

## TECHNICAL ASSISTANCE COMPLETION REPORT

Division: MKSS

TA No. and Name <b>TA 3511-CAM: Capacity Building for HIV/AIDS Prevention and Control</b>			Amount Approved: <b>\$600,000</b> Revised Amount: <b>same</b>																					
Executing Agency: <b>National AIDS Authority</b>	Source of Funding: <b>JSF Sub-source: Regular Contribution</b>	TA Amount Undisbursed <b>\$ 170,626.08</b>	TA Amount Utilized <b>\$429,373.92<sup>1</sup></b>																					
<table style="width: 100%; border: none;"> <tr> <td style="text-align: center; border: none;">Date</td> <td style="border: none;"></td> <td style="text-align: center; border: none;">Closing Date</td> <td style="border: none;"></td> </tr> <tr> <td style="border: none;">Approval</td> <td style="border: none;">Signing</td> <td style="border: none;">Fielding of Consultants</td> <td style="border: none;">Original</td> </tr> <tr> <td style="border: none;"><b>03 Oct 2000</b></td> <td style="border: none;"><b>12 Dec 2000</b></td> <td style="border: none;"><b>18 April 2001</b></td> <td style="border: none;"><b>July 2002</b></td> </tr> <tr> <td style="border: none;"></td> <td style="border: none;"></td> <td style="border: none;"></td> <td style="border: none;"><b>Actual</b></td> </tr> <tr> <td style="border: none;"></td> <td style="border: none;"></td> <td style="border: none;"></td> <td style="border: none;"><b>September 2002</b></td> </tr> </table>			Date		Closing Date		Approval	Signing	Fielding of Consultants	Original	<b>03 Oct 2000</b>	<b>12 Dec 2000</b>	<b>18 April 2001</b>	<b>July 2002</b>				<b>Actual</b>				<b>September 2002</b>		
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<b>Description</b>  <p>The National AIDS Authority (NAA) is the apex government body responsible for coordination and strategy development for national response to the epidemic. The body was established by a Royal Decree in 1999. On the operational level, the National Center for HIV/AIDS, Dermatology and STDs (NCHADS)—located within the Ministry of Health—is responsible for overseeing the response of the Ministry of Health and to provide technical support to other government agencies, national partners and to the Provincial AIDS Offices. Provincial AIDS Committees (PACs) have the responsibility for mobilizing and coordinating responses to the epidemic at local level.</p> <p>The Government structure for HIV/AIDS was weak in several aspects. The newly established NAA did not have a clear agenda and work plan. Although a National Strategic Plan for the period 1998-2000 existed, there was no medium or long term plan for the future. NAA was not able to establish itself as the apex body to provide direction and momentum to the HIV/AIDS response in the country. Personnel in NAA and NCHADS lacked skills for planning and monitoring national programs. While a system of monitoring and surveillance of the epidemic existed, available data were not adequately collected or rigorously analyzed to inform program planning. The weak capacity of NAA discouraged international agencies from financing HIV/AIDS activities through the government structure.</p> <p>A multi-sectoral approach is crucial for implementing the HIV/AIDS program effectively. This required considerable capacity building both at the national and provincial levels. Strengthening of PACs was seen as a priority for both government and the UN. In addition, there was a need to expand the response to HIV/AIDS beyond the Ministry of Health. A number of other ministries were starting to respond to the epidemic although with varying degrees of commitment and activity. These included the Ministries of National Defense; Education, Youth and Sports; Rural Development; Interior; Women's and Veterans' Affairs; Labor; Tourism; and Planning. Much remained to be done in terms of defining and implementing a truly multi-sectoral response. Work was also required to strengthen these structures at national and provincial levels.</p>																								
<b>Objectives and Scope</b>  <p>The main objective of the TA was to improve the effectiveness of the Government response to the HIV/AIDS epidemic in Cambodia. The objective was to be achieved by: (i) strengthening the multi-sectoral response to HIV/AIDS through building capacity of the National AIDS Authority and related key line ministries; (ii) supporting local responses to HIV/AIDS through building capacities at provincial levels; and (iii) refining the existing HIV/AIDS response through more rigorous and critical analysis of available data from surveillance surveys and other sources. The TA had the following three components:</p> <p><b>Strengthening Multi-Sectoral Response.</b> The TA was to assist the newly established NAA in preparing its work plan and the HIV/AIDS strategic plan for 2001-2005. The TA would also assist NAA in supporting the key related ministries in preparing their own strategic plans.</p> <p><b>Strengthening Provincial Response.</b> The TA would support and strengthen the ongoing process of decentralization and devolution of ownership of local response to HIV/AIDS to the provincial and district levels. The TA would assist in developing provincial capacity for planning and implementing HIV/AIDS-related activities and for planning at the provincial level.</p> <p><b>Analysis of Surveillance Data.</b> Technical support would be provided to NAA and NCHADS in order to build in-country capacity to review and evaluate the strengths and weaknesses of existing surveillance data.</p>																								
<b>Evaluation of Inputs</b>  <p>The TA design was adequate, and the TORs clear and comprehensive. However, in the course of implementation with better understanding of the structure of the NAA and the major constraints for its functioning, additional inputs were required. These included the conduct of a functional assessment of the NAA, developing a work plan for the NAA secretariat, drafting terms of reference for the (revised) functional units in the Secretariat along with job descriptions and a staff development plan. In addition, there appeared an urgent need to train the NAA Secretariat staff, which was almost entirely newly recruited, in HIV/AIDS</p>																								

<sup>1</sup> Subject to change pending payment of final progress payment to the consultants.

program management. For the functional assessment and institutional strengthening the part-time services of a local expert were obtained. The performances of NAA and ADB in implementing the TA are rated as satisfactory.

The original terms of reference for this TA apportioned 30 person-months of local staff time for strategic planning, developing tools and capacity building. In view of some initial staffing constraints and the increased workload, the TA was extended by another 3 months, which meant an additional 6 person-months of local staff time, and 3 person months for the team leader, which brought her input to a total of 16 person-months. The performance of the consultants was satisfactory.

### **Evaluation of Outputs**

As provided in the terms of reference, the TA team produced the following outputs: (i) National Strategic Plan for a multi-sectoral response to HIV/AIDS; (ii) 2-year work plan for NAA; (iii) Situation and response analysis reports and strategic plans for 3 ministries; (iv) Situation and response analysis reports and strategic plans for 2 provinces; (v) Toolkit for strategic planning; (vi) Secretariat staff and staff in ministries and 2 provinces were trained in HIV/AIDS program management; and (vi) Staff in the Surveillance Unit in NCHADS were trained in bio-statistic data analysis.

In addition, the following outputs for strengthening the capacity in the NAA Secretariat were produced: (vii) 2-year work plan for NAA Secretariat; (viii) Functional assessment NAA Secretariat; (ix) Terms of reference for functional units of NAA secretariat; (x) Job descriptions for Secretariat staff; (xi) Proposal for Monitoring, Evaluation and Research System; and (xii) Monitoring, Evaluation & Research working group established and trained in basics of data analysis. The output of the first project month was an inception report. In addition, 4 progress reports were produced. Outputs (i) to (x) are both in Khmer and in English. All these outputs were of acceptable quality and according to the agreed terms of reference. The Government and NAA were fully satisfied with the outputs.

### **Overall Assessment and Rating**

The TA was *successful*. The TA was timely considering national and global developments, such as preparations for strategic planning for Cambodia and the UNGASS in New York. The NAA, with support from the UN, had made a preliminary start on the planning process and was establishing a working group, core group and steering committee at the time the TA commenced. The TA was also timely since the newly created NAA was finding its sense of purpose and direction, but was still a long way from conforming to the roles and functions that were envisaged in the Royal Sub-decree. The TA has been able to build sufficient initial capacity in the NAA. The NAA is surely in gaining recognition as the pivotal body for coordination, advocacy, and resource mobilization for HIV/AIDS response in the country. It has a strong and functioning Secretariat now. Recognizing this capacity, DFID has agreed to provide significant funding through the NAA for next five years.

### **Major Lessons Learned**

A major challenge for the TA was to follow a time-consuming process-oriented approach in order to build the capacity of NAA and concerned line ministries. It was found that in order to ensure quality, ownership and sustainability of the strategic plans, more time was required than planned. Effective NGO engagement on process issues in a move towards greater partnership in the response to HIV/AIDS is required. Future TA design should allow for sector wide approaches and strengthening overall policy dialogue and policy frameworks for NGO collaboration.

The TA provided the NAA the opportunities to innovate and to try new approaches, and promoted empirical learning. This is particularly necessary in a dynamic sector as HIV/AIDS, which requires multi-sectoral attention and inter-disciplinary collaboration. In this respect it was found that there is an urgent need to review the appropriateness of the existing provincial HIV/AIDS structure and to establish mechanisms for closer collaboration between Provincial AIDS Committees and Provincial Rural Development Committees.

The TA also demonstrates that addressing critical gaps in capacities can attract more external funding, thereby engendering a virtuous cycle of financing and capacity building.

### **Recommendations and Follow-Up Actions**

There is an urgent need for elaborating the implementing rules and regulations of the HIV/AIDS law and the development of effective sectoral policies in the framework of the law. NAA might need external support in this process.

It is expected that DFID support to NAA will start in the near future and will build on the foundations that were laid by this TA. The United Nations agencies will continue to support NAA and build on the actions that are laid out in the National Strategic Plan. However, in order for NAA to play its part effectively, an appropriate institutional framework needs to be developed, which could develop more effective linkages between the HIV/AIDS structure and the development setup at the decentralized levels. This TA could be followed up with another TA to address such policy and institutional issues in 2004.