partner organizations. Life with Dignity (LWD), Church World Service (CWS) and Partnership for Development in Kampuchea (PADEK) are long-term partners in DCA's food security program, which includes agriculture and non-agriculture activities as well as a strong disaster risk reduction component. DCA has worked together with CWS and LWD in previous humanitarian responses. Furthermore, DCA was acting as the lead agency of ACT

¹⁵ Apart from the overview on PIN, based on the Annex 3 attached the project proposal of Emergency Flood Response Cambodia 2011-2012.

Cambodia Forum¹⁶ which also launched a global appeal to raise funds for aid during the 2011 disaster and has actively worked to strengthen ACT Cambodia in particular with regard to the forum's capacity to respond in emergencies.

ActionAid (AA)

ActionAid respects, promotes, protects and works to fulfil the rights of poor and excluded people around the world, by focusing on their empowerment and active participation in the design and implementation of their programmes. ActionAid's experience in emergencies and conflict has grown considerably over the last 10 years responding quickly and effectively to numerous recent large-scale humanitarian disasters. It has been active in Cambodia since 2001 and has its Country Office in Phnom Penh. It works with partners in 16 provinces to address needs of the most marginalized and vulnerable community members, utilizing a rights-based approach. ActionAid has 6 priority poverty themes: Right to Food, Women's Rights, HIV/AIDS, Just and Democratic Governance, Right to Education, and Human Security in Emergencies including both natural and human made disasters. Its priority themes are inter-related and Emergency and Disaster Management is a central and cross-cutting issue across ActionAid initiatives.

Cesvi Fondazione Onlus

Cesvi has been working in Cambodia since 1996, mostly in the social and health sectors, with a focus on the promotion of public health care in Kampong Chhnang province. These interventions target local health authorities and providers, village households and communities, pregnant women and children, dealing with such issues as drinking water and health education, HIV, malaria and TB prevention, childhood illness. The programme builds upon Cesvi's accumulated experience in public health and aims at impacting on CMDGs 4, 5, 6 and 7. Programme sectors are Reproductive, Maternal, Newborn and Child Health, Youth Sexual Reproductive Health, Health Systems Strengthening and Water, Sanitation and Hygiene. Cesvi co-implement activities with a local NGO (the Khmer Youth Association) and in close partnership with Provincial

¹⁶ ACT Cambodia Forum is one of the 140 national forums established by Action by Churches Together Alliance around the globe. ACT Alliance is composed of more than 130 member organisations working in long-term development, humanitarian assistance and advocacy across 140 world countries. DCA with its partner organizations fully belong to ACT members.

Departments of Health (PHD), Rural Development (PDRD), Education, Youth and Sports (PDEYS) and local authorities.

Concern Worldwide

Concern Worldwide has been working with Cambodian people since 1979 in the Thai border camps where Cambodians were living as refugees from the country's civil war. In 1990, Concern shifted its focus from the Thai-border camps to repatriation and rehabilitation of returnees and had full presence in the country in 1991. The programme has continually evolved and now focuses on: rural development; community forestry; micro-finance; and emergency preparedness and response. Concern is currently implementing a Food, Markets and Income programme and a complementary WASH programme in Siem Reap and Pursat provinces in partnership with 10 local NGO partners (LNGOs). It has also responded to emergencies within Cambodia, including emergency assistance to over 5,000 flood-affected households after hurricane Ketsana in 2009.

People in Need (PIN)

The agenda of PIN in Cambodia has been already described within the first lines of the work. Thus, I would like to shortly refer to PIN's experience with ECHO-funded interventions, commonly administered through consortiums, since 2010 – flood response in Pakistan, drought response in Afghanistan and Somali region or health response for population affected by armed conflict in Democratic Republic of Congo. In the case of Afghanistan and Congo, PIN constituted the leading agency. PIN is together with Concern Worldwide and CESVI a member of Alliance2015, a network of seven European NGOs engaged in humanitarian and development activities.

4.3 OPERATIONAL ASPECTS OF TARGETING IN THE CONSORTIUM EMERGENCY RESPONSE

Within the theoretical part, a targeting system of humanitarian aid along with other related issues was introduced and further elaborated. The subsequent chapters will

be basically replying to six essential targeting questions forming a conceptual framework of the analysis – *who, where, when, how, why* and *what*.

4.3.1 Stakeholders analysis

“Understanding stakeholders, their interests, and their influences is of paramount importance to understanding targeting procedures” (Maxwell and Young, TCE Darfur, May 2009). In the course of the Consortium emergency response (hereinafter called the Action), there were a number of stakeholders, who had been either directly involved in targeting, who had influenced targeting or who had been influenced by targeting practices. Two different perspectives are fused into a stakeholder analysis. The analysis identifies, according to the applied terminology of Maxwell and Young, “functional stakeholders—some of whom have an intentional and deliberate role; others may exert some influence, but it is not deliberate—rather it is because those stakeholders control some element of the process (outlined in Table 1). [The second one] shows how institutions involved in targeting practices relate to local governance frameworks and systems—in other words, how and where they relate to local power structures or authorities (captured in Figure 7). This illustrates the integration of humanitarian governance with local governance, and also the power of food and non-food¹⁷ aid—how it is contested by different groups, and how this is managed by local institutions” (ibid.):

1. The Consortium

Each of the Consortium members (DCA, AA, Concern, Cesvi and PIN) is responsible for the geographical areas and sectors they had targeted and for ensuring that outcomes are reported to the consortium through the lead organization DCA. DCA, Concern and Action Aid are operating their response through the selected implementing partners – 3 DCA Implementing partners, 9 Concern Implementing partners and 6 AA Implementing partners (see a detailed list in Annex 1). These implementing partners, with status as local NGOs, are responsible for undertaking

¹⁷ The statement was added in relation to the Action.

thorough area assessments, validating information collected, identifying beneficiaries most in need, preparing communities for relief distribution and undertaking the relief work in cooperation with the communities and community-based organisations (CBOs)¹⁸. PIN and Cesvi directly implement their activities under the action. In general terms, the division of labour between DCA and consortium/implementing partners is as follows: implementing partners have the most extensive local knowledge and expertise, and hence implement in the field, while DCA has the overall responsibility towards donors, and the capacity to coordinate with other ECHO implementing agencies, hence will ensure that the requirements of donors are fulfilled.

2. The Royal Government of Cambodia

Governmental juggernaut has potentiality to provide a number of relevant agents for response to a disaster in the country, naturally requiring adequate capacities, resources and mechanisms backed by a well handled coordination though indicate the bottleneck in developing countries very often. The Appeal 'Assistance to Flood Affected Cambodia' from 28 October 2011 submitted by the ACT Cambodia Forum addressed this issue clearly:

At the district level the coordination is better and valuable data is available through collaboration with district authorities and community leaders. During the assessments the district authorities were involved in the data verification and community leaders arranged community meetings in order to get information directly from the people affected . . . The government of Cambodia has decided not to have any national coordination but call for coordination at the provincial level. The coordination at national level is thus weak. The Cambodia government has not launched an international appeal for aid, which also limits the responses from the international community as several bilateral and multilateral organizations will need an official request from the government before they can release funds. The government has however, informed some governments that assistance will be welcomed.

¹⁸ **Community-based organizations** are “all such organizations, institutions or congregation of people that have local area/ village-based presence, maturity and structural arrangements. These are owned and managed by members. They are formal, legal entity or informal registered organizations maintaining separate books of accounts, systems & ways of working. They have group identity-membership. They should not be affiliated to any religious, political or separatist’s parties/ groups” (SGP India, *Guidelines for CBOs*).

Formal institutional mechanisms such as the PCDM, DCDM and CCDM as well as the Provincial Health departments (PHDs) including Operational districts¹⁹ and health centres in target areas were overwhelmed by the demand for assistance from affected communities and had limited capacities and resources. These mechanisms and other stakeholders were assisted by implementing INGOs, including the Consortium, and LNGOs in carrying out well coordinated and effective response and information sharing. The Ministry of Rural Development, particularly Departments at the provincial level (PDRDs), the Ministry of Agriculture, Forestry and Fisheries (MAFF) and the Ministry of Education, Youth and Sport (MoEYS) worked out needs data sets on the categories of damaged transplanted rice, affected wells and latrines and affected schools, furniture and textbook needs. The specific place within humanitarian relief in the country is held by the Cambodian Red Cross (CRC). Humanitarian activities of the agency have been fully supported, materially and financially, by the Government for a long time, with inclusion of reciprocal information flow though displayed in terms of 2011 floods less effective.

3. Local authorities

Village/commune chiefs commonly involved in Commune Committees for Disaster Management (CCDMs) were instrumental in the initial needs assessments. Village chiefs held the crucial position in verifying initially collected data, selecting the potential beneficiaries under the set up criteria and distributing the identified items. Due to their legislative agenda, they are fully aware of overall village character along with its settlers. They keep a list of all inhabitants including a detailed description of their socio-economic situation in the form of owned assets overview serves as the key tool for a selection process of beneficiaries – thus, who will directly benefit from

¹⁹ **Operational district** informally indicates the “District-based health system”, a health system approved by the Ministry of Health in 1995 with the aim of improving and extending primary health care at each administrative level. The system composes of three levels: the first level, the most peripheral is made up of operational district serving approximately 100,000 - 200,000 populations, and consists of a referral hospital and a network of health centres. Each health centre covered the population of 8,000 to 12,000. The second level or intermediate level is made up of a provincial hospital and provincial health department. The third or central level consists of Ministry of Health, national institutes, national hospitals, national programs, and training institutions (MoH, *Cambodia Health Information System: Review and Assessment*, 2007, p. 10).

the assistance. The eligibility threshold was adjusted to the result from the discussion between the implementing agency/partners and village authorities.

4. Local NGOs and CBOs

Local organisations along with CBOs belonged to the key informants during the initial assessments. Due to their local roots, they have a comprehensive understanding of the environment including its agents. They might lack, on the other hand, holistic insight about the situation represents a natural disaster and its potential impacts, especially those to be appeared on the horizon. Both organizational entities acted as the crucial intermediary between affected communities and INGOs.

5. Recipient communities

Recipient communities are the intended beneficiaries of the targeting system and thus influenced by the targeting process, but they are also exerting influence over it through the local authorities or the Complain Response Mechanism²⁰ if established by the implementing agency in the case of any inadequacy. Recipient communities are affected by the timing of assistance, by ration composition and scale, and obviously by targeting error—both inclusion and exclusion.²¹

There was fully incorporated a community-based approach into the targeting system. The distribution lists were comprised of the people who were qualified for a specific kind of assistance under authority of community leaders, formally village/commune chiefs and their administration, supervised by the agency workers.

6. International NGOs and UN agencies

The government hadn't officially requested the assistance of the UN and thus coordination at the national level, as earlier mentioned, was difficult. Coordination

²⁰ **Complain Response Mechanism** (CRM) is a formalized procedure and mechanism that provides a safe, accessible and effective channel for beneficiaries and project/programme stakeholders to raise complaints and for a response or redress to be given. It helps implementing agencies to understand their programs from the beneficiaries' perspective, giving them the information needed to adjust their programs to best meet beneficiary community needs. (PIN, *Policy and Guidelines. Complain Response Mechanism*, 2012)

²¹ The statement benefits from the experience with emergency response in Darfur (Young and Maxwell, p. 13).

mainly occurred at the provincial level. Where PCDMs were functioning, they worked best with the support of NGOs. International NGOs were relatively quick to convene and commence coordination with exchanges and meetings at the end of September and early October. However, this initial coordination became the seed for broader coordination with more INGOs and the UN family then becoming involved UN OCHA set up the information system to aid coordination and information access. The Consortium members together with Oxfam, World Vision, ACTED, CARE, Welthungerhilfe and Agronomes et Vétérinaires Sans Frontières, to name but a few, were fully engaged with the coordination activities. UN family consisted primarily of UNICEF, WFP, Food and Agriculture Organization (FAO) and World Health Organization (WHO). Both INGOs and UN agencies contributed to the response mainly through the needs mapping on a specific sector/s or financial and material donation to partner implementing organizations and governmental bodies. For example, UNICEF made the needs assessments on education, WASH and child protection sectors and provided the relief supplies of jerry cans, soaps and water filters to the PDRDs. Besides these initiatives, the president of the Asian Development Bank approved on 2 November 2011 a grant of 3 million US dollars to address critical needs of flood-affected population through the procurement of rice seeds, the procurement of fuel and empty bags to temporary repair canal embankments and food or cash for work schemes to restore flood-damaged rural roads (ADB, 2011).

7. Local suppliers and markets

The proposed items for distribution are subject to purchase at local markets. Overall, implementing agencies seek to fulfil their stocks or provide services through the supplies available in the area, on a country or regional scale. Local suppliers and markets together with their demanded goods play a significant role in emergency stocks of the responding agencies.

The Consortium agencies faced problems of limited in-country Orasel²² supply: UNICEF, PSI²³ and PHDs are the three main agencies for WASH²⁴ and Orasel suppliers. Most partners

²² The **Orasel** KIT is for home treatment of mild diarrhoea for young children, particularly children under five. The kit contains two sachets of the low-osmolarity oral rehydration salts

went through PSI to purchase Orasel but UNICEF and PHDs were all consulted to get extra stock or equivalent substitutes: PSI rapidly ran out of stock and in some cases, UNICEF and PHDs donated Orasel or zinc tablets but it was not always possible. The agencies were also constrained by the fact that the initial budget was based on PSI price for Orasel, which is substituted. Purchasing from abroad was very difficult: it would have taken too much time and would have cost too much because the government did not officially appeal for humanitarian aid, which would have eased the import procedures. As a result, 9,402 HH received 30 water purification tablets and 2 bars of soap or equivalent in detergent but no Orasel (The Consortium Final report to ECHO, Jul 2012).

Local market caught off guard during the 2011 floods due to the increased demand. The demanding agents were chasing any of the opportunities to have a few items more for the first distributions of theirs. In that period, there were appeared several intermediaries readily to procure through relevant contacts some leftovers of the demanded distribution material. Furthermore, the established link-up between relevant suppliers and non/governmental agencies, in other words the respondents to emergencies, has been considered as a component of disaster response and preparedness programme in Cambodia.

8. Non-beneficiary communities

Communities that are not targeted for a specific assistance on the basis of need assessment. The action result some relief to the relatives who provide temporary refuge to displaced families. These relatives may also not be well off and their own resources could be depleted as a result of giving shelter and provisions for the displaced. The replenishment of rice seeds that affected farmers can plant as soon as viable could help arrest a rice supply crisis in the months to come which can affect larger populations relying on rice they can buy from the market.

(ORS) and one course of zinc treatment (10 tablets of 20mg). The medicine was initially launched by the Population Services International organization (PSI) in March 2006, with support from United States Agency for International Development (USAID) and the WHO (Center for Health Market Innovations, last updated Oct 28, 2011). **See Annex 4**

²³ The Population Services International (PSI) is a global health organization dedicated to improving the health of people in the developing world by focusing on serious challenges like a lack of family planning, HIV and AIDS, barriers to maternal health, and the greatest threats to children under five, including malaria, diarrhea, pneumonia and malnutrition. It was founded in 1970 has been implementing its aim around the world through commercial marketing strategies (PSI, © 2010, < <http://www.psi.org/about-psi/psi-at-a-glance>>).

²⁴ WASH – Water Supply, Sanitation and Hygiene Promotion

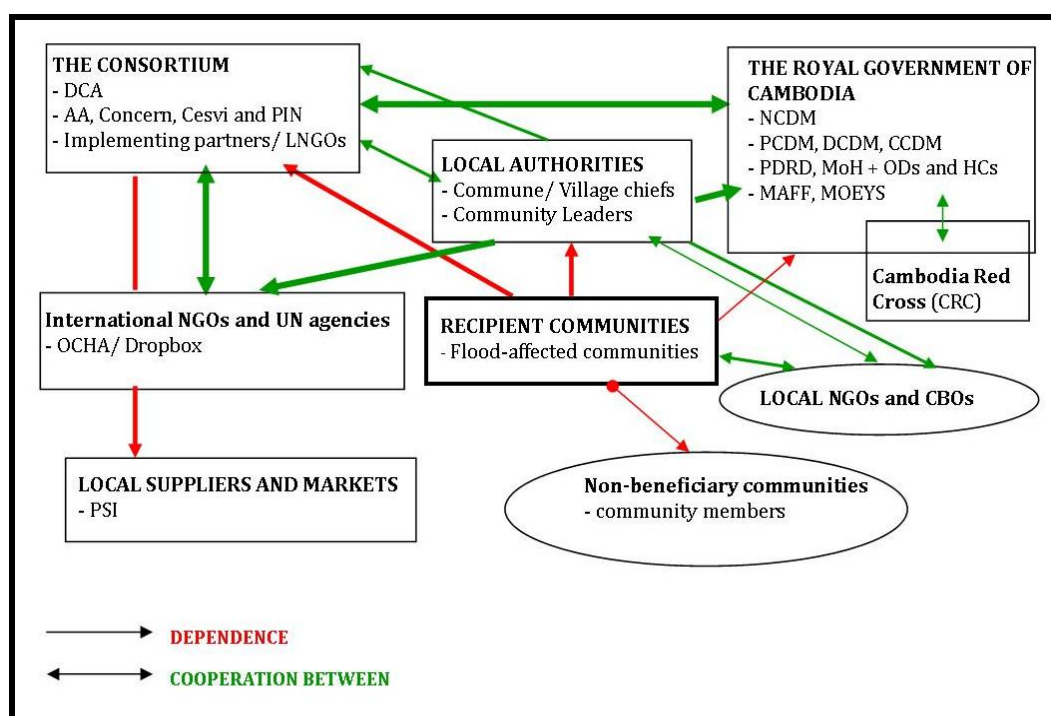
Table 1 - Stakeholders in Targeting Aid in Cambodia

Primary stakeholders	Influence targeting practices through	Influenced by
1. The Consortium – DCA, AA, Concern, Cesvi and PIN; Implementing partners	Expertise and approaches of each Consortium member Rapid/In-depth assessments Memorandum of Understanding and cooperation agreements between the Consortium members Agreements with implementing partners Ongoing programme presence Coordination Logistics Aid distribution – registration, ration composition, scale, timing and modality of support	Feedback from partners Monitoring CRM Donor requirements
2. The Royal Government of Cambodia – NCDM, PCDM, DCDM,CCDM; ministries and their departments + CRC	National policy and guidelines Assessments Coordination	Feedback from the international community (INGOs, UN agencies, foreign governments)
3. Local authorities	Registration of communities Verification Participatory mechanisms	Feedback from communities
4. Local NGOs and CBOs	Community knowledge based on the previous project implementation Verification Coordination	Feedback from communities

5. Recipient communities - flood- affected	Redistribution	Inclusion and exclusion errors Ratio composition, scale and timing
6. International NGOs and UN agencies	Assessments Maintenance of database Coordination	Feedback Expectations from donors
7. Local suppliers and markets - PSI	Food and non-food items in stock	Supply and demand
8. Non-beneficiary communities - community members	Increased capacity	Implementing agencies

Source: Author

Figure 7 - Operational Stakeholder Map



Source: Author

4.3.2 Initial assessment

Within the first weeks of the disaster, there were carried out several assessments of heterogeneous quality and scope by different initiators, from governmental to local organisations, with the main objective to collect timely information on household-level food security, health, social infrastructure (roads, bridge, schools, health centres etc.) and normal livelihood activities among a representative sample of households in flood-affected provinces. All of the assessments available at a national and provincial level were reflected in the aggregate assessment of the Consortium which was pivotal to the targeting process of its proposed intervention.

Within the nine target provinces the Consortium members and their partners were operational in approximate 31 districts. In these districts the following problems were identified²⁵:

Loss of food stocks and paddy rice

Extreme poor households lost food stocks, both in-house stores and through damage to paddy rice. The loss of rice stores is creating an immediate rice deficit for households who are already in a rice hunger period. Through village level assessments, partners estimate that 60-100% of rice paddy has been destroyed or partially damaged. This will result in a significantly reduced yield for affected families in the coming November/December harvest period. The reduced yield is expected to result in extreme poor households suffering earlier and more prolonged food shortages in 2012. Farmers usually use a portion of the rice from one harvest as seed for the next thus next year's rice crop will also be affected. Partners have also noted that many farmers have already eaten their rice seed and have no means to replace it unless they receive external support. Also, many have been forced into taken loans with very high interest rates. Households identified as being most in need are those extreme poor and vulnerable households facing ongoing food security problems and households who are least likely to receive support from relatives or other sources.

²⁵ THE CONSORTIUM (2011) *Project proposal on the Emergency Flood Response Cambodia 2011-2012 programme. Annex 2 – Assessment findings*, Phnom Penh, Cambodia

Water, Sanitation and Health

In many areas health centres are flooded and cannot function. DCA estimates that 80% of health centres in its target area are currently not functioning. In Concern, PIN and CESVI areas this does not seem to be as big an issue as health workers are still active even though the health centre may be flooded or inaccessible. Very few households have access to safe water sources with almost all using the flood water for drinking, cooking and cleaning. In Kampong Chhnang it is estimated that 80% of households are drinking directly from the flood waters with only 15% treating water by boiling or filtering. The remainder have access to a protected water source. Where sanitation facilities did exist, they have been inundated. People are now defecating directly into the flood waters (the same water they are drinking). Incidence of diarrhoea has already increased, particularly among children (estimated increase of at least 25% in Kampong Chhnang). Access to alternative water supplies is non-existent, except in some cases where water tanks are available at schools or village containers, but supplies are extremely low. Chlorine tablets/health kits have been distributed in some areas but adequate awareness on how to use them has not always been provided.

Loss of livelihoods

Many households have lost livestock, have had their vegetable gardens destroyed, their chickens drowned, have lost fish from their fish ponds, and have lost fishing equipment. These livelihood activities generate valuable income to help families with limited or no land to buy food and other essential items which they could not otherwise afford. The loss of these assets represents a loss of income sources, which if not replenished, will have an ongoing impact of household food security. The main source of income for most households at the moment is fishing. However, for those households which do not have boats this is not an option.

Lack of Rice and Vegetable seed

It is essential that most affected households succeed in attaining a good rice harvest in 2012. Lack of rice and vegetable seed is the most immediate threat to households hoping to restore their livelihood. Approximately 25% of farmers in the target area may be able to plant either first or second season short term dry season rice (though this will need to

be assessed in more detail). The calendar below shows the growing seasons for lowland rice in the affected areas.

Rice categories	Dry season				Rainy season						Dry season	
	J	F	M	A	M	J	J	A	S	O	N	D
Medium term rice												
Short term rice (1 st season)												
Short term rice (2 nd season)												

Note:

Sowing		Growing		Harvesting	
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The seasonal calendar applies to all provinces affected and targeted for the proposed response.

Once the floods recede, in depth assessments of losses to household livelihoods will be carried out in coordination with relevant stakeholders. It is expected that in addition to replacing productive assets, resources will also be required to repair/rehabilitate houses, water supply points and irrigation infrastructure.

The assessment teams of each consortium member were put in the field. The teams of the members operating through partners (DCA, AA and Concern) were relevantly built up from them. Cesvi drew the support from its current workers. Unlike PIN which combined the staff of two partner organizations with the acting intern remotely guided by the PIN head of mission due to very limited personnel of its own. Finally, each individual assessment included cross-checking of direct data collection and data from provincial and local authorities. Where it is worthy of attention that numbers of affected people resulted from the assessments on the ground were significantly higher than indicated by NCDM and PCDM figures (see the *Provincial*

Impact Database from 18 October 2011 in Annex 2). Gradually generated assessments by other flood respondents were collected and made public through the information system established and further administered by UN OCHA. The information system was being managed through a free program Dropbox noted for readily accessibility and user simplicity. On the basis of shared materials including assessments with their methodology, a series of situation reports, maps, detailed agency plans or contact list, the overall coordination in anticipation of as the most effective aid coverage as possible and thus avoidance of overlapping could be minimized.

4.3.3 Targeting strategy

Each Consortium member conducted the initial assessment on the basis of its own selected objectives and approaches. Afterwards, they were able to roughly identify the form of their potential aid. The collective Consortium strategy is developed from these individually applied approaches generally including geographical, administrative and community-based targeting. The strategy begins with four targeting criteria:

- a) **Severely flooded and damaged areas**
- b) **Poorest populations (ID poor, category I and II)**
- c) No assistance/limited assistance provided
- d) Presence of implementing partner to undertake actual response

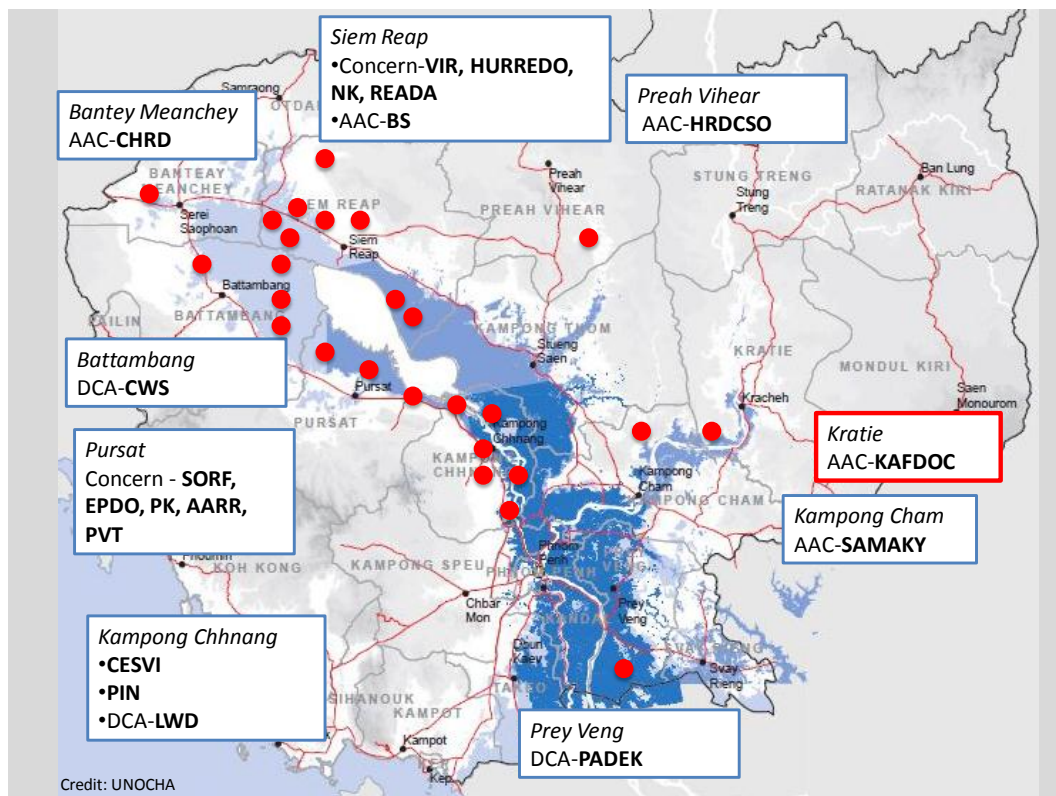
These four criteria were indicated in the submitted project proposal and correspond to geographical and administrative targeting. The first criteria under consideration of the third and fourth ones allowed to the Consortium set **the action location across 31 districts of nine provinces**. It prioritized the outline of targeted households by district (see the exact location of the action in Annex 3). The total number of communes and villages along with the specific number of targeted households was finalized for weeks afterwards extending into the action implementation. Because assessments continued to be updated and the situation in

the sites was changing, three districts eventually were added (39) and one was not targeted (Sambo district, Kratie province). Similarly, the number of beneficiaries was adjusted in most target areas.

To appropriately assess the needs of affected population with a corresponding assistance, the estimated target location should be further view as an aggregation of different places where some affected took refuge – in relatives' houses, local pagodas and schools, or temporary constructed shelters.

All of these three criteria were applied within the targeting process of all Consortium members.

Figure 8 – The Map of the Consortium intervention



Source: ECHO Lessons Learned Workshop on Flood Response 2011, the Consortium, March 2012

The second criteria prioritized the affected households already characterised as **extremely vulnerable households**, equivalent to HHs hold ID poor 1 & 2 and non ID poor HHs in the category 3 or 4 of the Concern's wealth ranking, **severely impacted by the flooding** including:

- Smallholder farmers with less than one hectare of land and largely dependent on rain-fed crops and access to common resources;
- Landless households with access only to their homestead surrounds, common resources or allowed access by neighbours to small areas of un-irrigated land during the dry season;
- Destitute and extremely vulnerable - this target group tends to be comprised of persons with little extended family support and are often female headed households, elderly, chronically sick including those who are HIV positive or disabled persons and indigenous people.

PIN and Cesvi represent only those who didn't apply this criterion in their methods for target beneficiary selection. The agencies did select the most severely affected villages which received limited/no WASH assistance²⁶ from other projects in their on-going target areas, following the criteria set in the proposal. However, there was no preferential treatment according to the degree of vulnerability or level of wealth: all households affected by floods were included in the distribution. The reason is that all affected households had no access to safe water, risks of water-related diseases were high and these diseases are contagious.

*There are really two targeted groups: severely flood-affected and extremely vulnerable. Within the response of Cesvi and PIN, all affected by the flooding are targeted for their aid/ assistance. Whereas other partners target only those who have been affected by the floods and have the low economic and social status. Hence, one of the biggest sources of targeting error—both inclusion and exclusion—is the determination of vulnerable status. In Cambodia, the *Identification of Poor Households Programme* administered by the Ministry of Planning exists. This Programme distinguishes between two levels of poverty which are officially assigned to population by the identification cards – *ID poor 1 and ID poor 2*. Exclusive sticking to this programme would not have to only result into the*

²⁶ The modality of assistance provided by Consortium members will be specified in latter parts. The reference to WASH assistance was made to underlie their selected approach.

exclusion of some eligible people but also into the inclusion of the better-off, thus ineligible for this case. This was a major reason for community participation in needs assessments and beneficiary selection – *to verify with ample justification the most vulnerable*. Then, the justification process combined the national programme and the partner’s development project approaches and direct field observation.

Secondly, where the access to distributions points was difficult because of high water level or infrastructure damage (roads and bridges), it created the potentialities of exclusion errors as well. As a result, the number of distribution points was reduced, thus to be under the threat of decreased beneficiary number. To avoid this kind of exclusion error as much as possible, the preparation of distribution sites, particularly beneficiary registration, was carried out with the assistance of community representatives such as village/ commune chiefs and community leaders.

The next block will demonstrate the detailed methods of each member for selection its target areas and beneficiaries to prove the featured module above. The overview consists of the predefined tables embodied in the 2012 January interim reports to ECHO which have been further modified and completed. Moreover, the specific criteria and methods are listed in relation to individual project results to be actualized through defined activities. To make the tables as much friendly for study as possible, I prefer not to describe each result including its relevant activities there and presently provide the simplified Log-frame of the action:

Figure 9 – Log-frame of the Emergency Flood Response Cambodia 2011-2012 programme

Title of the Action	Emergency Flood Response Cambodia 2011-2012			
Principal Objective	Extreme poor and vulnerable households in flood-affected provinces in Cambodia have accessed immediate food and WASH needs and have restored their lost livelihood assets.			
	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Risks and Assumptions
Specific Objective	To meet immediate food, WASH and livelihood restoration needs of extreme poor and vulnerable households in nine flood affected provinces in Cambodia.	<ol style="list-style-type: none"> 1. 13,799 households acutely affected by the floods are food secure for one month till they can restore lost livelihoods 2. 20,113 households have access to clean water 3. 8,996 households have received assistance to restore lost livelihood 	<ul style="list-style-type: none"> • Progress reports and final evaluation • Signed distribution lists 	No further disasters (excessive rainfall)
Results	1. The emergency food needs of affected extreme poor and vulnerable households have been met.	1.1 13,799 households have received emergency food packages (50kgs rice, 1l oil, 1kg salt) meeting the requirements of one family for one month	<ul style="list-style-type: none"> • Partner progress reports • Monthly programme 	Commodity prices (particularly rice) remain within the estimated range There is no major outbreak of water borne diseases (e.g.
	2. The immediate health	2.1 250 emergency health education		

	requirements of affected extreme poor and vulnerable households have been met.	<p>campaigns held</p> <p>2.2 20,113 WASH packages (rehydration kit, water purification tablets, soap) have been distributed meeting the requirements of one family for at least one month</p> <p>2.3 463 wells have been cleaned and rehabilitated</p>	<p>reports</p> <ul style="list-style-type: none"> • Interim and final reports • Signed distribution lists 	diarrhoea) in the target areas
	3. The livelihoods of the affected extreme poor and vulnerable households have been restored.	<p>3.1 Needs assessment conducted determining the effect of the floods on the medium to long term livelihoods of extreme poor and vulnerable households</p> <p>3.2 4,498 households have received dry season rice seed</p> <p>3.3 4,498 households have received a small grant to restore lost livelihoods</p> <p>3.4 Lessons learned have been shared with relevant stakeholders</p>		<p>Normal rains during dry season rice and vegetable cultivation</p> <p>No outbreaks of chicken/livestock diseases</p>
Activities	1. Distribution of food packages			NGO partners continue to

	<ol style="list-style-type: none"> 1. Emergency hygiene promotion campaigns, including distribution of IEC material ²⁷ 2. Distribution of WASH packages 3. Well cleaning and rehabilitation 	<p>have access to affected households.</p>
	<ol style="list-style-type: none"> 1. Distribution of rice seed and other livelihood inputs 2. DRR Refresher/Reflection workshop/s 	
		<p>Pre-conditions:</p> <p>Physical access to target areas.</p> <p>Access to boats for distributions.</p>

Source: DCA, Draft of the Interim report to ECHO, January 2012

²⁷ Information, Education and Communication (IEC); in the context of the action there were used the IEC materials developed by the Communicable Disease Control Department and officially approved by the Ministry of Health in Cambodia.

The overview of targeting mechanism according to each member agency:

- **ACTIONAID**

	Criteria and method for target area selection	Criteria and method for target beneficiary selection
Result 1	<ul style="list-style-type: none"> • Flood affected area 	<ul style="list-style-type: none"> • Poor people who are holding in legal identification card (ID poor 1 &2) • Flood affected women headed and families have disabled person as a family member • Daily wage earners who have lost their livelihood opportunities • Vulnerable groups such as poor affected farmers and affected fisher folks. • Affected families not covered by Government safety net programme • Head of families migrated elsewhere leaving family members at home • Affected families with specially challenged: HIV-positives, chronic illness, indigenous/ethnic minority, disabled people, • Affected families by flood those families members died in floods • Poor and affected families who have more children (8 to 10) • Other criteria would be selected based on real adjustment in respective target area of each partner <p>Focus group discussion and key informants interview, with selected beneficiaries, community facilitators and local authorities, and meeting with partner NGOs + discussing with PDRD (Result 2) + market assessments and field observations (Result 3)</p>
Result 2	<ul style="list-style-type: none"> • Severely damaged area not cover by other agencies 	
Result 3	<ul style="list-style-type: none"> • Remote area have bad communication damaged by flood <p><u>WELL CLEANING AND REHABILITATION:</u> Wells were functional before the flood and damaged by the floods</p>	

- **CONCERN**

	Criteria and method for target area selection	Criteria and method for target beneficiary selection
Result 1	Given the national scale of the flood emergency, Concern made a decision to focus all its emergency response to its current programme areas in Siem Reap and Pursat. Concern has been working with 10 partners in 302 villages in these two provinces for a number of years.	HHs affected by flood hold ID poor 1 & 2 and non ID poor HHs in the category 3 or 4 of Concern's wealth ranking (the poor and the poorest categories in the wealth ranking exercise Concern had carried out as part of its ongoing development work)
Result 2	More than a third of these villages (124 out of 302) were severely affected by the September/October 2011 floods and created considerable loss of livelihoods and property. Used existing lists of target beneficiaries of the programme to verify HHs who were affected by flood and need assistance,	HHs affected by flood hold ID poor 1 & 2 and non ID poor HHs in the category 3 or 4 of Concern's wealth ranking Flood affected and contaminated wells have been assessed and selected for cleaning and rehabilitating by PDRD to provide immediate assistance to beneficiaries
Result 3	local leaders such as Village Association and Self Help Group leaders as well as village chiefs and commune council members were involved in selecting the beneficiaries HHs, implementing partner staff facilitated a process to make sure selection process is proper and acceptable, Concern staff conducted HHs verification before starting the distribution.	HHs affected by flood hold ID poor 1 & 2 and non ID poor HHs in the category 3 or 4 of Concern's wealth ranking. Rice seeds are for small holder farmers (30% of total) that have land for rice cultivation and source of water. Livelihood grants are given to HHs (30% of total) that have no land for rice cultivation but have small land size for vegetable and crop planting, and other HHs who livelihood is depending on fishing activities.

- **DCA**

	Criteria and method for target area selection	Criteria and method for target beneficiary selection
Result 1	- local partner's project areas	Poor, evacuated and vulnerable families (women headed household, disable, elderly, orphanage, people living with HIV, chronic disease), especially
Result 2	- severely	

	<p>damaged area not cover by other agencies</p> <ul style="list-style-type: none"> - official request for support from local authorities (DCDM and CCDM) 	<p>ID poor 1 & 2</p> <p><u>List of beneficiaries was generated with the participation of:</u></p> <ul style="list-style-type: none"> - Community representatives (Village Development Committee members elected with support from local partner) - Commune Council representatives or Commune Chief. - Village Chief and village Vice Chief - Partner field staff who has been working in the commune <p>The official list of ID poor 1 and 2 was completed by additional poor households who were as well eligible for assistance.</p>
Result 3	N/A	N/A

- **CESVI**

	Criteria and method for target area selection	Criteria and method for target beneficiary selection
Result 1	N/A	N/A
Result 2	<p>Concerning WASH distribution, all 4 affected target districts are Cesvi ongoing target areas of other projects.</p> <p>Selection of target areas (for distribution of WASH items):</p> <ul style="list-style-type: none"> - Preliminary identification of areas for distribution was done according to PCDM and other data; Data were cross-checked via direct assessments and other means, including data gathering at commune and village level and from other NGOs. Before each distribution, cross-checking of actual number of 	<p>Identification of beneficiaries (for distribution of WASH items):</p> <ul style="list-style-type: none"> - All beneficiaries are local population severely affected by flooding, who suffered extensive damages. - All HHs were living (permanently or temporarily as in case of relocated HHs) in the distribution areas. - All beneficiaries HHs had received limited/no assistance. - Priority was given to pagodas and schools where HHs were relocated. - No preferential treatment was given: all HHs present in identified areas were included in the WASH distribution.

	<p>HHs per location was implemented.</p> <p>- All identified target areas were severely flooded and damaged and had received limited/no assistance, especially in WASH.</p> <p><u>WELL CLEANING AND REHABILITATION:</u> Wells were selected in the same area targeted by WASH distributions.</p>	<p><u>WELL CLEANING:</u> Communities have been involved in the collection of information and first selection of wells carried out in December 2012. Prior to the chlorination, beneficiaries were also involved in an introductory session to the process in which the team was explaining the effects of chlorination and asking beneficiaries to confirm their interest</p> <p>Public wells with the following characteristics:</p> <ul style="list-style-type: none"> - used by at least 6 HHs - no users fee - affected by floods <p><u>WELL REHABILITATION:</u> Communities have been involved in the collection of information and first selection of wells carried out in December 2011 and January 2012</p> <p>Public wells with the following characteristics:</p> <ul style="list-style-type: none"> - used by at least 6 HHs - no users fee - affected by floods
Result 3	N/A	N/A

- PIN

	Criteria and method for target area selection	Criteria and method for target beneficiary selection
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Result 1	N/A	N/A
Result 2	<p>WASH PACKAGES:</p> <ol style="list-style-type: none"> 1) Severely flooded and damaged areas 2) A risk of diarrhoea outbreak 3) No assistance/limited assistance provided <p>Preliminary selection of target areas based on rapid assessment on the ground - data collection from PCDM, PHD and ODs within the Kampong Chhnang province.</p> <p>Before actual distribution: On the basis of the data received from the assessment, target villages with approximate numbers of people severely affected by floods were selected. Final list of potential beneficiaries for each target village was approved by its village chief.</p> <p>WELL CLEANING:</p> <ol style="list-style-type: none"> 1) Severely flooded and damaged areas 2) No assistance/limited assistance provided <p>Identification of affected well users from available local information sources: village/commune/provincial officials; PDRD of Kg. Chhnang; community leaders</p> <p>WELL REHABILITATION:</p> <p>Identification of affected well users from the previous procedure of well cleaning and repairing</p>	<p>WASH PACKAGES:</p> <ol style="list-style-type: none"> 1) People at risk of diarrhoea diseases <p>Identification of affected households from available local information sources: village/commune/provincial officials, workers of health centers, local NGOs, religious and CBO/informal community leaders.</p> <p>WELL CLEANING:</p> <ol style="list-style-type: none"> 1) The minimal number of users for one well must be 6 households, with the exception of well site in a remote area. 2) Wells aren't used for commercial purposes (sale of water) <p>WELL REHABILITATION:</p> <ol style="list-style-type: none"> 1) Most vulnerable families 2) Wells which serve as a core safe water source for a community
Result 3	N/A	N/A

The answer to questions *how?* is almost fulfilled. To successfully complete it, it is desirable to state the prevalent manner of beneficiary selection and distribution²⁸:

- Preliminary selection of target areas based on rapid assessment by agencies/implementing partners on the ground
- Identification of affected households from available local information sources: village/commune officials, social workers, religious and CBO/informal community leaders
- *Before actual distribution*: Assessment by the team to verify data including a community consultation process where community members validate list and identify who among them is most vulnerable/in need. Final list is approved by village chief and/or commune council.
- Selection criteria informed publicly (in writing and verbal) and list of items (in Khmer) and phone number of organization distributing included in each package
- Affected population informed about the complaint mechanism

The second, even more important, reason for closing the question is not to miss as well the previously identified *community-based targeting* within the action. The predetermined eligibility criteria by the implementing agencies finally approved by the communities, the transparent provision of information about the specific aid and its providers or the explanatory established complaint and response mechanism (as an example see Annex 5) are undoubtedly the factors justifying the application of this targeting approach.

In addition, the agencies implementing the action have an ongoing presence in the target areas and a long standing relationship with the beneficiary groups. Consultations have been held with beneficiaries to develop the criteria for targeting, identify the most in need households and develop the modality for distributions. Particular emphasis was placed in seeking the opinions of the extreme poor and

²⁸ Consolidated by the Consortium Coordinator in the Final report to ECHO, May 2012

groups with special needs (female headed households, elderly, disabled etc). Discussions were held with beneficiaries on finding ways of ensuring that they are linked into village networks for ongoing support and monitoring over the coming months.

As the best examples, AA procured food items through the purchasing committees. They were established by each partner in their respective provinces. The members of committee consisted of community representatives, community facilitators, a chief of communes and villages, executive board members from the partner NGOs and representatives from AA (AA Interim report to ECHO, January 2012). Or local communities and beneficiaries themselves strongly participated in Concern's decisions on the early-recovery strategy taken the form of consultation with local authorities and beneficiaries for needs assessment or submission of a business plan, the engine of a livelihood grant activity, developed by a beneficiary (Concern Final report to ECHO, May 2012).

4.3.4 Timing

To assess the timing of the action in a fair-minded manner, I will separate this factor into two timelines – *preparation for the action* (assessments) and *implementation of the action* (distribution process, cash for work and grants).

The initial data and figures from the UN OCHA and governmental bodies such as NCDM and some of the PCDMs readily available in the early flooding and the Consortium agencies' ongoing presence in the country represented obvious preconditions for a potentially quick response of theirs. Most members undertook rapid assessment in early October which were followed by in-depth assessment within the next two months allow them to target beneficiaries in a more accurate manner and lead to some adjustments compared to the original plans. Furthermore, the Consortium partners assessed the needs for the early-recovery phase in their target communities in the course of February 2012. Without impugning the work on multilevel assessment has showed a good quality and sense of timing.

Nevertheless, the agencies, particularly their partners have been operating with a limited capacity on humanitarian aid in the context of Cambodia. For example, some partners of the AA have never done any emergency response activity at all before which was further shown as a major problem intervening the project implementation for the agency (AA, Final report to ECHO, May 2012).

The second crucial element was the financial side of any response. PIN and Cesvi were able to pre-finance the action. As a result, they started WASH distributions and Health Education Campaigns before the contract with ECHO was signed and the money was transferred from DCA Headquarters. DCA, AAC and Concern were unable to pre-finance the action so that the first round of food distributions was carried out in December only. Second FOOD and WASH distribution in February 2012.

Well-cleaning and rehabilitation ended later than expected, especially because a significant number of wells were cleaned and more complex rehabilitation work carried out (from mid-January to mid-March 2012). Like most of the project activities, distribution of rice seeds started late December and in many cases, partners did not manage to find rice seeds in sufficient quality and quantity on time for the dry-season planting. Besides, partners decided to distribute short-term varieties for early-wet season rice so that distributions ended in March. Livelihood grants also started and ended late. These activities required a significant amount of time for planning, at the consortium level first and then at the local level as conditional cash transfer was new to most partners (Final report to ECHO, May 2012).

To sum up, the undertaken assessments has been of great value for the action and its follow-up phase in the form of recovery program, although the delay of some activities, especially FOOD and WASH distribution for the first round, is regarded as an object of great pity. This dismal failure has been mitigated by the fact that good coordination was reached with other distributions carried out by other aid agencies or by the same partners with complementary emergency funds.

4.3.5 Why?

In the next lines, I would like to shortly go back to the reason for the whole action. The objectives are of course obvious from the above featured log-frame *'to meet immediate food, WASH and livelihood restoration needs of extreme poor and vulnerable households in flood affected provinces in Cambodia'*. These were based on the findings and outcomes of performed assessments.

As immediate relief efforts by government agencies, the Cambodian Red Cross, and development partners gradually gave way to longer-term recovery considerations, it was agreed that an expanded investigation into the floods' effects on food security and nutrition, health, water and sanitation, household assets and economic situation was needed to better identify the most appropriate emergency preparedness and recovery phase response options (Cambodia Post-flood Relief and Recovery Survey, May 2012).

As was mentioned in the previous chapter, neither Consortium partners have lagged behind that new options for follow-up assistance to communities affected by the 2011 floods in Cambodia and took their own steps in the form of rapid early-recovery assessments in February broaden by in-depth ones in the following months. Eventually resulted in a new project proposal submitted by slightly rearranged Consortium²⁹ to ECHO with the aim *'to alleviate the food gap and restore livelihoods of flood-affected poor and vulnerable households through increased access to food, capital and skills while building their resilience to natural disasters and outbreaks of water-borne diseases'*.

Moreover, DCA/ACT Alliance and AA joint the 2012 initiative on post-flood relief and recovery survey in Cambodia together with Asian Development Bank (ADB), Danish Red Cross, Save the Children, UNICEF and World Food Programme, in collaboration with the National Committee on Disaster Management.

Overall, the second standpoint on the objectives of the program can be the targeting mechanism itself. The main part of this point of view is already involved in the cited

²⁹ The newly set up Consortium consists of DCA, as the lead, AA, Cesvi, PIN with a new implementing partner, previously cooperating with Concern, and Agronomes et Vétérinaires Sans Frontières (AVSF).

specific objective of the action *‘to meet the assessed needs of extreme poor and vulnerable households in the flood-affected area’*, where reference to *the extreme poor and vulnerable households* stands at the core of the targeting objective along with as wide coverage as possible. With the only exception of PIN and Cesvi that didn’t apply any preferential treatment according to the degree of vulnerability or level of wealth and doing so to include all households affected by floods.

Finally, the selection of target beneficiaries was subject to approval by local authorities such as village/ commune chiefs and community leaders in order **to engage communities as much as possible in targeting decisions, to identify those most in need with emphasis on the groups with special needs** such as elderly, women, small children or disabled, to name but a few, and **to recognize the most relevant needs to be followed up by a specific aid** (food, WASH or livelihood measures).

4.3.6 What and how much to provide?

A specific type of assistance taking its modality, composition, ration and changes into account provided each partner was determined by several factors: the outcomes of undertaken assessment, in-depth knowledge of agencies’ working areas established during their ongoing development programmes, a particular expertise, technical and financial preconditions and lastly a type and location of assistance provided by other agents.

On the basis of these determinants the Consortium were implementing the following activities:

- Distribution of food packages or cash transfers where applicable
- Distribution of WASH packages
- Emergency hygiene promotion campaigns, including distribution of IEC material

- Well cleaning and rehabilitation
- Distribution of rice seeds and in-kind or in-cash livelihood grants

AAC, DCA and Concern reached 19 387 households³⁰ by distribution of food packages of of at least 50kg of milled rice, 1kg of salt and 1l of cooking oil in their target areas. This was achieved through two rounds of distributions with the same package composition patterned on the World Food Programme's ration of 50kg of milled rice per household (average 5 members) for one month. It was expected that this ration is able to supplement affected households until after the floods have receded and they can return to their 'normal' livelihoods. Although the size of food packages was not adjusted according to the size of the households. Thus, one package did not cover basic food needs for a month for some households with many family members. To remedy the situation, the second distribution was held aiming at these households, besides the ones that were excluded from the first distribution and that missed dry season rice planting.

In areas where markets were functioning and accessible at the time of distribution, the cash transfer option was preferred. Only PADEK, a DCA implementing partner distributed milled rice in kind (50kg) and the rest of the food package value in cash to 1 818 HHs at the end of December (PADEK, Interim report to DCA/ECHO, January 2012).

All of the Consortium partners undertook distribution of WASH packages accompanied by the Emergency Health Education Campaigns³¹. The campaigns were supported by local health center staff, with the assistance of partners' field workers, that was able to properly explain how to use the rehydration kits (Orasel) and water purification tablets which made up together with soap composition of a WASH

³⁰ It is a higher number of beneficiaries than initially proposed (13,799 HHs). With in-depth need assessment, after the proposal was submitted to ECHO, the agencies identified more potential beneficiaries in their target area. It was possible to reach these additional beneficiaries with the same budget because the average price for food package per HH was lower than expected (Final reports of the Consortium partners, May 2012).

³¹ Only one DCA implementing partner, CWS, didn't implement Health Education Campaigns during the flood because they were extending the same message as part of one of their

package. They also provided basic education on key health themes such as sanitation and hygiene underpinned by already available IEC materials developed by the Communicable Disease Control Department (see Annex 6).

The WASH package consisted of one Orasel rehydration kit, a set of 30 water purification tablets and two bars of soap. This is designed to last one month (according to basic survival water needs measured by the Sphere project), by which time flood waters were expected to recede and access to safe water points are restored. Indeed, due to the limited in-country Orasel and water purification tablets supply, some wash packages were incomplete. To effectively adjust to this limitation, there was organized the second round of WASH distribution targeted on those affected in the first round.

Based on the final outcomes, the Consortium ensured that 26 515 households improved their access to clean water through receipt of WASH packages. Longer-term access to safe water was further achieved by cleaning and rehabilitating 925 wells, which are now fully operational. Both activity results, unlike the decreased number for emergency health campaigns due to difficult access to some areas meaning to pool some distribution points, imply a higher numbers than expected. The higher number of affected population further identified in target areas stood at the core of this overcome. Lower costs both for distribution items and well cleaning service, saved money on transport costs thanks to the combination of food and WASH distributions at the same time and IEC material developed by other agencies assured to reach these additional people with unchanged total budget for these activities under the Result 2.

Consortium partners were late to procure and distribute dry-season rice seeds. Only 955 HHs received short-term varieties of rice seeds for the dry-season cycle. Some partners decided to distribute short-term rice varieties for those households (eventually 2 564 benefiting HHs) with access to land suitable for an early-wet season rice planting. This was indicated in informal early-recovery assessments in January identifying, among others, beneficiaries for livelihood early-recovery

existing health development program implemented within the target area just before the flood (DCA, 2012).

activities and functionality of local markets as one prominent need for those beneficiaries with access to land.

Thus, with the assessment outcomes that markets are functioning and accessible and rice seeds, vegetables seeds and tools, poultry, fishing gears/tools, package of regular consumer goods to open small shops representing priority needs, the agencies provided both in-kind and in-cash grants. Concern together with DCA dedicated a significant part of the allocated budget to provision of conditional cash grants³² with justification by the fact that markets were perfectly functioning at that time of their action. Whereas PADEK that preferred distribution of vegetable seeds in-kind to cash grants because local supply could not provide seeds in enough quantity and diversity. And AA implementation partners procured and distributed in-kind livelihood items instead of giving cash. As reported by AA, it was difficult for them implement cash transfers in an appropriate manner due to their lack of monitoring capacities.

Nonetheless, DCA and Concern linked livelihood grants with capacity-building of beneficiaries. Cash grants were only provided to beneficiaries under specific programme conditions – participation in training or submission of household individual business plan for a new small business/livelihood activity (see Annex 7). The agencies copied these approaches from their ongoing development projects with the emphasis on community participation in their both preparation and implementation phases in the country. Moreover, the activities tend to follow the new emergency strategic plan, refers to the shift from food aid to food assistance (mentioned in the previous theoretical section).

It is hard to state that livelihoods of beneficiaries have been fully restored. Each beneficiary has been able to start one income-generating activity by receiving part of the upfront investment costs, in-kind or in-cash. This additional income will help them to partly restore their livelihood through generation of relatively rapid returns (three months). However, the project supported only part of the total investment costs for these activities, some households have taken one or several loans after the floods with high repayment rates and food shortage will continue until the next harvest (August or November) for most of them.

³² **Conditional cash grants** represent a means of cash transfer generally to poor households who are obligated to follow specific conditions for grant support. In addition, “conditional

The additional income generation activity will not fully cover these costs and actual margins might thus be narrow (Chervier, Final report to ECHO, May 2012).

4.4 MONITORING

All Consortium members/ implementing partners assured their own monitoring systems for their part of the action. It included two-level regular monitoring activities both during and after the action. Where the low-level activities corresponded to **field visits** of each consortium member with the aim of ensuring that criteria for the selection of beneficiaries were correctly used and verifying beneficiaries actually received the items and were using them meaning a post-distribution monitoring; and regular **orientation or planning meeting** including capacity-building with implementing partners. Concerning the WASH package distribution, Cesvi and PIN were carrying out assessment cycles focused on correct use / frequency of safe water tablets and Orasel, and questions concerning household sanitation and hygiene (see the Annex 8).

Special attention was then paid to monitoring of cash transfers and post-activity monitoring on well cleaning and rehabilitation, use of rice seeds and cash. DCA and Concern thoroughly kept track of the planning and implementation of cash transfers schemes because of activity to their implementing partners. For example, Concern organized coordination meeting in each target province gathering its own employees as well as partner workers “to finalize the list of beneficiaries (review beneficiaries investment plans), sign agreements with AMK³³ and plan the actual process of cash transfers. Besides, at the time of cash transfers, Concern as well as partner representatives were present during the cash distribution undertaken by AMK and we were able to resolve some issues that came up” (Final report to ECHO, May 2012).

In terms of well cleaning and rehabilitation, PIN and Cesvi made field visits on the outcomes of these operations – water quality, residual level of chlorine or

cash transfer programs are part of a growing policy emphasis on the use of market-oriented demand-side interventions to directly support the poor” (Rawlings and Rubio, 2005).

functionality of rehabilitated wells (see the Annex 9). The AA's and Concern's partners did post-monitoring visits to check whether rice had been planted and was growing afterwards. Concern even recorded the number of kilos harvested.

Each partner has an in depth knowledge of their working areas and has local partners on the ground who can speedily assess the situation through network of Community Based Organisations established during ongoing development programmes. This has enabled the interventions in this action to be targeted at gaps in the response so far (particularly more remote communities in provinces that have not been the main focus of the response so far). A major benefit to working as a consortium is the fact that agencies can build on each other's expertise and standardize approaches. In this response DCA, Concern and AA could build on the knowledge and experience of PIN and CESVI in the health sector to standardize a health package for distribution to all affected households. PIN and CESVI benefitted from DCA, AA and Concern's experience on food security, implementing emergency responses, and their ability to coordinate activities. The fact that this coordination mechanism is already in place should help to maximise the impact of the intervention while minimizing its cost (Chervier, 2012).

To slightly oppose to the chapter, I would propose that opportunity to share approaches and experience was potentially higher than came through. Implementation of some activities through technical groups could rapidly improve their final results, for example collective procurements of rice seeds or well cleaning and rehabilitation operations characterized by the protracted negotiations between partners and executive bodies (MAFF and PDRD, respectively). Thus secondly, the high-level activities concerned the coordination of Consortium itself. Several briefing meetings took place between the Consortium Coordinator and each Consortium partner in order to assess the progress of the action including that current achievements and key challenges, and plan future steps. The partners were obligated to show their ongoing outcomes in midterm reports being completed by a further detailed information collection of the Consortium Coordinator (implementation progress against the logframe indicators, financial figures and the coming intentions). Lastly, relevant information was consolidated in a collective

³³ Due to the "Finance at your Doorstep" methodology, Concern preferred cash transfer through a microfinance institution called Angkor Microfinance Kampuchea (AMK) to

interim and later final report to be submitted to donor of the action – ECHO. Moreover, representatives of ECHO themselves visited a representative sample of each Consortium member’s target area for monitoring and evaluation.

4.5 CHALLENGES AND LESSONS LEARNT

In the course of the action, the partners faced particular difficulties, unexpected events and various challenges. Nevertheless, it seems that different issues were affecting a targeting mechanism minimally. The delayed signature of the contract with ECHO significantly affected implementation of the individual activities. Most of them started late and thus ended in the same way. Accurate data available for identification of affected area and households during the initial phase of emergency response to floods (and even later within the well cleaning and rehabilitation procedures where PDRD, an executive body, lacked any mapping of disaster-prone areas including safe water sources) was limited. Thus, it was needed to carry out own multilayered assessments and afterwards adjust the response to the actual conditions. With respect to targeting process, it eventually enabled the partners to reach a higher number of beneficiaries than proposed. As one of the considerable events, limited availability of some items to be distributed such as Orasel and rice seeds interfered with a modality of the provided assistance. In the case where relief was debased (a series of distributed incomplete WASH packages) against the minimum standards, this contributed to the feeling that action isn’t able to cover the priority needs of affected people and only for a short period, to which primarily aroused the fact that package composition was not adjusted to the household characteristics. It shows, on the other hand, the agents’ ability to look at the exclusion area in a second phase of distribution represented a suitable response to that situation. Lower capacity of LNGOs field staff and local authorities in responding to the emergency influenced the partners to build capacities of local partners and link activities with beneficiary capacity-building. Finally generally speaking, developing countries operate with poor level of disaster preparedness and

provision directly to beneficiaries.

response mechanism. Most Cambodian administrative units have no contingency plan. Thus, any emergency response is built from scratch.

To sum up the aforementioned premises backed/ completed by the outcomes from earlier chapters of this unit, see the table below:

Table 2 – Overview of indentified Strengths and Weakness of the Action

STRENGTHS	WEAKNESSES
Items were distributed and more beneficiaries reached	Interventions were not always timely
Avoided overlapping through coordination	Some items (Orasel, rice seeds) were not distributed due to problems of supply
Liaison with provincial departments, CCDM, local authorities	Package composition was not adjusted to the HH characteristics
Targeting beneficiaries beyond the official statistics of ID poor 1 and 2	Capacities of local partners and experience in emergency
Followed accountability standards, including complaint mechanisms	Limited availability of data in the emergency phase
Able to look at the exclusion area in a second phase of distributions	The action do not cover all the needs of target affected people and only for a short period
Took advantage of the Consortium: sharing of experience and information, coordination of actions	Limited possibilities to link emergency with development outside regular target area
Continuing needs assessment by local partners	For some aspects, Consortium did not take advantage of itself: procurements
Linking activities with beneficiary capacity-building	
Linking emergency and development	
Building capacities of local partners	
Cover a large area through local partners	

Source: Chervier, Power-point presentation on the Consortium outcomes for ECHO, March 2012

Before I proceed to the main remarks and conclusions on the targeting system applied within the action and which has stood at the core of the thesis, I will outline

the lessons learnt identified on the basis of narrative and financial reports of each Consortium partner, collective briefings and information consolidation by the Coordinator³⁴:

Timeliness

- Mobilization of own emergency fund to advance the money for ECHO action implementation
- In order to avoid the lack of supply for key items, partners have to be quicker to source supplier, pool orders, share info/procurement groups, anticipate early recovery and not only rely on one supplier
- *Improve preparedness*: in particular, build capacities of relevant disaster management sub-national structures and systems

Efficiency of the action

- Link up with relevant stakeholders at the national (UN OCHA Dropbox, WFP) and sub-national level (government provincial departments and CCDM) to avoid overlapping
- *To prevent political influence*: go beyond official lists (e.g. ID poor category) / double-check. Having a good knowledge of the target area is an asset for local partners.
- Close linkage with local government departments such as PDRD, PHD in target provinces allowed having efficient technical/specialized services to support humanitarian activities.
- Strengthen the capacities of local partners to implement emergency actions
- *The implementation of health education campaigns is a good practice*: it helps to change behaviour and ensure a good use of distributed items.

³⁴ The first draft of Lessons Learnt overview had been worked out for the Sharing workshop organised by ECHO during its monitoring visit within the Consortium target area in March

Social acceptability

- *Accountability in the targeting and beneficiaries selection process*: clear and acceptable criteria - in particular, partners should not only follow the official ID poor programme, clear communication about the selection criteria and process at the village level, complaint and response mechanisms
- Food and early-recovery packages to be tailored according to HH characteristics (family size, livelihoods strategies)

Sustainability of the outcomes

- Capacity-building of direct beneficiaries (e.g. agricultural training, health education)
- Building links between beneficiaries and key external stakeholders
- Focusing on early-recovery activities with a longer-term effect
- Link between emergency and development, and embed the emergency action in longer-term involvement of local partners in the area

4.6 CONCLUSIONS ON TARGETING

“The level of targeting error under the *status quo* circumstances is difficult to measure”, indicated by Young and Maxwell in their case study on targeting in the complex emergency in Darfur which undoubtedly was in 2009 and unfortunately still is. In spite of entirely different circumstances in Darfur, of the ongoing military conflict worsened by drought cycles character, to in Cambodia where the natural disaster in the form of two-month long severe flooding based the pivotal reason for emergency response of all stakeholders, I agree with the aforementioned statement in the context of the Consortium action. *How to adequately evaluate the action under the wayward climatic conditions, the financial command of a donor and the specific*

and further extended and incorporated by the Consortium Coordinator in the Final report to be submitted ECHO in May 2012.

socio-economic structure? I will try but with a benign consideration of the outlined factors.

The character of the emergency, a natural disaster, determined the partners to give attention to directly affected areas. Hence, the location of the action (*where?*) was based on the geographic targeting. It further required a slight modification of target area resulted from the updated and more accurate data with a rise in the total number of direct beneficiaries.

The level of coordination between stakeholders was very poor in the emergency phase. As the water level was coming up and up, agencies dedicated more and more resources, despite their limited availability, to the national situation. Their scarcity was the very ongoing determinant to timely response (*when?*). Not only donor should be able to consider the critical junctures of the action but also the implementing agents. Due to the delayed grant from ECHO, the immediate response to vital needs, food and sanitation security, of affected population was mostly late.

The partly shift from emergency to development in terms of early-recovery livelihood activities is highly appreciated, though. Indeed, their character that was based on the intensive community participation in a preparation and implementation phase of the activities outstandingly impact on sustainability of the action. I rate the existing community involvement in partners' needs assessments, beneficiary selection and distribution processes very highly as well (*how?*).

The disappointing performance was laid at the door of the unadjusted package composition to household characteristics and the unexpected lack of some distribution items and its consequential impact – inadequate assistance (ration and duration) to the identified needs and temporary exclusion of some beneficiaries (*what?*).

The level of vulnerability of affected people played the key role in their eligibility for a major part of the action. The combination of national development programme on poverty, informal wealth ranking developed by some partners and balanced steering committees commonly consisted of local authorities, community members and representatives of local partners supervised by the Consortium agency assured minimal exclusion and inclusion targeting errors (*who?*). With

respect to a higher total number of direct beneficiaries and the wayward supply lack, calculation on leakage and undercoverage rates is irrelevant.

Lastly, the established post-distribution and -activity monitoring and complaint mechanisms enabled the partners to evaluate whether the action objectives have been achieved (*why?*):

Table 3 – The final outcomes of the Action

TO MEET IMMEDIATE FOOD, WASH AND LIVELIHOOD RESTORATION NEEDS OF EXTREME POOR AND VULNERABLE HOUSEHOLDS IN NINE FLOOD-AFFECTED PROVINCES IN CAMBODIA.		
<i>Target value</i>	<i>Final value</i>	<i>Comments</i>
13 799 households acutely affected by the floods are food secure for one month till they can restore lost livelihoods	19 387 households received food packages of at least 50kg of milled rice, 1kg of salt and 1l of cooking oil and	This was achieved through two rounds of distribution with the specific reasons and implications (<i>the details in the preceding paragraphs</i>)
20 113 households have access to clean water	26 515 households improved their access to clean water through receipt of WASH packages combined with Emergency Health Education Campaigns.	Longer-term access to safe water was further achieved by cleaning and rehabilitating a higher number of wells than planned (866 against 463), which are now fully operational.
8 996 households have received assistance to restore lost livelihood	8 595 households restored their lost livelihoods through 40kg rice seed packages and livelihood grants, in-cash and in-kind.	The number of beneficiaries for rice seeds is lower than expected (3 508 against 4 998). Although the budget allocated for livelihood grants increased and the number of beneficiaries for this activity is above the target (4 912 against 4 498), it does not fully

		compensate the lack of beneficiaries for rice seeds activity (the detailed description above)
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** The outcomes of the Table are backed by the figures consolidated by the Consortium Coordinator, Colas Chervier, from the Final report to be submitted to ECHO in May 2012.*

Source: Author

5. CONCLUSION

The aim of the thesis was to introduce the targeting process of international NGO Consortium during their emergency response to the 2011 floods in Cambodia. The preceding chapters hitherto have sought to fulfil this aim including the outline of main conclusions and recommendations. Hence, I would like to dedicate these final lines to an overall contemplation of my first direct experience with humanitarian aid including coping strategies within the work for People in Need.

To obtain this kind of working possibility meant a great deal of pleasure to me for two main reasons: direct experience with humanitarian aid and official job for People in Need. To be honest, this was sometimes hard work for a person who represents a newcomer in the sector. Nevertheless, it was a fantastic practice in my career path to a project manager within a non-governmental environment. This was also the second main reason why I have undertaken the thesis on this topic – to look back on this experience in a wider context and benefit from its conclusions in the next working years. Furthermore, I could take advantage of well-known international NGOs with their expertise and long-term sector experience to learn and become a member of their world.

Lastly, I wish Cambodia, especially its poor inhabitants, not to experience flooding of the latest degree minimally for the next ten years. However, I will be ready for help if acute flooding occurs again.

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Annex 1 – List of implementing partners

DCA IMPLEMENTING PARTNERS

- 1. Life With Dignity (LWF)**, #37, Street 592, Sangkat Boeung Kak II, Kang Toul Kork, Phnom Penh, Cambodia
- 2. Partnership for Development in Kampuchea (PADEK)**, #72, Street 360, Phnom Penh
- 3. Church World Service, Cambodia (CWS)**, #43, Street 112, Sangkat Phsa Depo 3, Khan Toul Kork, Phnom Penh

CONCERN IMPLEMENTING PARTNERS:

Pursat Province:

- 1. Support Organization for Rural Farmers (SORF):**
#294 Peal Ngek II Village, Phteah Prey Commune, Sampov Meas District, Pursat Province
- 2. Environment Protection and Development Organization (EPDO):**
Peal Neak1, Phteas Prey Commune, Sampov Meas District, Pursat Province
- 3. Ponleu Komar (PK):**
Group 3, Koh Svay Village, Tapang Chornng Commune, Bakan District, Pursat Province
- 4. Promvihea Thor (PVT):**
Peal Neak II Village, Phteah Prey Commune, Sampov Meas District, Pursat Province
- 5. Alliance Association for Rural Restoration (AARR):**
Peal Ngek 1 Village, Phteah Prey Commune, Sompov Meas District, Pursat Province

Siem Reap Province:

- 6. Human Resource And Rural Economic Development Organization (HURREDO):**

PO Box: 93157, GPO Siem Reap. #344, Wat Damnak village, Sala Kamreuk commune, Siem Reap district, Siem Reap Province

7. Neary Khmer (NK):

0156, Wat Svay village, Sala Kamroek commune, Siem Reap district, Siem Reap province

8. Rural Economic and Agriculture Development Agency (READA):

#0263, Chong Kaosou village, Slorkram commune, Siem Reap district, Siem Reap Province

9. Vulnerability and Illiteracy Reduction (VIR):

Group 6, #5568, Sala Kanseng village, Svay Dongkum commune, Siem Reap district, Siem Reap Province

ACTIONAID IMPLEMENTING PARTNERS:

1. Khmer Association for Development of Countryside (KAFDOC),

Group1, National Road 13, Oreusey Py village, Oreusey commune, Kratie district, Kratie

2. Cambodia Human Resource Development (CHRD)

#2, Group2, Kampog Svay village, Kampong Svay commune, Sereisorphorn district, Banteay Meanchey

3. Community Economic Development of Family Economic (CED)

Tropaing Pring Village, Kratie Commune, Kratie District, Kratie

4. Human Resource Development for Sustainable Community Organisation (HRDSCO)

Thoth Malou village, Robeab commune, Roveang district, Preah Vihear

5. SAMAKY (Solidarity)

Address: Trong village, Mien commune, Prey Chhor district, Kampong Cham

6. Banteay Srey

House # 36, street 480, Sangkat Psar Doeum Tkouv, Khan Chamkar Morn, Phnom Penh, Cambodia. PO, Box 728.

Annex 2

Province	BASELINE INFORMATION					FLOOD IMPACT (NCDM figures from 18 October 2011)													National roads (m) affected	Rural roads (m) affected	Bridges affected	Dams affected	River bank (m) collapsed	Livestock evacuated	Livestock killed			
	House-holds	People	Health centres	Primary schools	Rice planted 2011 (ha)	People killed	People injured	House-holds affected	House-holds displaced	Schools affected	Health centres affected	Rice crop affected (ha)	Rice crop destroyed (ha)															
Banteay Meanchey	145 639	696 355	52	570	232 720	11	1	13 008	9%	5 372	4%	95	17%	11	21%	28 781	12%	1 907	1%	31 560	200 120	n/a	2	n/a	n/a	n/a	n/a	
Battambang	212 294	1 048 408	75	701	286 207	8	n/a	7 111	3%	940	0%	56	8%	1	1%	63 702	22%	51 128	18%	43 450	241 185	5	n/a	n/a	n/a	n/a	n/a	
Kampong Cham	388 661	1 871 330	134	1 023	165 277	47	1	33 436	9%	6 085	2%	230	22%	36	27%	31 546	19%	23 007	14%	56 783	164 160	20	198 106	9 152	n/a	n/a	24	
Kampong Chhnang	104 022	492 693	34	342	111 477	18	0	7 413	7%	6 455	6%	53	15%	0	0%	11 353	10%	8 088	7%	48 780	28 033	n/a	n/a	n/a	625	n/a	n/a	
Kampong Speu	151 391	765 302	50	385	114 238	0	0	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0	0	0	0	0	0	0	0
Kampong Thorn	141 592	685 993	50	579	193 655	41	3	54 414	38%	3 567	3%	189	33%	13	26%	88 505	46%	36 193	19%	28 150	380 574	5	13 270	n/a	n/a	n/a	n/a	
Kampot	129 846	637 179	47	460	135 211	n/a	0	5 509	4%	767	1%	7	2%	0	0%	7 858	6%	286	0%	37 974	32 074	n/a	n/a	n/a	n/a	n/a	n/a	
Kandal	254 839	1 281 952	89	416	40 991	4	0	68 649	27%	2 112	1%	212	51%	7	8%	6 580	16%	5 342	13%	84 992	439 275	2	154 432	572	3 188	18	18	
Kep	7 404	36 738	4	30	3 280	0	0	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0	0	0	0	0	0	0	0
Koh Kong	24 310	123 219	13	107	9 284	0	0	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0	0	0	0	0	0	0	0
Kratie	65 586	326 630	22	295	30 835	19	5	15 601	24%	1 403	2%	102	35%	3	14%	8 866	29%	5 191	17%	29 505	117 000	40	14	2 065	12 062	n/a	n/a	
Mondul Kiri	12 567	57 666	6	77	22 031	0	0	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0	0	0	0	0	0	0	0
Otdar Meanchey	42 175	194 382	14	176	63 400	n/a	n/a	354	1%	n/a	n/a	n/a	n/a	0	0%	1 468	2%	352	1%	0	2 635	n/a	255	n/a	n/a	n/a	n/a	
Pailin	13 528	61 058	5	56	5 782	0	0	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	29 000	0	0	0	0	0	0	0	0
Phnom Penh	206 154	1 085 539	21	214	11 431	2	2	17 150	8%	3 017	1%	22	10%	3	14%	624	5%	549	5%	50 141	81	1	n/a	n/a	n/a	n/a	n/a	
Preah Sihanouk	39 337	192 207	10	112	14 055	0	0	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0	0	0	0	0	0	0	0
Preah Vihear	37 456	175 500	14	202	55 983	4	n/a	5 199	14%	665	2%	24	12%	0	0%	6 448	12%	2 653	5%	315 318	95 482	15	5	n/a	n/a	n/a	7	7
Prey Veng	246 773	1 134 184	90	707	272 792	52	5	40 615	16%	9 729	4%	174	25%	18	20%	75 841	28%	49 816	18%	70 767	722 000	n/a	54 492	n/a	n/a	53 092	2	2
Pursat	87 422	436 094	31	342	103 431	6	0	12 158	14%	1 180	1%	30	9%	0	0%	27 511	27%	15 335	15%	0	95 428	n/a	n/a	n/a	n/a	5 103	n/a	n/a
Ratanak Kiri	32 547	153 422	10	163	27 695	0	0	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	0	0	0	0	0	0	0	0	0
Siem Reap	171 100	920 123	61	495	179 710	24	1	23 198	14%	n/a	n/a	0	0%	0	0%	22 413	12%	16 390	9%	101 210	231 130	26	9 264	n/a	n/a	n/a	1 594	1 594
Stung Treng	21 928	109 826	10	150	26 267	n/a	0	3 005	14%	225	1%	n/a	n/a	0	0%	1 610	6%	851	3%	7 532	31 615	56	n/a	n/a	n/a	n/a	n/a	n/a
Svay Rieng	125 115	571 491	37	367	165 722	3	2	17 076	14%	4 160	3%	17	5%	0	0%	13 350	8%	9 920	6%	6 916	57 948	5	66 299	n/a	n/a	9 973	30	30
Takeo	191 133	964 471	71	625	194 955	8	0	7 869	4%	726	0%	46	7%	9	13%	9 230	5%	5 369	3%	4 020	98 141	2	13	n/a	381	381	n/a	n/a
Total	2 852 819	14 021 762	950	8 594	2 466 429	247	20	331 765	12%	46 403	2%	1 257	15%	101	11%	405 686	16%	232 377	9%	946 098	2 936 881	177	496 152	11 789	84 424	84 424	1 675	1 675


Sources: Ministry of Planning; Ministry of Land Management, Urban Planning and Construction; Ministry of Agriculture, Forestry and Fisheries; National Committee for Disaster Management
All figures are unofficial

Annex 3 – Exact location of the Action

Organisation	Province	District	Communes	Number of affected Households
ActionAid	Bantey Meanchey	O chrov	1	507
ActionAid	Kampong Cham	Prey Chor	1	252
ActionAid	Kratie	Chet Borie	3	189
ActionAid	Kratie	Sambo	3	142
ActionAid	Preah Vihear	Roveang	4	77
ActionAid	Siem Reap	Pouk	1	356
CESVI	Kampong Chhnang	Boribour	7	1,070
CESVI	Kampong Chhnang	Chul Kiri	5	1,413
CESVI	Kampong Chhnang	Kampong Chhnang	3	337
CESVI	Kampong Chhnang	Kampong Leng	7	1,795
Concern	Pursat	Bakan	4	2,095
Concern	Pursat	Kandieng	2	1,491
Concern	Pursat	Krakor	4	715
Concern	Siem Reap	Angkor Chum	1	131
Concern	Siem Reap	Angkor Thom	3	378
Concern	Siem Reap	Beantey Srey	2	386
Concern	Siem Reap	Chi Kreng	3	267
Concern	Siem Reap	Sotur Nikum	1	185
Concern	Siem Reap	Svay Leu	1	148
Concern	Siem Reap	Varin	2	372
DCA	Kampong Chhnang	Chul Kiri	4	715
DCA	Kampong Chhnang	Kampong Lieng	2	755
DCA	Bantey Meanchay	Monkol Borey	2	1,025
DCA	Battambang	Ek Phnom	5	300
DCA	Battambang	Moang Rusei	5	948
DCA	Battambang	Sangke	1	901
DCA	Battambang	Thmor Kol	2	566
DCA	Prey Veng	Kampong Trobek	4	1,317
PIN	Kampong Chhnang	Kampong Tralach	5	1,464
PIN	Kampong Chhnang	Rolea Phier	6	1,286
Total		31	87	21,583
Note: In Kampong Chhnang 1,470 beneficiary households were included in assessments by CESVI and DCA partner LWD. Thus the total beneficiaries is actually 20,113 households				


Source: Author

Annex 4 – Orasel KIT insert






What is Orasel KIT?

Orasel KIT[®] is for home treatment of mild diarrhea for young children. Caregivers should administer this combination immediately at the onset of diarrhea while also increasing the child's intake of food and recommended fluids.

2 sachets of new formula WHO recommended Orasel[®] to replace liquids lost during diarrhea.  &  10 dispersible zinc tablets for fast recovery and increased strength.

How do I use Orasel KIT?

Orasel[®] instructions:

- 
- 
- 
- 

Remember!



Less than 6 months



Remember to increase breastmilk frequently and feed longer while giving Orasel KIT[®].







6 months to 5 years




Remember to increase food and fluids frequently while giving Orasel KIT[®].

Zinc instructions:

- 
- 
- 

- 
- 
- 


- In case of vomiting within 30 minutes following the intake of the tablet, dissolve and administer another tablet.
- If child vomits repeatedly, stop giving Zinc for the day and start again the next day.
- Continue treatment of Zinc for consecutive 10 days, even after child has normal stools.
- The child has reduced risk of diarrhea for 2-3 months following 10 day Zinc treatment.



The danger of diarrhea is dehydration, especially for babies. Antibiotics do not treat dehydration.


What are danger signs to watch for?

- Seek medical attention immediately if child presents any of the following signs of severe diarrhea:
 - high fever
 - frequent vomiting
 - not able to drink or drink poorly
 - blood in the stool
 - restless, irritable
 - lethargy, loss of consciousness
 - thirsty, drink eagerly.




How can diarrhea be prevented?

- For infants under 6 months, exclusive breastfeeding (not even water) reduces risk of diarrhea.
- Dispose of feces safely and wash hands with soap after coming in contact with feces. Never defecate near sources of water used for drinking or bathing.
- Protect food from dust and flies by covering it after it has been cooked. Flies can transmit disease.
- Drink clean safe water: Obtain drinking water from the cleanest source. Let solids settle, then boil or treat water. Store clean water in a clean, covered container.
- Have your children wash their hands with soap prior to eating. Caregivers should wash hands with soap:
 - Before preparing food
 - Before eating
 - Before feeding a child.
 - After going to the toilet




How should children 6 months and older be fed in case of diarrhea?


- Continue feeding and increase fluids such as (green) coconut juice, bottled water or boiled water throughout diarrhea episode.
- Feed the child properly include prepared/cooked foods such as Bobor mixed with fish or chopped meats, the yellow part of egg, green leaf and yellow vegetable such as pumpkin and use cooking oil when cooking.





Compositions and Precautions:



Composition of Orasel: Each Sachet contains:
 Glucose anhydrous BP 13.5gm
 Sodium Chloride BP 2.6 gm
 Trisodium citrate dihydrate BP 2.9 gm
 Potassium chloride BP 1.5gm
Net wt.: 20.5g



Composition of Zinc: Each tablet contains 54.9 mg zinc sulphate equivalent to 20 mg elemental zinc. Excipients: Cellulose, starch, sweetener, vanilla flavor, silica, magnesium stearate.
Precaution: If zinc is given in connection with iron, it is recommended to give zinc a few hours before or after the iron for best results.

Annex 5 – People in Need Feedback and Response Mechanism applied through a phone line

In the course of the activities, PIN field staff explained the complaint mechanism and afterwards distributed paper cards in Khmer including all details to beneficiaries.

Information for the beneficiaries of well cleaning and repairing project


Organization PIN is helping people affected by floods in your village to clean and repair wells. Drinking clean water protects your health.

If you have any complaints or suggestions related to well cleaning and repairing assistance we encourage you to contact PIN's **COMMUNITY ASSISTANT**. He will record your message and ensure that you receive a response at the latest within 7 days.

COMMUNITY ASSISTANT

Call or text: 068 666 844

Every Monday to Friday
7:30am - 5:30pm



ព័ត៌មានសំរាប់អ្នកទទួលស្នូល ពីគំរោង
ថែទាំ និងជួសជុលអណ្តូង



អង្គការ ភីន គឺកំពុងជួយប្រជាពលរដ្ឋដែលរង
គ្រោះដោយទឹកជំនន់ នៅក្នុងភូមិរបស់អ្នក តាមរយៈការ
ថែទាំនិងជួសជុលអណ្តូង ។ ការទទួលទានទឹកស្អាតគឺការពារ
ដល់សុខភាពរបស់អ្នក។ ប្រសិនបើអ្នកមិនមានការពេញចិត្ត
ឬ មានយោបល់ណាមួយពាក់ព័ន្ធនឹងជំនួយសំរាប់ការថែទាំ
និងជួសជុលអណ្តូង ឯ យើងលើកទឹកចិត្តដល់អ្នកដើម្បីធ្វើការ
ទំនាក់ទំនងមក

ជំនួយការសហគមន៍ របស់អង្គការ ភីន ។ គាត់នឹងកត់ត្រានូវ
សាររបស់អ្នក ហើយធានាថា អ្នកនឹងទទួលបាននូវការឆ្លើយ
តប យ៉ាងលឿនរហ័សក្នុងរយៈពេល៧ ថ្ងៃ។

ជំនួយការសហគមន៍: 068 666 844
រៀងរាល់ថ្ងៃច័ន្ទ ដល់ សុក្រ 7:30 ព្រឹក - 5:30 ល្ងាច

Annex 6 – The IEC materials used by PIN and Cesvi in the course of Emergency hygiene promotion campaigns

PROMOTION MATERIAL ON HAND WASHING HYGIENE STANDARDS



សូមលាងដៃ
ឱ្យបានញឹកញាប់
ជាមួយសាប៊ូ
ឬទេរ៉ែ



ក្រោយពេលប៉ះពាល់
មាត់-ទា



(សំគាល់ : សូមកុំប៉ះពាល់មាត់-ទា
ប្រសិនបើមានការចាត់ទោ ជាពិសេស
សូមកុំអោយកុមារដាក់ក្បែរមាត់-ទា)

ក្រោយពេលក្អក ឬ កណ្តាស់



ក្រោយពេលបន្ទោរបង់



មុនពេលទទួលបានអាហារ



ដៃស្អាត = សុខភាពល្អ

ចំពោះព័ត៌មានបន្ថែម សូមទាក់ទង
 ▶ ក្រសួងកសិកម្ម រុក្ខាប្រមាញ់ និង នេសាទ : ០១២-៨៣៣-៧៩៥ ០១២-២១៤-៩៧០
 ▶ ក្រសួងសុខាភិបាល : ០១២-៤៨៨-៩៨១ ០១២-៨៣៦-៨៦៨



Source: MoH of Cambodia, 2011

Annex 7

ANNEX 4 : DETAILS of RESULT 3 ACTIVITIES

1. ACTUAL CASH GRANTS FOR EARLY-RECOVERY

Implementing Partner	Type of Assistance	Province District Commune	Number of Households	Amount per Household (USD)	Total Amount	Criteria for Amount Given	Targeting and selection of beneficiaries (stress on land access)	Type of condition	Modalities including type of transfer	Specific Control, Monitoring and Reporting Procedures
DCA-PADEK	Cash for Chicken <i>(conditional)</i>	Prey Veng Kampong Trabaek Ansong, Chrey, Kansom Ark, Thkov	412	25	10300	Flat rate – Suitable to purchase 1 coq and 3 hens to start a chicken breeding activity	<ul style="list-style-type: none"> • For the elders people who have not any cultivated land. • For people living with HIV. • Families without enough work force. 	<ul style="list-style-type: none"> • Attending training on Chicken raising provide by Padek and village vet. • Receive 50% of cash for purchasing. chicken • Received other 50% during the 3rd vaccine. 	Committee executes the two phases of cash disburse.	Integrate into Community Development Programme where staffs conduct regular monitor and support.

DCA-PADEK	Cash for Work	Prey Veng Kampong Trabaek Ansong, Chrey, Kansom Ark, Thkov	278	85	23687	Average - USD 1.80 per cubic meter. A target is negotiated with the beneficiaries according to the labor force available.	Beneficiaries are IDP I and II of whom has enough workforce to carry out the work. They have to be volunteer.	The payments were made into two installments by dividing into 50% for the first payment when the work done 50% and approved after field assessment jointly by the road repair committee and Padek staff. The other 50% will be paid when the work done and acceptable by the committee and Padek staff.	A series of meetings were organized with the listed beneficiaries on timeframe, methods of payment, size of the plot to be filled or dug and condition of child labour before. Activities were initiated and officially launched during February. The actual field implementation of cash for work (digging of soil) is 30 days, stating from March to April. Direct cash transfer from Padek staff to the beneficiary based on the agreed list with the volume of soil dug measured by the committee and Padek Staff.	Field assessment jointly by the road repair committee and Padek staff to assess the progress of the work.
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CONCERN- VIR, HURREDO, NK, READA	Conditional cash transfers for early recovery (<i>direct transfer</i>)	Siem Reap, 7 districts, 13 communes, 49 villages	675	45	30375	Flat rate - estimated amount for each HH to be enable starting small business/ livelihood activity	\	The individual HH business plan (how they commit to spend the money) is approved by LNGO. Beneficiaries have to stick to their business plans and if they do not, the penalty is that they will have to repay the grants to the group. Individual HH business plan agreed	Concern provided grant through implementing partners, partners worked with SHG/VA to deliver cash directly to selected HHs	1 week after cash distribution, all HHs are monitored by staff of LNGOs to ensure cash is being used based on business plan
CONCERN - SORF, EPDO, PK, AARR, PVT	Conditional cash transfers for early recovery (<i>transfer by MFI</i>)	Pursat, 3 districts, 11 communes, 40 villages	1974	45	88830			Concern signed an agreement with MFI (AMK) and transferred grant to AMK to arrange cash distribution directly to all selected HHs. Service charge 1.5 USD/HH was paid to AMK by Concern.		
Total			3339		153191.7					

2. ACTUAL IN-KIND DISTRIBUTIONS FOR EARLY-RECOVERY

	Implementing Partner	Type of Assistance	Number of Households	Average unit price / HH (USD)
<i>Rice seeds</i>	DCA-LWD	40Kg of short-term variety of rice seeds (IR504) for DRY season planting	382	25.5
	DCA-CWS	40Kg of short-term variety of rice seeds (IR504) for EARLY-WET season planting	1264	25.5
	DCA-PADEK	40Kg of short-term variety of rice seeds (IR66) for EARLY-WET season planting	800	26.0
	AAC-SAMAKY	40Kg of short-term variety of rice seeds (IR85) for DRY season planting	129	24.8
	AAC-SAMAKY, CHR, HRDSCO	40Kg of short-term variety of rice seeds (Phkar Romduol) for EARLY-WET season planting	500	29.3
	CONCERN's partners	40Kg of short-term variety of rice seeds (IR504) for DRY season planting	433	26.2
<i>In-kind Livelihood grants</i>	DCA-PADEK	Vegetables seeds (Morning Glory, Long Bean, Egg plant, Tomato, Cucumber, Petsai long) for DRY season planting	326	0.0
	AAC- KAFDOC, CHR, BS, HSDCSO	Poultry breeding items	450	29.3
	AAC- SAMAKY, BS	Necessary items to start a small business (grocery store selling staple commodities)	28	32.8
	AAC- SAMAKY, CHR	Vegetable seeds / Tools	124	32.8
	AAC- KAFDOC, CHR, SAMAKY, BS	Fishing Gears	138	32.8
	AAC- CHR	Fishing Gears, Vegetable seeds, and Poultry items	507	32.8
		Total / Average (USD)	5081	26.5

Annex 8

Assessment concerning the use of Safe Water and Orasel distributed by CESVI and PIN

The aim of the assessment is to find out:

- 1) Whether people who received from Cesvi/ PIN 'Safe Water' and 'Orasel' are using this support
- 2) Whether people are using this support in the correct way
- 3) What can be done to improve the quality of assistance provided by Cesvi/ PIN



Questions concerning the use of Safe Water

- 1) Does your family use Safe Water provided by Cesvi/ PIN for disinfection of water?
- 2) If you don't use it, can you explain why?
- 3) If you use it, how often do you use Safe Water? (choose one of the following options – tick the box)
 - I use it every day for disinfection of all drinking and cooking water
 - I use it every day for disinfection of all drinking water
 - I use it only sometimes for disinfection of some drinking and cooking water
 - I use it only sometimes for disinfection of some drinking water
- 4) In your opinion, why is disinfection of water from the river important?
- 5) In how many liters of water do you put one Safe Water tablet?
- 6) Do you need some more information about how to use Safe Water? If yes, what information?

Questions concerning the use of Orasel

- 1) Do you know about how to use Orasel provided last week by Cesvi/ PIN?
- 2) If you know, can you please explain when and how should you use Orasel?
- 3) If you don't know, can you please explain what information do you need to know?

Annex 9

MONITORING FORM ON WELL REHABILITATION IN THE KAMPONG CHHNANG PROVINCE



NAME OF SUPERVISOR:	
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PART I: GENERAL INFORMATION

Well ID (<i>name of well owner</i>):	Site Name:	Number of well users/ <i>households</i> :
Type of well (<i>details if available</i> – Afredev, MII, MIII etc.):		
<input type="checkbox"/> Borehole well (drill well) <input type="checkbox"/> Hand-dug well (ring well)		
Main purpose of well:		
<input type="checkbox"/> source of drinking water <input type="checkbox"/> source of water for daily activities (cooking, washing etc.)		
<input type="checkbox"/> irrigation for agricultural activities		

PART II: WELL REHABILITATION PROCESS

Date of well rehabilitation:	Extent of well damage (<i>add details</i>):
	<input type="checkbox"/> turbid water <input type="checkbox"/> structural damage
Extent of rehabilitation:	
<input type="checkbox"/> cleaning and disinfecting a well <input type="checkbox"/> exchange of minor spare parts	
<input type="checkbox"/> extensive rehabilitation (exchange of connecting rod etc.)	
Did rehabilitation team provide training on well maintenance to the users?	
<input type="checkbox"/> YES <input type="checkbox"/> NO, then WHY?	

PART III: POST-REHABILITATION PROCESS

Was the well rehabilitated according to the relevant technical steps?
<input type="checkbox"/> YES <input type="checkbox"/> NO, then WHY?
Was the water tested of residual level of chlorine after disinfecting?
<input type="checkbox"/> YES, then HOW? <input type="checkbox"/> NO, then WHY?
Does the well produce water of good quality after the cleaning and disinfecting process?
<input type="checkbox"/> YES <input type="checkbox"/> NO, then WHY?
Is the well fully working after the rehabilitation process?
<input type="checkbox"/> YES <input type="checkbox"/> NO, then WHY?

Annex 10 – Project-related photos



Flood-affected area



Emergency Health Campaign



Distribution of rice