

EVALUATION REPORT*THE KHMER EXPERT PROGRAMMEReturn and Reintegration of
Qualified Cambodian Experts

PROJECT TITLE: THE KHMER EXPERT PROGRAMME

GEOGRAPHICAL COVERAGE: CAMBODIA

STARTING DATE:

** ORIGINALLY PLANNED MAY 1992

ACTUAL OCTOBER 1992

DURATION: 24 MONTHS

IMPLEMENTING AGENCY: INTERNATIONAL ORGANIZATION
FOR MIGRATION

- * THE REPORT IS THE RESULT OF AN ONGOING EVALUATION WHICH COULD BE DESCRIBED, AS AN ANALYSIS, IN THE COURSE OF THE IMPLEMENTATION OF A PROJECT, OF ITS CONTINUING RELEVANCE AND CURRENT PROSPECTIVE RESULTS, EFFECTIVENESS, EFFICIENCY AND LIKELY IMPACT. ONGOING EVALUATIONS SHOULD PROVIDE DECISION-MAKERS WITH INFORMATION REQUIRED FOR ANY NEEDED ADJUSTMENT OF OBJECTIVES, POLICIES, IMPLEMENTATION STRATEGIES, OR OTHER ELEMENTS OF THE PROJECT, AS WELL AS FOR FUTURE PLANNING.
- ** THE CURRENT PROJECT INTEGRATED THE PILOT PROJECT FOR THE "PLACEMENT OF CAMBODIAN EXPERTS IN THAILAND AND CAMBODIA".

TABLE OF CONTENTS

	<u>Page</u>
I. THE PROJECT	1
1. CONCEPT	1
2. TARGET GROUP	1
3. OBJECTIVES	1
3.1. Development objective	1
3.2. Immediate objective	1
4. OUTPUTS	2
5. ACTIVITIES	2
5.1. Job openings	2
5.2. Pre-selection	2
5.3. Selection and return	2
6. DONOR'S CONTRIBUTION FOR DIRECT SUPPORT	3
7. DONOR'S SUPPORT FOR PROGRAMME INFRASTRUCTURE	4
8. TOTAL BUDGET	4
II. EVALUATION	5
1. METHODOLOGY	5
III. EVALUATION RESULTS	5
1. BUDGET AVAILABLE FOR PROGRAMMING	5
2. ASSESSMENT OF EXPENDITURES	6
2.1. Assessment of expenditures in relation to programme	7
2.2. Project forecast	10
3. ASSESSMENT OF OUTPUTS	12
3.1. Occupation of the KEP experts	12
3.2. Employers	13
3.3. Countries of recruitment	14

TABLE OF CONTENTS (cont)

	<u>Page</u>
4. ACHIEVEMENT OBJECTIVES	14
5. EFFICIENCY/EFFECTIVENESS	16
5.1. Efficiency	16
5.2. Effectiveness	17
6. CONCLUSIONS	19
7. ADDITIONAL RECOMMENDATIONS	20
7.1. Guidelines on property or equipment	20
7.2. Inclusion of non-KEP candidates	20
7.3. Charging the private sector with a special fee for highly qualified experts employed through the project	21

I. THE PROJECT

1. Concept

The project was initially designed as a pilot scheme, with the objective being to identify and place expatriate Cambodian experts in programmes which would help prepare for the repatriation of Cambodians from Thailand.

Consequently, the pilot project was revised to meet the critical need for qualified Cambodians in rehabilitation and reconstruction efforts by developing further IOM's placement mechanisms in Cambodia. The revised project aims at identifying the best qualified expatriate Cambodians who are ready to return and work in their home country and to place them in those positions where they are urgently required.

The project being evaluated had the following target group:

2. Target group

Highly qualified Cambodians resident in industrialized countries.

3. Objectives

The objectives of the project were conceived as follows:

3.1. Development objective

The programme will strengthen the rehabilitation and development process in Cambodia by cost effectively involving expatriate Cambodians.

3.2. Immediate objectives

The programme aims at a mid- to long-term reintegration of qualified Cambodians from industrialized countries into rehabilitation and reconstruction projects for the development of Cambodia.

4. Outputs

Through the implementation of the project, 100 expatriate Cambodians should be placed in positions with international organizations and with governmental and non-governmental organizations linked to rehabilitation efforts in Cambodia.

5. Activities

In order to meet the project objective, the following activities were considered necessary by the project designers:

5.1. Job openings

The programme should identify specific job opportunities in Cambodia with international, governmental and non-governmental organizations.

5.2. Pre-selection

Pre-selection of suitable candidates should be made by comparing specific job requirements against educational and professional background of individuals filed in the IOM data bank of highly qualified expatriate Cambodians.

5.3. Selection and return

Completed dossiers should be presented to the employer for a final decision. If necessary, further information should be submitted and interviews conducted. An accepted applicant should conclude an integration agreement with IOM which specifies the granted programme assistance.

In order to carry out project activities, the project provided the inputs which are described under donor's contribution for direct support (paragraph 6) and programme infrastructure (paragraph 7).

6. Donor's contribution for direct support

i. Travel costs

The programme should cover the costs of international travel for the expert and three dependents from the country of residence to Cambodia. It was assumed that on short-term assignments (six months to one year) experts will travel alone. The average costs per case were expected to be US \$ 3,500.

ii. Luggage allowance

An average rate of US\$ 800 per case was foreseen to cover excess luggage allowance and/or subsidy for the transfer of personal effects.

iii. Installation assistance

To cover initial expenditures after return to Cambodia, the programme offered reinstallation assistance of an average of US \$ 1,000. It was expected that in most cases of short term assignment (six months to one year) no, or only partial, installation assistance would be granted, but a higher amount may be needed in the case of permanent return of an entire family unit.

iv. Salary subsidy or family allowance

An expert should be eligible for a limited salary subsidy (for himself) or a family allowance (payable to his dependents if remaining in their country of residence). This allowance aimed at bridging initially the considerable loss in income after a return to Cambodia. It should be paid over a maximum duration of one year. The amount should largely depend on the basic salary the expert would receive. Average costs per case should not exceed US \$ 500 per month.

v. Professional equipment allowance

The programme should reimburse costs for the purchase of necessary equipment, tools or professional literature to a maximum of US \$ 1,000.

It was expected that this allowance would be needed particularly in cases of employment with ill-equipped Cambodian governmental and non-governmental entities.

vi. Medical claims and accident insurance

Medical claims should be reimbursed for one year up to a maximum of US \$ 300. The programme should also cover the costs for an accident insurance premium for one year for the expert. Total average costs for this item would be US \$ 450.

vii. Miscellaneous

To cover unforeseeable expenditures related to a return to Cambodia, the programme provides an average of US \$ 50 per case. This assistance is available to cover costs for medical examinations, exceptional fees for visas and other documents.

<u>Total average costs per case:</u>	US \$	12,800
TOTAL COSTS (100 cases):	US \$	1,280,000

7. Donor's support for programme infrastructure

Cambodia:	US \$	218,000
Countries of recruitment	US \$	93,000
		<hr/>
	US \$	321,000

An overhead of 6.5% of total costs (coordination, administration and monitoring)	US \$	104,000
---	-------	---------

TOTAL	US \$	425,000
-------	-------	---------

8. TOTAL BUDGET: US \$ 1,705,000

=====

II. EVALUATION

1. Methodology

An internal evaluation has been carried out with the following methodology:

- a. Assessment of available income;
- b. Assessment of the rate of expenditures;
- c. Assessment of output;
- d. Achievement of objectives;
- e. Efficiency/effectiveness; and
- f. Analysis of individual cases selected at random.

In order to carry out the evaluation, a group of 17 KEP returnees (37.7%) were selected at random and their files analyzed.* The budget was assessed within an input/output ratio concept.

III. EVALUATION RESULTS

1. Budget available for programming

The project was initially budgeted at US\$ 1,705,000 of which IOM received US\$ 1,066,237 from the following donors:

	<u>US\$</u>
Government of Japan (I)	366,893
Government of Japan (II)	500,000
Government of Denmark	158,944
Government of Italy	40,400

TOTAL INCOME	1,066,237

* KEP 001, 005, 008, 009, 010, 011, 019, 021, 103, 110, 115, 116, 118, 121, 125.

Methodology: Simple Random Sampling, the Rand Corporation

US\$ 1,066,237 represents 62.5% of the total amount required to fully implement a project aiming initially to assist 100 Cambodian expatriate nationals and to cover administrative support.

Since only 62.5% of funds required for the project have been secured, it may be considered that IOM could assist some 63 KEP experts. With the same average of assistance, the support given to 63 returnees would amount to US\$ 800,000. By using a pro-rate calculation, the total administrative support to the programme's infrastructure should be reduced to:

	<u>US\$</u>
Cambodia	136,250
Countries of recruitment	58,125
	<hr/>
TOTAL	194,375 (US\$ 200,000)

The total available budget for planning purposes could then be calculated as follows:

	<u>US\$</u>
Direct support	800,000
Programme infrastructure	200,000
	<hr/>
	1,000,000
Overhead 6.5%	65,000
	<hr/>
TOTAL	1,065,000

2. Assessment of expenditures

From information already available, the expenditures have been so far calculated:

	Direct support	Programme support	Overhead at 6.5%	Total
1991-1992	210,346	62,422	17,729	290,497
1/1-30/4 1993	72,910	45,104	7,670	125,684
TOTAL	283,256	107,526	25,399	416,181

By comparing the rate of expenditures with available resources, the following percentages may indicate how to programme resources as of 1 May 1993:

	Available income US\$	Expenditures US\$	Expenditures % of income	Balance for programme US\$
Direct support	800,000	283,256	35.4	516,000
Programme support	200,000	107,526	53.8	92,000
Overheads	65,000	25,399	39.1	40,000
TOTAL	1,065,000	416,181	39.1	648,000

2.1 Assessment of expenditures in relation to programme

Total direct support (45 cases approved until 26 August 1993)

US\$ 299,531 have so far been committed for 45 cases. (Copy of the expenditures per case is attached). Accordingly, the average assistance could be calculated at US\$ 6,656. This average could be considered as being far below the estimated average of US\$ 12,800. It could therefore be concluded in principle that the KEP programme has been proved efficient, as far as recruitment and placement is concerned. At this rate IOM could assist until the end of the project some additional 75 KEP experts, bringing the total number of assisted experts to 120.

However, from further analysis of the rate of expenditure, taking into consideration current trends* in providing higher salary supplements to KEP experts, it could appear that IOM will have to reduce the numbers of assisted KEP experts to be assisted in future.

It should be realized that among the 45 approved cases, 18 (40%) did not receive any support other than travel assistance. These KEP experts received an average assistance of US\$ 1,711. It should be noted that assistance provided ranges between US\$ 1,711 (average 18 cases) to US\$ 27,510.

A further analysis of the assistance provided could show how the averages change depending on the type of assisted KEP experts.

Travel costs

The average travel cost (for 45 cases) amounts to US\$ 1,696 each, which is far below the calculated average of US\$ 3,500. If the average is calculated only among those who received travel assistance (41 cases), the average increases to US\$ 1,862.

Salary subsidy or family allowance

US\$ 203,460 have been committed. The average of this figure could lead to the conclusion that US\$ 4,521 are spent per case, which is lower than the average of US\$ 500 x 12 = US\$ 6,000. However, a further analysis of the KEP experts who receive this type of assistance (24 cases = 53%) leads to the conclusion that the average is much higher and would amount to US\$ 8,478 per case. This average is higher than the average conceived in the project document (US\$ 6,000).

Although in the project document it is stipulated that salary subsidies or family allowances should be paid over 12 months at an average of US\$ 500 per month, there are 10 KEP experts who are receiving assistance ranging from US\$ 8,400 to US\$ 24,000 (the first case received US\$ 24,000 for salary supplement for a period of two years although the project stipulated that

* Several Chiefs of Mission are requesting salary supplements of US\$ 2,000 per month or even higher.

assistance should be provided over a maximum of one year). Among the assisted KEP experts entitled to salary subsidy/family allowance, 7 received less than US\$ 6,000, 5 received US\$ 6,000 and 10 received more than US\$ 6,000.

Medical and accident insurance

US\$ 4,090 have been approved (average US\$ 90 per case). 12 KEP experts received medical insurance at an average of US\$ 273, which is below the planned figures (US\$ 450).

Installation assistance

US\$ 6,300 have so far been approved (average US\$ 151). If an average were calculated among those KEP experts (5) who benefited from this type of assistance, the average would amount to US\$ 486 which is lower than the estimated average of US\$ 1,000.

Professional equipment

10 KEP experts received assistance for the purchase of equipment at an average of US\$ 370 per case (total average: US\$ 82). Planned average per case: US\$ 1,000.

Luggage allowance

11 KEP experts received a luggage allowance at an average of US\$ 450. Planned average per case: US\$ 800.

Miscellaneous

3 KEP experts received miscellaneous assistance at an average of US\$ 67. Planned average per case US\$ 50.

From the above it could be concluded that although the averages are within the limits established under the average planned expenditures, the item "salary subsidy or family allowance" is only within the limits because a large percentage of KEP experts did not benefit from this item at all (18 experts = 40%).

2.2 Project forecast

In order to plan for a number of KEP experts to be assisted in future within available resources, the average US\$ 6,656 will be used. All assistance items will be calculated on a fixed cost basis (using the average assistance provided) with the exception of the item "salary subsidy or family allowance" which will be variable.

Accordingly, with the above assumption the fixed assistance is calculated as follows:

	<u>US\$</u>
Travel costs	1,900
Luggage allowance	450
Installation assistance	500
Medical insurance	300
Professional equipment	400
Miscellaneous	50
TOTAL	<u>3,600</u>

If in future US\$ 3,600 will be needed for each KEP expert (standardization of the type of assistance following elections, and the fact that interpreters will no longer be needed for Cambodia) we could try to calculate how many KEP experts could be assisted by providing a salary range of between US\$ 500 to US\$ 2,000 per month (of the year). There are US\$ 500,000 available for planning purposes (US\$ 16,000 have already been committed for 1/04/93 to 26/08/93).

Rates of salary subsidy	500	1,000	1,500	2,000
Fixed cost	3,600	3,600	3,600	3,600
Salary subsidy (1 year)	6,000	12,000	18,000	24,000
	<u>9,600</u>	<u>15,600</u>	<u>21,600</u>	<u>27,600</u>
Maximum number of experts under each category	54	33	23	18

In order to plan a more flexible configuration, it could be envisaged that the programme instead support, for example, 32 experts with one year contracts as follows:

Salary rates US\$	Nos. of KEP experts 1 year	US\$
500	14	134,400
1000	8	124,000
1500	6	129,600
2000	4	110,400
TOTAL	32	498,400

If six months contracts were also envisaged, the average expenditures for planning purposes would be calculated as follows:

Rates of salary subsidy	500	1,000	1,500	2,000
Fixed costs	3,600	3,600	3,600	3,600
Salary subsidies (6 mths)	3,000	6,000	9,000	12,000
	6,600	9,600	12,600	15,600

Accordingly, for planning purposes, a new configuration of 40 additional experts could be envisaged by providing 6 month and 1 year contracts as follows:

Salary subsidies	6 months contracts	1 year contracts	Nos.	US\$
500	8	8	16	129,600
1,000	6	4	10	120,000
1,500	5	3	8	127,000
2,000	4	2	6	117,000
TOTAL	23	17	40	493,600

It should be noted that if salary subsidies of only US\$ 1,500 and US\$ 2,000 were provided as the result of recent trends to cover costs of highly qualified personnel who request high salary subsidies, the number of experts would decrease substantially to 28 as follows:

Salary subsidies	6 month contracts	1 year contracts	Nos.	US\$
1,500	9	6	15	243,000
2,000	9	4	13	250,800
TOTAL	18	10	28	493,800

The provision only of salary subsidies varying from US\$ 1,500 to US\$ 2,000 will lead to a decrease in project efficiency.

3. Assessment of outputs

3.1 Occupation of the KEP experts

Among the 45 Cambodian expatriate nationals who have been assisted within the framework of the project, 17 are interpreters recruited by OSB (38.6%) and 3 are administrators (6.8%). The remaining occupations are:

archeologist, nurse, 2 language teachers, computer specialist, meteorologist, 2 computer trainers, system manager, development specialist, project coordinator, small business trainer, x-ray technician, UNHCR programme assistant, translator, civil engineer, legal assistant, professor, administrative assistant, computer specialist, security officer, accountant, education advisor and lecturer.

3.2 Employers

52% of KEP experts who have been assisted have been concentrated in the two main groups of employers.

<u>Nos.</u>	<u>Employers</u>
17	OSB (Australian Overseas Service Bureau)*
6	UNV
-----	-----
23	

The remaining 21 KEP experts have been placed in different sectors, e.g. UN agencies, NGOs, hospitals, universities and private agencies/companies. One KEP expert did not travel.

The 17 KEP experts who were assigned to OSB were recruited in Australia.

3.3 Countries of recruitment

23 KEP experts were recruited in Australia (52.3%), 13 in USA (29.6%) and 5 in France (11.4%). The remaining KEP experts were recruited in UK, Germany and Canada.

* The KEP experts recruited by OSB received only travel assistance as a result of the agreement signed by UNHCR, OSB and IOM. The agreement covered the recruitment/placement of interpreters and radio operators. OSB received funds from the Australian International Development Assistance Bureau to cover costs related to the recruitment of personnel to UNHCR. The interpreters/operators were identified through the IOM survey (IOM data bank).

3.3 Countries of recruitment

23 KEP experts were recruited in Australia (52.3%), 13 in USA (29.6%) and 5 in France (11.4%). The remaining KEP experts were recruited in UK, Germany and Canada.

4. Achievement objectives

Within the project framework 44 KEP experts received assistance in their travel/job, identification/placement in areas which could be considered important for the rehabilitation and reconstruction projects for the development of Cambodia. From information available (no survey has been carried out yet in Cambodia by the Division of Evaluation), it seems that all KEP experts were placed, as planned, in positions with international organizations, governmental and non-governmental organizations linked to rehabilitation efforts in Cambodia. Accordingly, the objectives of the project are being met.

An analysis of the experts' files, selected at random, shows that there are two major groups of KEP experts. The experts who were recruited by OSB, interpreters and radio operators, have rather small yet straightforward files which show that, besides travel assistance, IOM has done practically nothing in the field of placement and provision of assistance. The other experts' files are very well documented and are composed of detailed CVs and information on job requirements, assistance required, job offers, etc.

The OSB employees have normally all the same type of background, skills and professional experience. The other group, however, is composed of different types of experts (with varied educational backgrounds, professional experience and requirements) who require subsidies and assistance adapted to their needs.

From the analysis of assistance provided, it would appear that there is a need to establish criteria on the types and volume of assistance to be provided within the framework of the project.

It seems that assistance is requested and provided on an ad hoc basis and is determined by the field mission which processes the experts' files.* For example, a security manager (KEP 110) with practically no educational background employed in a hotel, received almost the same assistance (US\$ 3,000) as the accountant/administrative assistant (KEP 116) working in a bank (US\$ 3,600). Moreover, the KEP expert with virtually the same background as the above-mentioned administrative assistant received US\$ 21,800 because he was working in the IOM office (KEP 103). The three experts who received very high assistance rates, although excellent candidates, are receiving/received salary supplements which could be considered too high in comparison to the salary subsidies paid to other experts.

Another administrative assistant (KEP 123), although in possession of a University Degree, received only US\$ 8,660. A local secretary (KEP 007), wife of a UNV expert assisted under the project, received the same amount of assistance as her husband although the professional experience of the candidates and their job requirements were different.

The analysis of experts' files and the volume of assistance provided could lead to the conclusion that there is an urgent need to establish criteria for the approval of salary subsidies.

* Recently a telex arrived from a field mission requesting the following assistance for a KEP expert:

1. Salary supplement US\$ 2,200 per month (US\$ 1,000 for himself in Cambodia and US\$ 1,200 for his family in France).
2. Air travel FRA-PNH-FRA.
3. Medical insurance.
4. Installation allowance.
5. Equipment grant.
6. Luggage allowance.

Request was documented as follows:

"We confirm Mr. has been very helpful in assisting our office in establishing KEP roster in 1991-1992 and approve his request. Items 4,5 and 6 are left to HQs' discretion along with the evaluated outcome." First of all the field mission should not have approved the request or part of it as the project is managed at HQs. Secondly, it could be considered completely unacceptable that the field mission sees the role of HQs as being limited to the approval of items 4,5 and 6.

Moreover, it could be considered that the project management delayed too long in preparing/revising guidelines on the types of assistance to be provided. It should have been realized that several experts requested assistance which was not in accordance with criteria submitted to the donor. When approving the first case and the high costs required the project management realized and emphasized that:

"Since Mr. Tranet is the first candidate we risk making a precedent for future cases especially in view of the time factors used by the candidate to put pressure on IOM" (Mr. Lorenz's memo of 20 September 1991).

It should also not be forgotten that when revising substantial project assistance, the donor should normally approve such measures as they will then modify criteria, impact and effectiveness of the project.

The approval of assistance for retroactive cases also seems to require clear guidelines as the field mission seems to have a different view on the subject.

5. Efficiency/effectiveness

Through assessment of the results of the project, the relationship between efficiency/effectiveness could be considered.

5.1 Efficiency

The number of assisted KEP cases shows that activities related to recruitment/placement have been implemented efficiently. Assistance has been allocated to 45 cases at an average of US\$ 6,656 per case, which is far below the estimated average of US\$ 12,800. At this rate, IOM could assist some additional 75 KEP experts, bringing the total number of assisted experts to 120 using only 62.5% of the planned budget.

However, it has to be taken into consideration that the level of assistance is influenced by the fact that 40% of the KEP experts have received travel assistance only. Therefore, the group of assisted KEP experts has not received uniform assistance. From the list of professions/occupations it is

clear that the KEP experts fall into different categories (ranging from high- to low-skilled). Assessment of the files shows that assistance is not provided according to precise criteria and guidelines.

Chiefs of Mission are currently requesting the payment of salary supplements of up to US\$ 2,000 per month.

Given the need to standardize assistance, and considering that interpreters (experts who received travel assistance only) are no longer required, a new type of KEP experts could be envisaged for the future.

With monthly salary subsidies ranging from US\$ 500 to US\$ 2,000, some 23 experts could be assisted by giving them six month contracts and another 17 by giving them one year contracts. Therefore, instead of 75 additional KEP experts, IOM could assist some 40 experts within the available resources.

In addition, 40 experts will be assisted throughout the course of the project with the total number of assisted experts since project initiation being 85.

The number of experts assisted within the existing framework could show that the project is being run efficiently by IOM (63 experts could receive assistance at an average of US\$ 12,800). As the average amount of assistance paid to 40 experts would amount to US\$ 12,340 each (planned average US\$ 12,800), the total average of the project direct assistance would increase from US\$ 6,656 to US\$ 9,330. This figure could confirm that the project will still be implemented with a good degree of efficiency.

If, instead of 40 additional experts, IOM were to process only 28 by providing higher monthly salary subsidies ranging from US\$ 1,500 to US\$ 2,000 (at an average of US\$ 17,636 per case), then the total average would increase to US\$ 10,868. IOM would thereby assist 73 KEP experts, a greater number than the 63 planned within the limits of the resources available for programming. Efficiency would still be guaranteed.

5.2 Effectiveness

As concerns effectiveness, the project implementation seems to require an increased degree of management control.

In accordance with the budget submitted to donors, the percentage of programme support and overheads amounted to 25% of the total costs.

If the same rate were to be applied to the available funding of US\$ 1,065,000, IOM would have to operate the project with US\$ 800,000 allocated to direct support, US\$ 200,000 allocated to programme support and US\$ 65,000 allocated to overheads (6.5%).

The current expenditure trend up to 30 April 1993 shows that IOM is operating at a higher rate, namely 32%, which could be considered a substantial increase, as follows:

Programme support (US\$ 107,526) + Overheads (US\$ 25,399) =
US\$ 132,925 = 32% of the total US\$ 416,181.

When calculating the balance for programme support, it could be concluded that if US\$ 200,000 are available for planning purposes and since US\$ 107,526 have already been spent, the balance for planning should amount to US\$ 92,474.

At the present rate of monthly expenditure US\$ 11,276 (based upon the expenditure for the period 1 January 1993 - 30 April 1993 = US\$ 45,104), IOM could operate the programme until the end of 1993. It appears, however, that the monthly rate has recently increased and it should be taken into consideration that all transfer costs and salary of the Chief of Mission will be charged to the project. Accordingly, it could happen that IOM will exhaust the funds available for programme support before the end of the current year.

Therefore, in order to place an additional 40 experts by the end of October 1994, IOM will have to receive additional funding for programme support. If, instead of 40 experts, IOM were to receive approval to substantially increase the monthly salary subsidies from US\$ 500 to US\$ 1,500 - US\$ 2,000 and also to process only 28 cases, then efficiency may decrease but effectiveness and impact may increase (particularly if IOM will only assist highly qualified returnees) because IOM would need less time to complete the project. However, if funding available for direct assistance (which was supposed to be paid to KEP experts) will have to be transferred to cover costs related to programme support, the effectiveness of IOM may be questioned by the donors.

In any case, the fact that IOM will have exhausted the planned funding for programme support without being able to place 40 experts at a rate of US\$ 12,340, or 28 experts at a rate of US\$ 17,636, will have a negative influence on the effectiveness of the project.

Moreover, the effectiveness of the project may be questioned by the donor if they realized that 18 experts did not receive any assistance besides travel support. If assistance provided is a reflection of work carried out under the project, it could be considered that the arrangement of travel (provision of tickets) is less intensive than other types of assistance, such as placement in jobs.

It should not be forgotten that the above mentioned 18 experts received on average assistance 16 times less than the expert who received the highest assistance, 12 times less than the expert who received the second highest assistance and 10 times less than the experts who received the third and fourth highest assistance.

6. Conclusions

6.1 From the assessment of the project files (experts and management) and available correspondence on the subject, it could be concluded that the project is being implemented with a high degree of efficiency and impact. The objectives of the project are being met.

6.2 As concerns effectiveness, it could be concluded that management control should be strengthened. Funding will, in any case, be required to continue operations since programme support will be exhausted before or by the end of December 1993. The effectiveness of the project may be questioned and fund-raising seems to be required for programme support.

6.3 There is a need to standardize assistance and provide clear guidelines on project implementation, particularly in the field of placement and payment of subsidies.

6.4 HQ should have clear control over assistance to be provided. The field

missions should operate under the guidance of HQ. Experts should receive assistance in accordance with work experience, seniority, type of task and responsibilities. A more uniform type of assistance will be required. Funding and levels of funding, if over and above the assistance approved by the donor, should be negotiated with and finally approved by the donor.

6.5 In order to develop a fund raising strategy and negotiate increased assistance to KEP experts, the IOM project management should prepare a document on reasons to increase assistance. It should also explain why 18 experts received only travel assistance (and mentioning that these experts were identified by the project), why project funds for administration have been exhausted before the planned completion of the project, and particularly why some 40/28 experts still have to be processed.

7. Additional recommendations

7.1 Guidelines on property or equipment

This subject will require negotiations with the donors since the equipment component should become a contribution from the donor to the institution employing the KEP expert. We will have to ascertain what the donor's policy is in general, and for Cambodia in particular: private sector versus public sector, multinationals versus small enterprises, national companies versus foreign companies.

7.2 Inclusion of non-KEP candidates

This could be considered a major revision. Why support returnees who are already in Cambodia? What would IOM's role be? Why should IOM support these candidates? IOM will only pay reintegration assistance only to those who are already in Cambodia. The donors will have to approve this type of activity. It should be noted that the rationale for IOM involvement decreases in validity. Any agency in Cambodia could pay reintegration assistance, even a national bank. This type of expert is not the same as the retroactive cases processed under the Africa or Latin American programme who pay for their own travel and are reimbursed and further assisted under the existing schemes

(LARAP, EC financed projects). In any case, the experts under LARAP/EC financed projects sign a retroactive reintegration agreement before leaving the country of residence to their home country.

If IOM decides to include such experts in KEP and the donor is inclined to approve such assistance, clear guidelines should be prepared to establish time limits for returnees and assistance to be provided (entitlements to travel reimbursement, etc).

7.3 Charging the private sector with a special fee for highly qualified experts employed through the project

A fee may be required to cover the identification costs. This could be considered a completely different type of activity. Rates should be established. How many cases would be required to offset the high salary subsidies which may be required by the expert? It would be preferable that the employer increase the salary. This requires another type of assessment and we should not confuse donors with an issue which should first be carefully studied.