

# Project Administration Manual

Project Number: 55104-001  
Loan and/or Grant Number(s): {LXXXX}  
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Kingdom of Cambodia: Cambodia Rapid  
Immunization Support Project under the Asia Pacific  
Vaccine Access Facility

## ABBREVIATIONS

ADB	–	Asian Development Bank
APVAX	–	Asia Pacific Vaccine Access Facility
AIIB	–	Asian Infrastructure Investment Bank
COVAX	–	COVID-19 Vaccines Global Access
COVID-19	–	coronavirus disease
OP	–	operational priority
RRC	–	rapid response component
NIP	–	National Immunization Program
UNDP	–	United Nations Development Programme
UNICEF	–	United Nations Children’s Fund
WHO	–	World Health Organization

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## **Project Administration Manual Purpose and Process**

The project administration manual (PAM) describes the essential administrative and management requirements to implement the project on time, within budget, and in accordance with the policies and procedures of the government and Asian Development Bank (ADB). The PAM should include references to all available templates and instructions either through linkages to relevant URLs or directly incorporated in the PAM.

The Ministry of Health (MOH), National Immunization Program (NIP), Central Medical Store (CMS), 9 National Hospitals and 25 Provincial Health Departments are wholly responsible for the implementation of ADB-financed projects, as agreed jointly between the borrower and ADB, and in accordance with the policies and procedures of the government and ADB. ADB staff is responsible for supporting implementation including compliance by MOH and its implementing agencies of their obligations and responsibilities for project implementation in accordance with ADB's policies and procedures.

At loan negotiations, the borrower and ADB shall agree to the PAM and ensure consistency with the loan agreement. Such agreement shall be reflected in the minutes of the loan negotiations. In the event of any discrepancy or contradiction between the PAM and the loan agreement, the provisions of the loan agreement shall prevail.

After ADB Board approval of the project's report and recommendations of the President (RRP), changes in implementation arrangements are subject to agreement and approval pursuant to relevant government and ADB administrative procedures (including the Project Administration Instructions) and upon such approval, they will be subsequently incorporated in the PAM.

<sup>a</sup> The name of the operational financing document may vary on a project-to-project basis; this reference shall be deemed to encompass such variations, e.g., a Framework Financing Agreement, as applicable

## I. PROJECT DESCRIPTION

1. The Cambodia Rapid Immunization Support Project under the Asia Pacific Vaccine Access Facility (CRISP) will provide the Government of Cambodia with financing for vaccine procurement and logistics based on an agreed list of eligible expenditures to vaccinate target populations against the coronavirus disease (COVID-19). CRISP is aligned with the key operational priorities of the Strategy 2030: (i) addressing remaining poverty and reducing inequalities; (ii) accelerating progress in gender inequalities; and (iii) fostering regional cooperation and integration. The project is also consistent with the Asian Development Bank (ADB) country partnership strategy for Cambodia 2019-2023 through its impacts on strengthening human capital and lifelong learning. It will be jointly co-financed by the Asian Infrastructure Investment Bank (AIIB) with a loan of around \$50 million.

2. Cambodia was largely successful in controlling COVID-19 in 2020. An outbreak in February of 2021 led to widespread closures of schools and business and a lockdown in Phnom Penh and other heavily impacted areas until the fourth quarter of 2021.<sup>1</sup> As of 3 January 2022, Cambodia had 120,516 confirmed coronavirus disease cases and 3,014 deaths. Cambodia launched its vaccination campaign on 10 February 2021 and has administered over 28 million doses, covering over 80% of the total population (Box 1). It also provided booster doses to 21.8% of its population. Despite the country's success in rolling-out COVID-19 vaccination, Cambodia health system remains highly vulnerable to a surge in new infections linked with variants like Delta and Omicron.

### Box 1: Vaccination Plan<sup>a</sup>

*Stage 1 (2021): vaccinate 10 million target population aged 18 and above (63% of total population) and 2 million target population aged 12–17*

- January 2021: National Deployment and Vaccination Plan for COVID-19 Vaccines
- March 2021: Update 1: Master Plan for COVID-19 Vaccination Deployment
- May 2021: Update 2: Strategic Plan for National COVID-19 Vaccination to Establish Herd Immunity in Cambodia
- July 2021: Update 3: Action Plan for COVID-19 Vaccinations for Children/Adolescents aged 12 to 17

*Stage 2 (2021–2023): extend coverage to 4.5 million target population under the age of 12 and provide booster doses to 16.7 million total population*

- August 2021: Update 4: Announcement on the policy for COVID-19 booster dose
- September-October 2021: Policy on vaccination of children 5–11
- Policy guidance for vaccination of children below 5 (under review)

<sup>a</sup> Vaccination Plan (accessible from the list of linked documents in Appendix 2).

Source: Government of Cambodia, Ministry of Health.

3. The National Deployment and Vaccination Plan for COVID-19 Vaccines goal was to save lives and reduce the severity of health and social disruptions caused by COVID-19 by vaccinating 10 million Cambodians above the age of 18, a target achieved by September 2021. The vaccination plan was updated to accelerate vaccination delivery mechanisms, shifting the prioritization to focus on high caseload geographic areas, and moving towards vaccinating children and booster doses (Box 1). The plan designates target populations considering the guidance of the World Health Organization (WHO) Senior Advisory Group of Experts on Immunization (Table 1). While Table 1 summarizes the original target populations, category 11 “Other target groups” has been further specified through recent policy updates, with a focus on children aged 5 to 17 (Box 1).

<sup>1</sup> World Health Organization (WHO). 2021. *Cambodia Coronavirus Disease 2019 (COVID-19) Situation Report #37*. Geneva.

**Table 1: Summary of Vaccination Plan**

#	Target population	Phase	Timing
1	Physicians, health workers, community volunteers	1	Feb–Jun 2021
2	Public sector and judicial leaders and officials	1	Feb–Jun 2021
3	Military, frontline police, and local officials	1	Feb–Jun 2021
4	Public and private sector academic (teaching) staff	1	Feb–Jun 2021
5	People aged 60 and over	1	Feb–Jun 2021
6	People aged 18–59 with chronic diseases	1	Feb–Jun 2021
7	Factory-based workers and staff	1	Feb–Jun 2021
8	Officials/staff of embassies and international organizations	1	Feb–Jun 2021
9	Other formal and informal sector workers and employers	2	Jul–Dec 2021
10	People aged 18 and over	2	Jul–Dec 2021
11	Other target groups	3	Jan–Jun 2022

Source: Ministry of Health. 2021. *Master Plan for COVID-19 Vaccine Deployment*. Phnom Penh.

4. Cambodia has completed Stage 1 of the vaccination plan. Based on this success, the government of Cambodia is now prioritizing the provision of booster doses to ensure immunity is maintained. They have already begun providing boosters to healthcare workers and other frontline staff. The government also recognizes that to achieve herd immunity, it must vaccinate most of the 25% of the population under twelve years of age. The recent approval of vaccines for children aged 5–12 has enabled the government to begin vaccinating this age group. Both boosters and vaccination of children under 12 are of critical importance in the face of new variants like Delta and Omicron.

5. Given the competitive vaccine market, the government is exploring various vaccine options. For booster doses, it prefers using a different vaccine from the initial dose, to provide broader protection. For children under 5, it is tracking the ongoing clinical trials ahead of expected authorizations in the first half of 2022. To secure the needed doses, the government is exploring procurement via COVID-19 Vaccines Global Access (COVAX) cost-sharing, the United Nations Children’s Fund (UNICEF) and bilateral deals. The proposed Asia Pacific Vaccine Access Facility (APVAX) loan will enable Cambodia to secure such doses in a timely manner.

6. **Impact and outcome.** The project is aligned with the following impacts: (i) severity of the pandemic reduced, lives saved, and social disruptions minimized; and (ii) negative health, social, and economic effects of the COVID-19 pandemic mitigated. The project will have the following outcome: about 10.12 million people in target populations vaccinated or boosted against COVID-19.<sup>2</sup>

7. **Output: COVID-19 vaccines deployed.** The project will support the procurement of an estimated 14.5 million doses of safe and effective COVID-19 vaccines via the APVAX rapid response component (RRC) and the AIIB loan. It will contribute to the government’s goal of strengthening population immunity by providing Cambodians of all ages an initial course of vaccination and maintaining the immunity of the entire population through procurement of booster doses. Social and gender-inclusive guidelines will be developed, approved, and disseminated to ensure equitable coverage of COVID-19 vaccination including booster doses.

8. ADB will further mobilize around \$1 million in technical assistance to support Stage 2 of the vaccine roll-out, including: (i) supporting the Ministry of Health (MOH) financial management and procurement, (ii) strengthening monitoring and evaluation and the post-introduction

<sup>2</sup> The design and monitoring framework is in [Appendix 1](#).

evaluation, (iii) improving logistics and supply chain management, and (iv) ensuring gender and social inclusion.<sup>3</sup>

## II. IMPLEMENTATION PLANS

### A. Project Readiness Activities

**Table 2: Project Readiness Activities**

Indicative Activities	2021							2022			Responsibility
	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Retroactive financing actions											MOH/NIP, MEF
Establish project implementation arrangements											MOH/NIP, MEF
Advance recruitment of PMU consultants											MOH
ADB Board Approval											ADB
Completing documents to meet disbursement conditions											MEF, MOH, ADB
Loan Signing											ADB, MEF
Government legal opinion provided											MEF
Loan effectiveness											ADB, MEF

ADB = Asian Development Bank, MEF = Ministry of Economy and Finance, MOH = Ministry of Health, NIP = National Immunization Program, PMU = Project Management Unit.

Source: ADB estimates.

### B. Overall Project Implementation Plan

**Table 3: Overall Project Implementation Plan**

Activities	2022				2023				2024			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>A. DMF</b>												
Output: COVID-19 vaccine deployed												
1.1. Procure the required number of vaccine doses for ADB/AIIB financing												
1.2. Provide technical assistance to the post-introduction evaluation to document best practices, identify challenges, and provide recommendations to inform the transition of COVID-19 into routine immunization												
1.3. Recommend tailored messaging for under-vaccinated women and men and marginalized and hard-to-reach groups as part of the updated Communication and Community Engagement Strategy and Plan for COVID-19 Vaccine Deployment and Vaccination or equal strategy												
<b>B. Management Activities</b>												

<sup>3</sup> To be financed by ADB. [Regional: Regional Support to Address the Outbreak of Coronavirus Disease 2019 and Potential Outbreaks of Other Communicable Diseases](#); and [Technical Assistance for Support for Human and Social Development in Southeast Asia](#).

Conduct procurement value for money analysis and post-review sampling													
Prepare and submit quarterly and annual progress reports													
Submit annual Audited Project Financial Statements													
Prepare Project Completion Report													

ADB = Asian Development Bank; COVID-19 = coronavirus disease; DMF = design and monitoring framework; Q = quarter.

Source: ADB.

### III. PROJECT MANAGEMENT ARRANGEMENTS

#### A. Project Implementation Organizations: Roles and Responsibilities

<b>Project Implementation Organizations</b>	<b>Management Roles and Responsibilities</b>
Ministry of Health	<ul style="list-style-type: none"> <li>• Serve as executing agency</li> <li>• Oversee the day-to-day management and implementation</li> <li>• Ensure adequate counterpart in-kind contribution</li> <li>• Liaise directly with Asian Development Bank (ADB) on all concerns related to this project</li> <li>• Facilitate donor and inter-sectoral meetings and cooperation (including ADB)</li> </ul>
Extended Project Management Unit <sup>a</sup>	<ul style="list-style-type: none"> <li>• Manage, coordinate, and monitor activities and support day-to-day administration and implementation of the project</li> <li>• Manage the reporting and disbursement</li> <li>• Ensure auditing of loan proceeds</li> <li>• Prepare withdrawal application, complete with all required disbursement-related documentation</li> <li>• Submit quarterly progress reports (and consolidated annual report) to ADB in agreed format and other reports specified in the loan agreement, submit Gender Action Plan monitoring report to ADB, and prepare project completion report</li> <li>• Establish, maintain, and update the project performance monitoring system</li> <li>• Collate contract documents and submit to ADB for approval</li> <li>• Support updating of procurement plan in consultation with ADB, consultants, and relevant government committees/structures</li> <li>• Submit annual contract award and disbursement projections</li> <li>• Monitor and ensure compliance with ADB's Safeguard Policy Statement</li> </ul>
National Immunization Program	<ul style="list-style-type: none"> <li>• Ensure day to day technical guidance, supervision, and monitoring of the vaccination plan roll-out and relevant activities of other implementing agencies, including key elements such as effective vaccine management, safety and surveillance, waste management, community engagement and communications, etc.</li> <li>• Lead process of updating vaccination plan and other operational plans, policies, and guidance, with support from consultants, to ensure evidence-based approach and adapt to evolving epidemiological context, global vaccine supply, and to ensure equitable access to vaccines for hard-to-reach groups including women and girls</li> <li>• Ensure effective monitoring and evaluation of the vaccination plan</li> </ul>
Central Medical Store	<ul style="list-style-type: none"> <li>• Lead vaccine management (storage, transport, and tracking) from arrival of vaccines in-country to distribution to vaccination service delivery</li> </ul>



Project Implementation Organizations	Management Roles and Responsibilities
	points at Operational District levels, maintaining vaccine quality and minimizing closed-vial wastage to maximize cost-effectiveness
9 National Hospitals; 25 Provincial Health Departments	<ul style="list-style-type: none"> <li>• Plan, deliver, monitor, and report on vaccination activities as per the vaccination plan and related guidance from the National Immunization Program</li> </ul>
Asian Development Bank	<ul style="list-style-type: none"> <li>• Assist with the vaccine procurement through advice on the volatile market, associated procurement related risks, review, and input on contracts under bilateral, COVID-19 Vaccines Global Access, and/or United Nations Children’s Fund agreements, assistance with price validation, and support in the negotiation process</li> <li>• Review withdrawal applications for ADB and Asian Infrastructure Investment Bank (AIIB)</li> <li>• Disburse funds for ADB’s portion of eligible expenditures</li> <li>• Send advise to AIIB for disbursement of their portion of expenditures</li> <li>• Monitor compliance with loan agreement, financing agreement, procedures, and the project administration manual</li> <li>• Conduct periodic reviews including mid-term and completion reviews to assess project implementation progress towards achieving the project outcome and outputs, compliance to loan covenants, environment and safeguards requirements, and gender action plan</li> <li>• Recruit and manage technical assistance consultants</li> </ul>
Asian Infrastructure Investment Bank	<ul style="list-style-type: none"> <li>• Join ADB team in conducting periodic reviews, including mid-term and completion review to assess the project implementation progress</li> <li>• Ensure AIIB’s fund flows to the project activities are achieved in a timely and efficient manner and in compliance with the cofinancing agreement between ADB and AIIB</li> </ul>

<sup>a</sup> Individual consultants for financial management, procurement, monitoring and evaluation, and gender and social inclusion will be engaged and located in the Project Management Unit of the ongoing Greater Mekong Subregion Health Security project. They will support the executing agency for the tasks listed above.  
Source: Asian Development Bank.

## B. Key Persons Involved in Implementation

### Executing Agency

Ministry of Health

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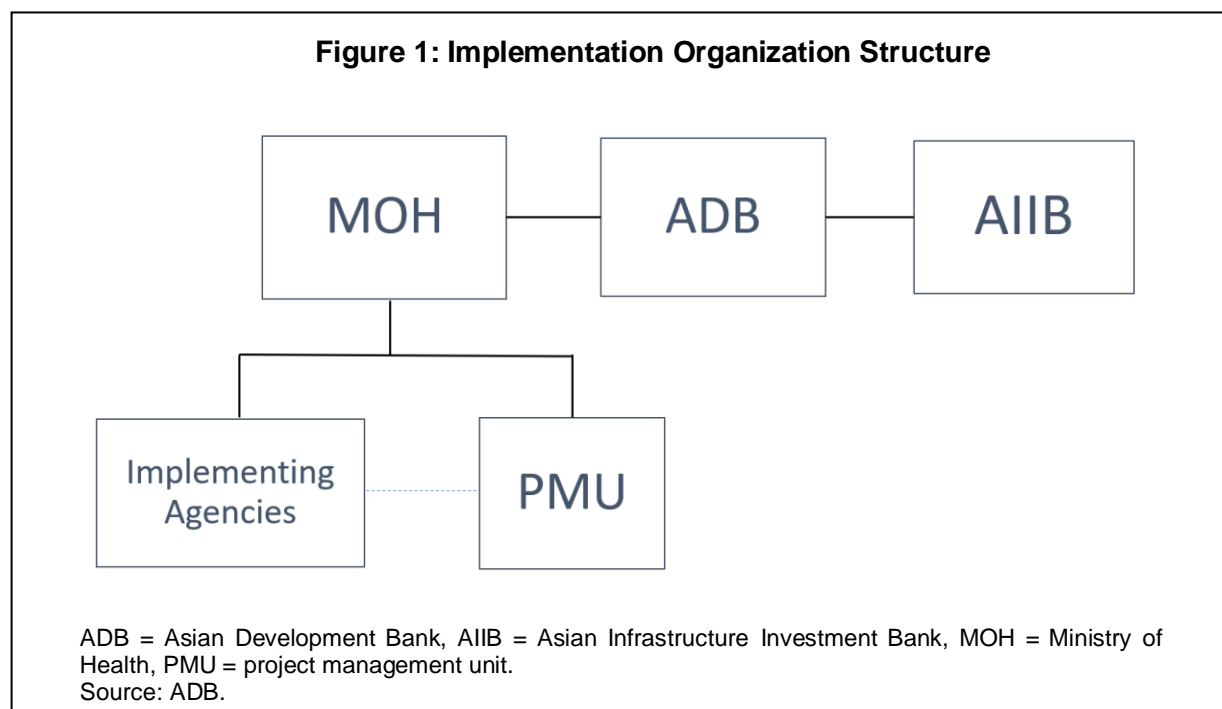
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### C. Project Organization Structure



## IV. COSTS AND FINANCING

9. The project is estimated to cost \$153.50 million including vaccine-related costs, taxes and duties, physical and price contingencies, and interest charges during implementation.

**Table 4: Project Investment Plan**

Item	Amount (\$ million) <sup>a</sup>	Cost Share (%)
A. Base Cost <sup>b</sup>		
COVID-19 vaccines deployed	146.75	95.60
B. Contingencies <sup>c</sup>	5.00	3.26
C. Financing Charges During Implementation <sup>d</sup>	1.75	1.14
<b>Total Cost (A+B+C)</b>	<b>153.50</b>	<b>100.00</b>

COVID-19=coronavirus disease.

<sup>a</sup> The project costs are inclusive of taxes and duties (\$0.72 million) to be financed by the government. Such amount does not represent an excessive share of the project cost. The government will finance all taxes and duties for COVID-19 vaccine through tax exemption and its estimated amount is not included in the project cost.

<sup>b</sup> In November 2021 prices.

<sup>c</sup> Includes physical and price contingencies, and a provision for exchange rate fluctuation.

<sup>d</sup> Includes interest and other charges on all sources of financing.

Source: Asian Development Bank.

10. ADB will finance a concessional loan of \$95 million from its ordinary capital resources under the APVAX RRC. AIIB will provide \$50 million sovereign-backed loan under the Crisis Recovery Facility as joint cofinancing. The government will provide the balance of \$8.50 million (Table 5).

**Table 5: Project Financing Plan**

<b>Source</b>	<b>Amount (\$ million)</b>	<b>Share of Total (%)</b>
Asian Development Bank		
Ordinary capital resources (concessional APVAX RRC loan)	95.00	61.89
Asian Infrastructure Investment Bank (sovereign-backed loan)	50.00	32.57
Government of Cambodia	8.50	5.54
<b>Total</b>	<b>153.50</b>	<b>100.00</b>

APVAX = Asia Pacific Vaccine Access Facility; RRC = rapid response component.  
Source: Asian Development Bank.

11. ADB and AIIB will finance a total of 94.46% of the total project cost, which will cover the procurement of COVID-19 vaccines, international logistics to bring the vaccines to Cambodia, and physical and price contingencies. The government will fund 5.54% of the total project cost to cover vaccine-related costs and financial charges during implementation.

#### **A. Cost Estimates Preparation and Revisions**

12. The cost estimates were prepared in March 2021 and updated in August and November 2021. The estimated average cost of the vaccines to be financed by the project has been calculated based on the government's procurement plan. A midpoint of \$10 per dose has been used based on the weighted average vaccine costs based on various procurement options available.

13. The government will provide a tax exemption for all COVID-19 vaccines. Local Value Added Taxes are calculated at 10% on all other costs and included in the base figures and will be borne by the government.

14. The cost estimates are fluid and may change as the market prices of COVID-19 vaccines and other costs continue to fluctuate. During project implementation, MOH will be responsible for updating the cost estimates.

#### **B. Key Assumptions**

15. The following key assumptions underpin the cost estimates and financing plan:

- (i) Exchange rate: KHR4,072 = \$1.00 (as of 6 November 2021).
- (ii) Price contingencies based on expected cumulative inflation over the implementation period are as follows:

**Table 6: Escalation Rates for Price Contingency Calculation**

<b>Item</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>Average</b>
Foreign rate of price inflation (USD)	1.6%	1.7%	1.7%	1.8%	1.7%
Domestic rate of price inflation (KHR)	1.8%	2.8%	3.0%	3.0%	2.7%

Source: Asian Development Bank.

- (iii) In-kind contributions were estimated at \$1.8 million to cover facility and regular personnel costs at each of the vaccination sites identified in the vaccination plan.

### C. Detailed Cost Estimates by Expenditure Category

**Table 7: Detailed Cost Estimates by Expenditure Category**

Cost category	(\$ million)		Total	% of Total Base Cost
	Foreign Exchange	Local Currency		
<b>A. Investment Costs</b>				
COVID-19 eligible vaccines, international logistics and related services	140.00	0.00	140.00	95.40
<b>Sub-total (A)</b>	<b>140.00</b>	<b>0.00</b>	<b>140.00</b>	<b>95.40</b>
<b>B. Recurrent Costs</b>				
Other vaccine costs	0.00	6.75	6.75	4.60
<b>Sub-total (B)</b>	<b>0.00</b>	<b>6.75</b>	<b>6.75</b>	<b>4.60</b>
<b>Total Base Cost (A+B)</b>	<b>140.00</b>	<b>6.75</b>	<b>146.75</b>	<b>100.00</b>
<b>C. Contingencies</b>				
Physical contingencies	3.47	0.00	3.47	2.37
Price contingencies	1.53	0.00	1.53	1.04
<b>Sub-total (C)</b>	<b>5.00</b>	<b>0.00</b>	<b>5.00</b>	<b>3.41</b>
<b>D. Loan Financing Charge</b>				
Interest during implementation	0.00	1.75	1.75	1.19
<b>Sub-total (D)</b>	<b>0.00</b>	<b>1.75</b>	<b>1.75</b>	<b>1.19</b>
<b>Total Project Cost (A+B+C+D)</b>	<b>145.00</b>	<b>8.50</b>	<b>153.50</b>	<b>104.60</b>

COVID-19 = coronavirus disease.

Notes: Numbers may not sum precisely because of rounding.

1. The project costs are inclusive of taxes and duties of \$0.72 million to be financed by government. The government will provide tax exemption on COVID-19 vaccines.

2. Government contributions of \$8.50 million are in cash to cover all non-procurement costs associated with the COVID-19 vaccine. The government will also provide in-kind contributions of \$1.8 million to cover personnel and facility costs to support the vaccine deployment.

Sources: Asian Development Bank estimates.

### D. Allocation and Withdrawal of Loan Proceeds

**Table 8.1: Allocation and Withdrawal of ADB Loan Proceeds**

Item	Total Amount Allocated for ADB Financing (\$)	Percentage and basis for withdrawal from loan account**
Eligible vaccines, international logistics and related services***	95,000,000	100% of total expenditure claimed*
<b>Total</b>	<b>95,000,000</b>	

ADB=Asian Development Bank, COVID-19 = coronavirus disease.

\*Exclusive of taxes and duties in the territory of the Borrower.

\*\*Prior to the date of effectiveness of the AIIB Loan Agreement, the Loan will finance 100% of Category 1 (exclusive of taxes and duties). Following such effectiveness, Category 1 will be jointly financed by ADB and AIIB. The indicated percentage set out as the Basis for Withdrawal from the Loan Account in the Table will thereafter be adjusted accordingly.

\*\*\*Subject to the conditions for withdrawal described in the loan agreement

Source: ADB estimates.

**Table 8.2: Allocation and Withdrawal of AIIB Loan Proceeds**

<b>Item</b>	<b>Total Amount Allocated for AIIB Financing (\$)</b>	<b>Percentage and basis for withdrawal from loan account**</b>
Eligible vaccines, international logistics and related services***	50,000,000	100% of total expenditure claimed*
<b>Total</b>	<b>50,000,000</b>	

AIIB=Asian Infrastructure Investment Bank, COVID-19 = coronavirus disease.

\*Exclusive of taxes and duties in the territory of the Borrower.

\*\*Following effectiveness of the AIIB loan, Category 1 will be jointly financed by ADB and AIIB. The indicated percentage set out as the Basis for Withdrawal from the Loan Account in the Table will thereafter be adjusted accordingly.

\*\*\*Subject to the conditions for withdrawal described in the loan agreement.

Source: AIIB estimates.

## E. Detailed Cost Estimates by Financier

**Table 9: Detailed Cost Estimates by Financier**

	ADB		AIIB		Government of Cambodia		Total	
	Amount (\$ million)	%	Amount (\$ million)	%	Amount (\$ million)	%	Amount (\$ million)	Tax and Duties
<b>A. Investment Costs</b>								
COVID-19 Eligible Vaccines, International Logistics and Related Services	91.72	65.52	48.28	34.48	0.00	0.00	140.00	0.00
<b>Subtotal (A)</b>	<b>91.72</b>	<b>65.52</b>	<b>48.28</b>	<b>34.48</b>	<b>0.00</b>	<b>0.00</b>	<b>140.00</b>	<b>0.00</b>
<b>B. Recurrent Costs</b>								
Other Vaccine Costs	0.00	0.00	0.00	0.00	6.75	100.00	6.03	0.72
<b>Subtotal (B)</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>6.75</b>	<b>100.00</b>	<b>6.03</b>	<b>0.72</b>
<b>Total Base Cost</b>	<b>91.72</b>	<b>62.50</b>	<b>48.28</b>	<b>32.90</b>	<b>6.75</b>	<b>4.60</b>	<b>146.03</b>	<b>0.72</b>
<b>C. Contingencies</b>								
1. Physical Contingencies	2.27	65.52	1.20	34.48	0.00	0.00	3.47	0.00
2. Price Contingencies	1.00	65.52	0.53	34.48	0.00	0.00	1.53	0.00
<b>Subtotal (C)</b>	<b>3.28</b>	<b>100.00</b>	<b>1.73</b>	<b>34.48</b>	<b>0.00</b>	<b>0.00</b>	<b>5.00</b>	<b>0.00</b>
<b>D. Loan Financing Charges</b>								
Interest during implementation	0.00	0.00	0.00	0.00	1.75	100.00	1.75	0.00
<b>Total project costs (A+B+C+D)</b>	<b>95.00</b>	<b>61.89</b>	<b>50.00</b>	<b>32.57</b>	<b>8.50</b>	<b>5.54</b>	<b>152.78</b>	<b>0.72</b>

ADB = Asian Development Bank, AIIB = Asian Infrastructure Investment Bank, COVID-19 = coronavirus disease.

Note: Numbers may not sum precisely because of rounding.

1. The project costs are inclusive of taxes and duties of \$0.72 million to be financed by the government. The government will provide tax exemption on COVID-19 vaccines.
2. Government contributions of \$8.5 million are in cash to cover all non-procurement costs associated with the COVID-19 vaccine. The government will provide in-kind contributions of \$1.8 million to cover personnel and facility costs to support the vaccine deployment.
3. Prior to the date of effectiveness of the AIIB Loan Agreement, the Loan will finance 100% of eligible expenditures (exclusive of taxes and duties). Following such effectiveness, eligible expenditures will be jointly financed by ADB and AIIB.

Source: ADB estimates.

## F. Detailed Cost Estimates by Outputs

**Table 10: Detailed Cost Estimates by Outputs**

Item	Total Cost (\$ million)	Output	
		Amount (\$ million)	% of Cost Category
<b>A. Investment Costs</b>			
COVID-19 eligible vaccines, international logistics and related services	140.00	140.00	100.00
<b>Subtotal (A)</b>	<b>140.00</b>	<b>140.00</b>	<b>100.00</b>
<b>B. Recurrent Costs</b>			
Other vaccine costs	6.75	6.75	100.00
<b>Subtotal (B)</b>	<b>6.75</b>	<b>6.75</b>	<b>100.00</b>
<b>C. Contingencies</b>			
1. Physical contingencies	3.47	3.47	100.00
2. Price contingencies	1.53	1.53	100.00
<b>Subtotal (C)</b>	<b>5.00</b>	<b>5.00</b>	<b>100.00</b>
<b>D. Loan Financing Charge</b>			
Interest during implementation	1.75	1.75	100.00
<b>Subtotal (D)</b>	<b>1.75</b>	<b>1.75</b>	<b>100.00</b>
<b>Total Project Cost (A+B+C+D)</b>	<b>153.50</b>	<b>153.50</b>	<b>100.00</b>

COVID-19 = coronavirus disease.

Notes:

- Numbers may not sum precisely because of rounding.
- In November 2021 prices.
- Physical contingencies computed at 3% for COVID-19 vaccines.
- Domestic price contingencies are based on cost escalation factors for Cambodia at 2.7% per annum.
- International price contingencies are based on US\$ cost escalation factors at 1.3% per annum.
- Interest during implementation is computed at 1% with no commitment fee charged on the Asian Development Bank rapid response component loan under the Asia Pacific Vaccine Access Facility. Interest during implementation is computed at 0.54% on the Asian Infrastructure Investment Bank (AIB) loan. The interest charge is calculated at 1.54% less 1% buy down provided through a grant facility. There are no commitment charges on the AIIB loan.

Source: Asian Development Bank cost estimates.

## G. Detailed Cost Estimates by Year

**Table 11: Detailed Cost Estimates by Year**  
(\$ million)

Item	Total	2022	2023	2024
<b>A. Investment Costs</b>				
COVID-19 eligible vaccines, international logistics and related services	140.00	43.45	96.55	0.00
<b>Sub-total (A)</b>	<b>140.00</b>	<b>43.45</b>	<b>96.55</b>	<b>0.00</b>
<b>B. Recurrent Costs</b>				
Other vaccine costs	6.75	2.10	4.66	0.00
<b>Sub-total (B)</b>	<b>6.75</b>	<b>2.10</b>	<b>4.66</b>	<b>0.00</b>
<b>C. Contingencies</b>				
1. Physical contingencies	3.47	1.04	2.43	0.00
2. Price contingencies	1.53	0.35	1.18	0.00
<b>Sub-total (C)</b>	<b>5.00</b>	<b>1.40</b>	<b>3.61</b>	<b>0.00</b>
<b>D. Loan Financing Charge</b>				
Interest during implementation	1.75	0.19	0.95	0.61
<b>Sub-total (D)</b>	<b>1.75</b>	<b>0.19</b>	<b>0.95</b>	<b>0.61</b>
<b>Total Project Cost (A+B+C+D)</b>	<b>153.50</b>	<b>47.13</b>	<b>105.76</b>	<b>0.61</b>
<b>Expenditure per year (%)</b>	<b>100.00</b>	<b>30.71</b>	<b>68.90</b>	<b>0.40</b>

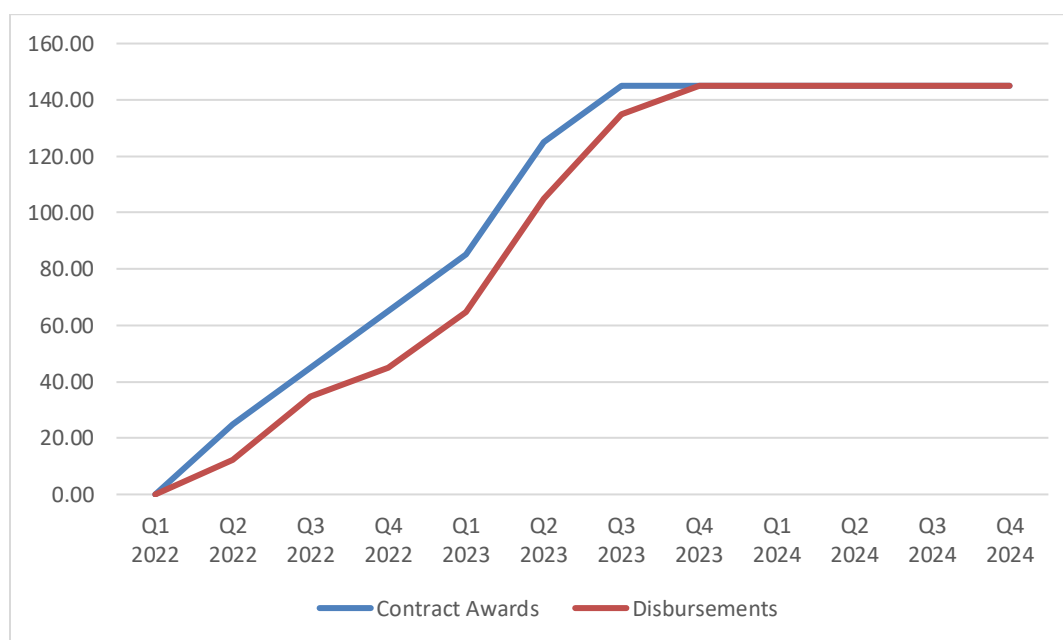
COVID-19 = coronavirus disease.

Note: Numbers may not sum precisely because of rounding.

Source: Asian Development Bank estimates.

## H. Contract and Disbursement S-Curve

**Figure 2: Contract Awards and Disbursement S-Curve (combined ADB and AIIB)**



ADB = Asian Development Bank, AIIB = Asian Infrastructure Investment Bank.

**Table 12: Projected Contract Awards and Disbursement for ADB**  
(\$ million)

Year	Contract Awards (in \$ million)					Disbursements (in \$ million)						
	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total		
2022	0.00	16.38	13.10	13.10	42.59	0.00	8.14	14.71	6.54	29.38		
2023	13.10	26.21	13.10	0.00	52.41	13.07	26.27	19.71	6.57	65.62		
2024	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00		
	<b>Total Contract Awards</b>					<b>95.00</b>	<b>Total Disbursements</b>					<b>95.00</b>

ADB = Asian Development Bank, Q = quarter.

Source: ADB estimates.

**Table 13: Projected Contract Awards and Disbursement for AIIB**  
(\$ million)

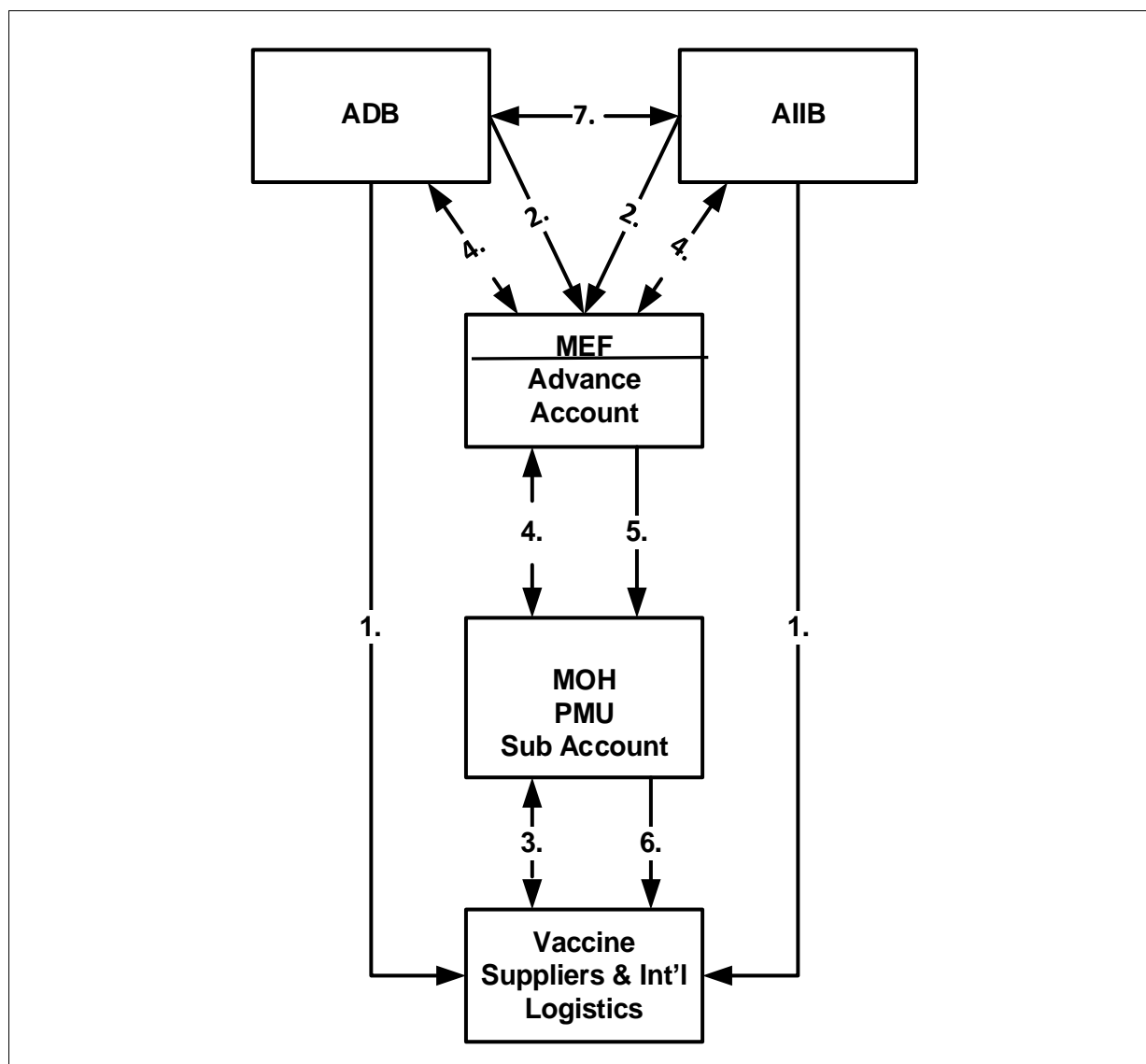
Year	Contract Awards (in \$ million)					Disbursements (in \$ million)						
	Q1	Q2	Q3	Q4	Total	Q1	Q2	Q3	Q4	Total		
2022	0.00	8.62	6.90	6.90	22.41	0.00	4.28	7.74	3.44	15.46		
2023	6.90	13.79	6.90	0.00	27.59	6.88	13.83	10.37	3.46	34.54		
2024	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00		
	<b>Total Contract Awards</b>					<b>50.00</b>	<b>Total Disbursements</b>					<b>50.00</b>

ADB = Asian Development Bank, Q = quarter.

Source: ADB estimates.



## I. Fund Flow Diagram



ADB = Asian Development Bank, AIIB = Asian Infrastructure Investment Bank, MEF = Ministry of Economy and Finance, MOH = Ministry of Health, PMU = Project Management Unit.

### Notes:

1. Direct payments to suppliers for eligible vaccines
2. Advance and replenishment of advance account
3. Documents from vaccines suppliers requesting contractual payments
4. Withdrawal application from MOH to ADB/AIIB through MEF with all supporting documents
5. MEF transfers funds from advance accounts to MOH subaccounts
6. MOH makes payments from subaccount to vaccine suppliers
7. ADB notifies AIIB that withdrawal application is in order. AIIB notifies ADB when funds are transferred to MEF
8. Separate advance and subaccounts should be established for ADB and for AIIB financing.
9. Vaccine suppliers maybe contracted through (i) bilaterally negotiated contracts using direct contracting; (ii) the COVAX facility Cost Sharing mechanism; or (iii) UNICEF.

Source: ADB.

## V. FINANCIAL MANAGEMENT

### A. Financial Management Assessment

16. The financial management assessment (FMA) was conducted in March 2021 and updated in August 2021 in accordance with ADB's Guidelines for the Financial Management and Analysis of Projects and the Financial Due Diligence: A Methodology Note. The FMA considered the capacity of the MOH and existing project management unit for the Greater Mekong Subregion Health Security project which will be used to support the implementation of the proposed project. The assessment examined funds-flow arrangements, staffing arrangements, accounting and financial reporting systems, financial information systems, and internal and external auditing arrangements. The FMA concluded that MOH has adequate capacity to establish sufficient internal control, accounting, and auditing procedures to ensure efficient use and operation of the advance account when supported with a PMU as demonstrated in the ongoing ADB-funded project.<sup>4</sup> Similar arrangements will be employed for this project.

17. Based on the assessment, the key supply chain risks identified are: (i) stretched capacity impacts the ability of MOH and implementing agencies to manage the project effectively; (ii) limited automation when consolidating inventory management processes which may result in vaccines being spoiled, lost, damaged, misplaced, or stolen; (iii) elevated data security risk due to lack of clarity and detail on the rollout of the e-registration system, upgrades on existing monitoring systems and how the systems and upgrades were developed and deployed.

18. The assessment also identified the following financial management risks at MOH: (i) program budgeting has not been fully embedded at all implementing agencies reducing the effectiveness of the budgeting process; and (ii) the government financial management information system is not operational at all implementing agencies which could impact the accuracy and completeness of financial information and could lead to delays in project financial reporting.

19. It is concluded that the overall pre-mitigation financial management risk of MOH is substantial. The Borrower and executing agency have agreed to implement an action plan as key measures to address the deficiencies. The financial management action plan is in Table 14.

**Table 14: Financial Management Action Plan**

Mitigation Measure	Responsible Party	Timeframe
1. The project will engage one financial management consultant to support the EA project management during implementation.	ADB, MOH	Month 1
2. Regular interaction with DPs to get updates on areas of expertise provided to support various aspects of the wider program delivery.	ADB, MOH	Monthly DP meetings
3. Strengthen monitoring and evaluation to support MOH tracking of the vaccination plan in coordination with development partners including conduct of an independent post-introduction evaluation	ADB, MEF, MOH	Months 1–12

<sup>4</sup> ADB. 2015. *Cambodia, Greater Mekong Subregion Health Security Project*. Manila.

<b>Mitigation Measure</b>	<b>Responsible Party</b>	<b>Timeframe</b>
4. DP technical assistance support for development and delivery of alternative rollout strategies.	ADB, MOH	Months 1–3
5. Approved COVID-19 inventory management procedures and protocols applied during project implementation.	MOH	Months 1–29
6. ADB and development partners to provide technical assistance to document and evaluate the operational costs as part of the post-introduction evaluation planned for 2022.	MOH	Month 1
7. Conduct post-introduction evaluation following the tool developed by WHO to evaluate the pre-introduction planning, vaccine storage and wastage, logistics of administering the vaccine, and community receptiveness to the covid vaccine.	CMS, MOH, NIP	Month 1
8. MOH (Internal Audit Department) to perform regular inventory management audits of vaccine storage facilities and vaccine distribution sites.	MOH	Throughout implementation
9. Engage government oversight bodies and promote development partner coordination.	ADB, DPs, MOH	Months 1–29
10. Improve procurement and financial management internal controls through training and capacity development.	ADB, MOH	Months 1–3
11. ADB under its technical assistance <sup>5</sup> to conduct integrity knowledge management sessions for MOH/NIP and other project stakeholders to increase the awareness and compliance with ADB's Anticorruption Policy.	ADB, CMS, MOH, NIP	Month 1–2
12. Conduct sub-national disaggregated analysis of immunization and supply chain data as part of the PIE.	MOH	Month 1
13. Liaise regularly with development partners, specifically WHO and UNICEF on IT system capacity to manage inventories and vaccine deployment and monitor vaccine impact	ADB, DPs, MOH	Month 1–29
14. Project financial transactions will be captured on a separate automated accounting system similar to what is currently in use on the GMS Health Security Project.	MOH	Month 1

<sup>5</sup> ADB. 2019. [Regional: Support for Human and Social Development in Southeast Asia](#). Manila.

Mitigation Measure	Responsible Party	Timeframe
15. ADB-supported monitoring and evaluation specialist to support MOH/NIP to regularly assess quality of daily and monthly progress reports from hospitals and the online/offline registration systems, conduct data quality assessments and cross-checks/triangulation, and provide refresher trainings on data quality as needed.	MOH/NIP, WHO	Month 1–29
16. Ensure appropriate backup systems are in place for digital platforms at client and/or institutional levels.	MOH/NIP, WHO	Month 1
17. ADB to work with development partners to support MOH tracking of the vaccination plan, including via support for the post-introduction evaluation.	MOH/NIP, WHO	Month 1–29
18. Closely monitor inventory levels to ensure all inventory is used within vaccine life span.	CMS/MOH/NIP, UNICEF	Month 1–29

ADB = Asian Development Bank, COVID-19 = coronavirus disease, DPs = development partners, GMS = Greater Mekong Subregion, IT = information technology, MEF = Ministry of Economy of Finance, MOH = Ministry of Health, UNICEF = United Nations Children’s Fund, WHO = World Health Organization.

Source: ADB.

## B. Disbursement

### 1. Disbursement Arrangements for ADB Funds

20. The loan proceeds of ADB and AIIB loans will be disbursed in accordance with ADB’s *Loan Disbursement Handbook* (2017, as amended from time to time),<sup>6</sup> and detailed arrangements agreed upon between the Borrower, ADB, and AIIB.

21. Direct payment and reimbursement may be used to pay for project expenditures. MOH will be responsible for: (i) collecting and retaining supporting documents; and (ii) preparing and sending withdrawal applications (WA) to ADB.

22. **Advance fund procedure.** The Ministry of Economy and Finance (MEF) will establish two USD advance accounts, one each for the ADB and AIIB loans. Funds from the advance accounts will be immediately transferred to two separate United States (US) dollar subaccounts, one each for the ADB and the AIIB financing, established and maintained by the MOH under the RRC. The advance and subaccounts are to be used exclusively for ADB’s and AIIB’s respective share of eligible expenditures. The MEF, through the PMU, who administers the advance accounts is accountable and responsible for proper use of advances to the advance accounts and any subaccounts.

23. For the ADB loan, the total outstanding advance to the advance account should not exceed the estimate of ADB’s share of expenditures to be paid through the advance account for

<sup>6</sup> The handbook is available electronically from the ADB website (<http://www.adb.org/documents/loan-disbursement-handbook>).

the forthcoming 6 months or 30% of the ADB loan amount, whichever is lower.<sup>7</sup> For AIIB loan, the total outstanding advance to the advance account should not exceed the estimate of AIIB's share of expenditures to be paid through the advance account for the forthcoming 6 months. The MOH may request for initial and additional advances to the advance accounts based on an Estimate of Expenditure Sheet<sup>8</sup> setting out the estimated expenditures to be financed through the account for the forthcoming 6 months. Supporting documents should be submitted to ADB or retained by the MOH in accordance with ADB's *Loan Disbursement Handbook* (2017, as amended from time to time) when liquidating or replenishing the advance account.

24. **Disbursement for COVAX cost-sharing scheme.** Purchase of vaccines under the COVAX cost-sharing will be applicable at the time when the Government has signed an agreement with COVAX. Therefore, procedures and conditions to disbursement under the ADB and AIIB financing agreements will have to be determined and agreed with COVAX. Disbursement arrangement with COVAX will be patterned after other APVAX loans.

25. **Disbursement of AIIB Financing.** The Borrower shall submit the original WA and copies of supporting documents to ADB, and concurrently one identical copy of such WA and copies of supporting documents to AIIB. ADB will review each WA and advise AIIB to make the necessary payment, if any. AIIB shall process the disbursement after receipt of the advice from ADB. If disbursement is not made by AIIB, it will promptly inform ADB and the Borrower in writing of its decision and the basis of such decision. ADB shall not be held liable for any decision made by AIIB with respect to payments requested in WAs or any delay in disbursement outside of ADB's control.

26. Before the submission of the first WA, the borrower should submit to ADB sufficient evidence of the authority of the person(s) who will sign the WAs on behalf of the government, together with the authenticated specimen signatures of each authorized person. The minimum value per WA is stipulated in the *Loan Disbursement Handbook* (2017, as amended from time to time). The Borrower should ensure sufficient category and contract balances before requesting disbursements. Submission of WAs for both ADB and AIIB will be done through email (i.e., submission of WA through Client Portal for Disbursements (CPD) will not be used) and addressed specifically to the project team. Director, SEHS will endorse the WAs to the specific processing team in the disbursement unit.

27. **Disbursement conditions.** No withdrawals shall be made from the loan accounts of both ADB and the AIIB to finance procurement of eligible vaccine(s) until (i) ADB has received the government's written confirmation (a) on which COVID-19 vaccine(s) have been selected to be procured using the proceeds of the loans; (b) on which of the APVAX vaccine eligibility criteria have been satisfied in respect of the selected vaccine(s) to be procured; and (c) that such COVID-19 vaccine(s) have received all necessary authorizations of the government, and have been authorized by the Ministry of Health and any other relevant regulatory authorities for distribution and administration within the territory of the Borrower; and (ii) based on the information provided in the aforementioned letter, ADB has notified the borrower that the COVID-19 vaccine(s) to be procured are designated as eligible vaccines under APVAX criteria.

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<sup>7</sup> The combined outstanding balance of advance financing and the percentage approved for retroactive financing may not exceed 60% of the approved RRC financing amount.

<sup>8</sup> Estimate of Expenditure sheet is available in Appendix 8A of ADB's *Loan Disbursement Handbook* (2017, as amended from time to time).

## 2. Disbursement Arrangements for Counterpart Fund

28. The MEF will be responsible for the relevant disbursement and liquidation procedures for government funds and will be responsible for: (i) preparing disbursement projections; and (ii) requesting budgetary allocations for counterpart funds. The government will finance vaccine-related costs, as well as taxes and duties for the vaccines through tax exemption.

### C. Accounting

29. The MOH will maintain, or cause to be maintained, separate books and records by funding source for all expenditures incurred on the project following cash-based Cambodian Public Sector Accounting Standards. The MOH will prepare project financial statements in accordance with the government's accounting laws and regulations which are consistent with international accounting principles and practices.

### D. Auditing and Public Disclosure

30. The MOH will cause the detailed project financial statements to be audited in accordance with Cambodian International Standards on Auditing, by an independent auditor acceptable to ADB. The audited project financial statements together with the auditor's opinion will be presented in the English language to ADB within 6 months from the end of the fiscal year by the MOH.

31. The audit report for the project financial statements will include a management letter and auditor's opinions, which cover (i) whether the project financial statements present an accurate and fair view or are presented fairly, in all material respects, in accordance with the applicable financial reporting standards; (ii) whether the proceeds of the loan were used only for the purpose(s) of the project; and (iii) whether the borrower or executing agency was in compliance with the financial covenants contained in the legal agreements (where applicable).

32. Compliance with financial reporting and auditing requirements will be monitored by review missions and during normal program supervision, and followed up regularly with all concerned, including the external auditor.

33. The government, MOH, and its implementing agencies have been made aware of ADB's approach to delayed submission, and the requirements for satisfactory and acceptable quality of the audited project financial statements.<sup>9</sup> ADB reserves the right to require a change in the auditor (in a manner consistent with the constitution of the borrower), or for additional support to be provided to the auditor, if the audits required are not conducted in a manner satisfactory to ADB, or if the audits are substantially delayed. ADB reserves the right to verify the project's financial accounts to confirm that the share of ADB's financing is used in accordance with ADB's policies and procedures.

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<sup>9</sup> ADB's approach and procedures regarding delayed submission of audited project financial statements: (i) When audited project financial statements are not received by the due date, ADB will write to the executing agency advising that (a) the audit documents are overdue; and (b) if they are not received within the next 6 months, requests for new contract awards and disbursement such as new replenishment of advance accounts, processing of new reimbursement, and issuance of new commitment letters will not be processed, (ii) When audited project financial statements are not received within 6 months after the due date, ADB will withhold processing of requests for new contract awards and disbursement such as new replenishment of advance accounts, processing of new reimbursement, and issuance of new commitment letters. ADB will (a) inform the executing agency of ADB's actions; and (b) advise that the loan may be suspended if the audit documents are not received within the next 6 months and (iii) When audited project financial statements are not received within 12 months after the due date, ADB may suspend the loan.

34. Public disclosure of the audited project financial statements, including the auditor's opinion on the project financial statements, will be guided by ADB's Access to information Policy 2018.<sup>10</sup> After the review, ADB will disclose the audited project financial statements and the opinion of the auditors on the project financial statements no later than 14 days of ADB's confirmation of their acceptability by posting them on ADB's website. The management letter, additional auditor's opinions, and audited entity financial statements will not be disclosed.<sup>11</sup>

## VI. PROCUREMENT AND CONSULTING SERVICES

### A. Advance Contracting and Retroactive Financing

35. All advance contracting and retroactive financing will be undertaken in conformity with ADB's Procurement Policy (2017, as amended from time to time) and the Procurement Regulations for ADB Borrowers: Goods, Works, Nonconsulting and Consulting Services (2017, as amended from time to time).<sup>12</sup> The borrower, MOH, and its implementing agencies have been advised that approval of advance contracting and retroactive financing does not commit ADB to finance the project.

36. **Advance contracting.** Advance contracting is expected for the procurement of COVID-19 vaccines.

37. **Retroactive financing.** The government may request withdrawals from ADB loan accounts to finance eligible expenditures in relation to expenditures incurred after the declaration of the COVID-19 emergency and before loan effectiveness, but no earlier than 12 months before signing of the loan agreement provided that (i) the expenditures to be retroactively financed do not exceed 30% of the loan amount, and (ii) disbursement conditions are met. The government has been advised that the approval of advance contracting and retroactive financing does not commit ADB to finance advance payment to vaccine developers and/or any vaccine-related procurement costs. Any advance contracting and retroactive financing will be subject to APVAX eligibility criteria and other requirements being fully met. The retroactive financing is capped at 30% of the ADB loan and 30 % of the AIIB loan.

### B. Procurement of Goods, Works, and Consulting Services

38. All procurement of goods, works and services will be undertaken in a manner consistent with the simplified and expedient procedures permitted under the ADB's Procurement Policy (2017, as amended from time to time) and the Procurement Regulations for ADB Borrowers: Goods, Works, Nonconsulting and Consulting Services (2017, as amended from time to time).

39. As the project will be financed under the APVAX, ADB member country eligibility restrictions will be waived, and universal procurement will apply.

40. Procurement packages will be jointly co-financed with AIIB; ADB will be the lead cofinancier and its procurement policy will apply to all procurement. Bidding documents for cofinanced packages will reflect that ADB and AIIB are jointly financing the project; and that both ADB and AIIB may inspect and audit the procurement process undertaken and subsequent

<sup>10</sup> ADB. 2018. [Access to Information Policy](#). Manila.

<sup>11</sup> This type of information would generally fall under public communications policy exceptions to disclosure. ADB. 2018. [Access to Information Policy](#). Manila. Paragraph 97(iv) and/or 97(v).

<sup>12</sup> ADB. 2017. [Procurement Regulations for ADB Borrowers. Goods, Works, Nonconsulting and Consulting Services](#). Manila.

contracts entered into by the borrower. These arrangements form part of a cofinancing framework agreement signed by ADB and AIIB. Prior to date of effectiveness of the AIIB loan agreement, the ADB loan will finance 100% of eligible expenditures. Following such signing, eligible expenditures will be jointly financed by ADB and AIIB.

41. The procurement of vaccines against COVID-19 will be undertaken through the RRC, in conformity with its vaccine eligibility criteria. Procurement under the RRC is restricted to the purchase of vaccines and associated international logistics costs necessary for their delivery to Cambodia. The government may procure vaccines through three different avenues: (i) procurement of eligible vaccines through bilaterally negotiated contracts with a number of vaccine manufacturers using direct contracting, (ii) procurement of eligible vaccines through the COVAX facility Cost Sharing mechanism, and (iii) procurement of eligible vaccines through UNICEF.

42. Procurement of additional COVAX doses will require the government to enter into a formal agreement with COVAX. The government may also sign an agreement with UNICEF outside of COVAX. Any such agreement will include the procurement of vaccines and related services, including transport of the vaccines from the vaccine origin to a designated entry point stated by the government. For bilateral deals, the government will enter into direct negotiations with vaccine manufacturers. All vaccine agreements shall be subject to prior review to confirm that the terms are acceptable to ADB.

43. Value for money in procurement will be achieved through (i) selecting candidate vaccine types that are best suited to the domestic logistics supply chain and distribution mechanisms; (ii) identifying vaccines that will efficiently meet the project disbursement conditions; (iii) engaging with COVAX and manufacturers that have advantageous vaccine availability and delivery timelines, and (iv) entering into agreements on terms and conditions that are reasonable, noting the currently constrained market for vaccines globally.

44. The initial procurement plan is in Appendix 1. The information in the procurement plan is indicative and will be updated once further details on the vaccines to be procured under the loan is confirmed.

## VII. SAFEGUARDS

45. **Prohibited investment activities.** Pursuant to ADB's Safeguard Policy Statement (2009), ADB funds may not be applied to the activities described on the ADB Prohibited Investment Activities List set forth at Appendix 5 of the Safeguard Policy Statement (2009).

46. In compliance with ADB's Safeguard Policy Statement (2009), the project's safeguard categories are as follows.<sup>13</sup>

47. **Environment (category C).** The project will not entail civil works or other activities with potential for significant adverse impact on the environment. The COVID-19 vaccination campaign has generated around 200 tons of immunization waste, primarily sharps and safety boxes (130–140 tons), and used vials, cotton swaps, packaging, and personal protective equipment for vaccinators (60–70 tons). Regulations and technical guidelines are in place for collection, storage, treatment, and disposal of medical waste, overseen by the ministries of environment and health. COVID-19 vaccination waste management requirements are outlined in the vaccination plan.

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<sup>13</sup> ADB. [Safeguard Categories](#).



Current and planned arrangements for the collection, transportation, treatment, and disposal of incremental medical waste were reviewed and confirmed to be generally acceptable.<sup>14</sup>

48. **Involuntary resettlement (category C).** The project will not require any land acquisition or lead to any resettlement impacts.

49. **Indigenous peoples (category C).** The project is not expected to have any direct or indirect impacts on the dignity, human rights, livelihood systems, or culture of indigenous peoples, or the territories or natural or cultural resources that indigenous peoples own, use, occupy, or claim as an ancestral domain or asset.

## VIII. GENDER AND SOCIAL DIMENSIONS

50. The project is categorized effective gender mainstreaming. Frontline health workers, the majority of whom are women, have been exposed to extreme stress and mental pressure during the COVID-19 response and vaccination campaign. Absence of tools and support to deal with this trauma will be addressed through ADB technical assistance, which will develop an online module on self-care, mental health, and stress management for healthcare workers. The government has requested ADB support to address access barriers that disproportionately impact women, especially pregnant, lactating, and disabled women.<sup>15</sup> ADB technical assistance, in cooperation with development partners, will help the MOH develop, approve, and disseminate socially- and gender-inclusive guidelines to reduce access barriers and to improve the capacity of health care workers to meet the specific needs of women, girls, and children from these priority groups and hard-to-reach populations. The guidelines will be used in the updated COVID-19 vaccination and booster dose delivery protocols as Cambodia transitions to integrating COVID-19 into routine immunization. ADB will engage a gender and social inclusion specialist to support implementation of the project's gender action plan, including (i) developing and delivering a train-the-trainer program on equitable and inclusive vaccination delivery to MOH staff involved in delivering COVID-19 vaccination (with women comprising at least 50% of the participants); (ii) delivering at least one annual training on equitable and inclusive vaccination delivery to at least 80% of key health personnel at the national level and implementing agencies, provincial health departments, and vaccination facilities; and (iii) identifying a local partner to provide online support on stress management for frontline health workers.

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<sup>14</sup> Due Diligence of Cambodia's Healthcare Waste Management System (accessible from the list of linked documents in Appendix 2 of the report and recommendation of the President).

<sup>15</sup> Marginalized groups, especially women, encountering barriers to accessing health care including vaccination include communities residing on boats and/or far from the nearest referral hospital, migrant women (both national and foreign), and women working in factories, among others. For further details, see Vaccine Needs Assessment (accessible from the list of linked documents in Appendix 2).

Table 15: Gender Action Plan

Gender Objectives	Activities / Targets	Responsibilities	Timeframe
<b>Outcome: Priority populations vaccinated against COVID-19 in congruence with routine immunization services and other health services.</b>			
Human capital and social protection enhanced for all (OP 1.1)	By 2024 a. Additional 10.12 million people in target populations vaccinated or boosted against COVID-19, disaggregated by sex (2022 baseline: 17 million people boosted and vaccinated) (OP 1.1) DMF a.	MOH, executing and implementing agencies	Q4 2023
	b. At least 80% of respondents from marginalized groups, and at least 80% women surveyed by MOH (including findings collected through UNICEF and WHO activities) express satisfaction with COVID-19 vaccine access (1.1.4 below). (2022 baseline: not applicable)	MOH	Q4 2023
<b>Output 1: COVID-19 vaccines deployed</b>			
1.1. Gender equality in human development enhanced (OP 2.2)	1.1.1 Gender- and socially- inclusive guidelines on the deployment and administration of COVID-19 booster vaccines in the context of routine immunization, addressing the specific needs of women and girls, children, and other hard to reach groups, approved, budgeted and implemented <sup>a</sup> (2022 baseline: not applicable) (OP 2.2.2, 2.3.2) DMF 1b.	NIP	Q3 2022–Q4 2023
	1.1.2 Train the trainer curriculum developed and delivered (in line with 1.1.1 above) to key MOH staff, of whom at least 50% of trainers are women, to ensure equitable and inclusive vaccine delivery. (2022 baseline: not applicable)	NIP	Q3 2022–Q3 2022
	1.1.3 Develop and deliver at least one annual training program on equitable and inclusive routine immunization delivery with participation of at least 80% of key health personnel at the national level, provincial health departments and vaccination delivery facilities (implementing agencies). (2022 baseline: not applicable)	NIP	Q1 2023
	1.1.4 Develop a set of questions that support the MOH to assess and measure the breadth and inclusivity of the COVID-19 vaccine delivery through technical assistance to the Post-Introduction Evaluation (PIE) and planned surveys on vaccine attitudes and perceptions by UNICEF and/or the Sub-commission Vaccine Safety and Risk Communication. (2022 baseline: not applicable)	MOH, NIP, UNICEF, WHO	Q2 2022–Q4 2023

Gender Objectives	Activities / Targets	Responsibilities	Timeframe
	1.1.5 Updated communications guidelines, plans, and messages with strategies and messages to increase COVID-19 booster vaccination uptake among marginalized and hard to reach groups, including women and girls. (2022 baseline: not applicable)	NIP, UNICEF	Q3–Q4 2022
	1.1.6 Develop and deploy an online module on self-care, mental health, and stress management for frontline healthcare workers involved in COVID-19 vaccination.	ADB, NIP	Q3–Q4 2022
<b>Project Management and Gender-Specific Activities:</b>			
2.1 A Gender and Social Inclusion Specialist hired by the Project Management Unit early in project design and implementation. 2.2 Project reports include details on GAP implementation (good practices, lessons learnt, etc.) 2.3 Sex-disaggregated and gender-related information relevant to the DMF and GAP integrated in overall project performance monitoring system.			

COVID-19 = coronavirus disease, DMF = design and monitoring framework, GAP = gender action plan, MOH = Ministry of Health, NIP = National Immunization Program, OP = operational priority, Q = quarter, UNICEF = United Nations Children’s Fund, WHO = World Health Organization.

<sup>a</sup> Guidelines will address barriers such as cost, time poverty, lack of awareness, quality of service, or others to be prioritized based on lessons learned from the roll-out to date.

Source: Asian Development Bank.

## IX. PERFORMANCE MONITORING, EVALUATION, REPORTING, AND COMMUNICATION

### A. Project Design and Monitoring Framework

**Table 16: Project Design and Monitoring Framework**

<b>Impacts the Project is Aligned with</b> Severity of the pandemic reduced, lives saved, and social disruptions minimized (National Deployment and Vaccination Plan for COVID-19 Vaccines) <sup>a</sup> ; and negative health, social, and economic effects of the COVID-19 pandemic mitigated (ADB's Support to Enhance COVID-19 Vaccine Access) <sup>b</sup>			
<b>Results Chain</b>	<b>Performance Indicators</b>	<b>Data Sources and Reporting Mechanisms</b>	<b>Risks and Critical Assumptions</b>
<b>Outcome</b> Target populations vaccinated or boosted against COVID-19	<b>By 2024:</b> Additional 10.12 million <sup>c</sup> people in target populations vaccinated or boosted against COVID-19, disaggregated by sex (2022 baseline: 17 million people boosted and vaccinated) (OP 1.1)	MOH administrative data from weekly vaccination campaign reports	R: Existing vaccines ineffective against future COVID-19 variants  A: Inventory management system enables effective vaccine management to prevent vaccines from being lost, damaged, expired, or misappropriated.  A: Monitoring and evaluation of the vaccination plan are sufficiently robust to identify issues for prompt action and adequately document results (including sex-disaggregated data) and lessons learned.
<b>Output</b> 1. COVID-19 vaccines deployed	<b>By 2024:</b> 1a. Additional 14.5 million doses of COVID-19 vaccine delivered to Central Medical Store (2022 baseline: 43.84 million doses) (OP 1.1.2)  1b. Gender- and socially-inclusive guidelines <sup>d</sup> on the deployment and administration of COVID-19 booster vaccines in the context of routine immunization approved, budgeted, and implemented (2022 baseline: not applicable) (OP 2.2.2, OP 2.3.2)	1a. MOH administrative data, Central Medical Store VLMIS data  1b. MOH project reporting	R: Limited capacity of vaccine suppliers to meet global demand, including Cambodia's, leads to delays in delivery.  R: Insufficient financial resources are allocated to support operational costs for vaccine deployment.  A: Political, technical, institutional, and financial support is

			secured for the implementation of the guidelines.
<p><b>Key Activities with Milestones</b></p> <p><b>COVID-19 vaccines deployed</b></p> <p>1.1 Procure the required number of vaccine doses with ADB and AIIB financing (Q2 2022–Q4 2023)</p> <p>1.2 Provide TA for the post-introduction evaluation to document best practices, identify challenges, and provide recommendations to inform the transition of COVID-19 into routine immunization (Q2–Q3 2022)<sup>e</sup></p> <p>1.3 Recommend tailored messaging for under-vaccinated women and men and marginalized and hard-to-reach groups as part of the updated Communication and Community Engagement Strategy (or other equivalent communications activities) (Q4 2022–Q2 2023)<sup>f</sup></p> <p><b>Project Management Activities</b></p> <p>Conduct procurement value for money analysis and post-review sampling (Q2 2022–Q4 2023)</p> <p>Prepare and submit quarterly and annual progress reports (Q2 2022–Q4 2024)</p> <p>Submit annual audited project financial statements (Q2 2023–Q4 2024)</p> <p>Prepare project completion report (Q3–Q4 2024)</p> <p><b>Inputs</b></p> <p>ADB: \$95.0 million (APVAX RRC loan), \$1 million (TA)<sup>d, e</sup></p> <p>AIIB: \$50.0 million (loan)</p> <p>Government: \$8.50 million</p>			

A = assumption, ADB = Asian Development Bank, AIIB = Asian Infrastructure Investment Bank, APVAX = Asia Pacific Vaccine Access Facility, COVID-19 = coronavirus disease, MOH = Ministry of Health, OP = operational priority, Q = quarter, R = risk, RRC = rapid response component, TA = technical assistance, VLMIS = Vaccine Logistics Management Information System.

<sup>a</sup> Government of Cambodia, MOH. 2021. *National Deployment and Vaccination Plan for COVID-19 Vaccines*. Phnom Penh.

<sup>b</sup> ADB. 2020. [ADB's Support to Enhance COVID-19 Vaccine Access](#). Manila.

<sup>c</sup> About 14.5 million doses of COVID-19 vaccines will be procured under the project. The coverage of about 10.12 million people assumes two doses per person for retroactively financed doses (primary vaccination for adults), and one dose per person for booster shots, and for the primary vaccination of children below 5. The target of 14.5 million doses may cover retroactive financing of existing supply, if so, requested by the government.

<sup>d</sup> The guidelines will address the specific needs of women and girls, children, and marginalized and other hard-to-reach groups. The guidelines on COVID-19 booster shots will contribute to the development of the vaccination plan or similar policy on integrating COVID-19 vaccination into routine immunization. The guidelines will reflect lessons learned on barriers affecting vaccination uptake by women and other marginalized groups and provide operational recommendations to address the barriers and increase access. The training of trainers will further support the implementation of the guidelines for an equitable and inclusive vaccination deployment. The guidelines will be informed by the COVAX Guidance Note and Checklist for Tackling Gender-Related Barriers to Equitable COVID-19 Vaccine Deployment (March 2021). ADB. 2020. [Technical Assistance for Support for Human and Social Development in Southeast Asia](#). Manila.

<sup>e</sup> ADB. 2021. [Supporting Enhanced COVID-19 Vaccination and Post-COVID-19 Health Security Response in Southeast Asia](#). Manila.

## B. Monitoring

51. **Project performance monitoring.** MOH will be responsible for all aspects of monitoring and evaluation, including (i) performance evaluation against milestones; (ii) safeguards and GAP implementation monitoring; (iii) securing financial commitments; and (iv) implementation of risk management and mitigating action plans. Progress reports and achievements will be prepared quarterly and summarized annually.

52. The APVAX policy requires additional information on vaccine procurement in the quarterly and summarized annual reports.

53. **Compliance monitoring.** The status of compliance with loan covenants (financial, safeguards, and others) will be monitored and reported in the progress reports and during ADB review missions. Any non-compliance and compliance issues will be specified in the quarterly progress reports together with remedial actions.

54. **Safeguards monitoring.** Since the project is categorized C for all safeguards areas (environment, involuntary resettlement, and indigenous peoples), no standalone safeguards monitoring report is required. However, the consolidated annual reports and the project completion report stated in para. 59 below shall report on compliance with the loan agreement including those clauses pertaining to safeguards. The reports shall also document and assess the adequacy of the COVID-19 immunization waste management system put in place, and planned actions to improve its effectiveness, as needed. In addition, the post-introduction evaluation that will be conducted by an independent third party using the New Vaccine Post-Introduction Evaluation Tool<sup>16</sup> will, among others, assess and report on injection safety and waste management.

55. **Gender and social dimensions monitoring.** As CRISP is classified as *effective gender mainstreaming* at entry, a GAP is required and will be monitored during implementation. All actions taken under CRISP will disaggregate data by sex where possible. A gender and social inclusion specialist in the project management unit will monitor the gender design features of CRISP, and report on the progress of implementing the GAP through submitting GAP reports annexed to regular project progress reports. The GAP report shall follow the template instituted by the ADB.

## C. Evaluation

56. An inception mission will be scheduled shortly after loan effectiveness.<sup>17</sup> Loan review missions will be held every 3 to 6 months. A midterm review mission will be held in Q3 2023. Within 6 months of physical completion of the project, MOH will submit a project completion report to ADB. The government will also undertake a post-introduction evaluation of the COVID-19 vaccine introduction.

## D. Reporting

57. The MOH will provide ADB with (i) quarterly progress reports in a format consistent with ADB's project performance reporting system; (ii) consolidated annual reports including (a) progress achieved by output as measured through the indicator's performance targets, (b) key implementation issues and solutions, (c) updated procurement plan, and (d) updated implementation plan for the next 12 months; and (iii) a project completion report within 6 months of physical completion of the project. To ensure that projects will continue to be both viable and sustainable, project accounts and the executing agency audited financial statement together with the associated auditor's report, should be adequately reviewed.

## E. Stakeholder Communication Strategy

58. The project will comply with the policy of transparency and accountability of ADB's Access to Information Policy (footnote 10). To do so, it will establish a communications strategy that will ensure an efficient and continuous two-way communication with stakeholders with a focus on

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<sup>16</sup> World Health Organization. 2010. *New Vaccine Post-Introduction Evaluation Tool*. Geneva, Switzerland.

<sup>17</sup> Online meetings will be considered if quarantines due to COVID-19 persist.

managing stakeholders' expectations during all phases of implementation. The strategy will be based on the following elements:

- (i) **Stakeholders.** Critical stakeholders for the project include people affected by COVID-19, people eligible for COVID-19 vaccination, with a focus on women and hard-to-reach groups. Other key stakeholders include, but are not limited to, the Ministry of Health as executing agency and the implementing agencies, government officials at national and sub-national levels, interested community-based and civil society organizations, relevant private sector entities, and development partners.
- (ii) **Disclosure.** MOH will disclose on their website all pertinent information relevant to this project, including the scope, cost, financial and institutional arrangements, the consolidated annual progress reports, progress on procurement, and the audited project financial statements. The project will also provide contact details of the project counterpart staff.
- (iii) **Communication focal point.** The PMU will be responsible for implementation and monitoring of information dissemination and disclosure of project components. The PMU will also designate a focal person for information dissemination and disclosure, who will also serve as the custodian of all project-relevant information.
- (iv) **Awareness-raising materials.** The project will at a minimum prepare a fact sheet or information booklet containing objectives, components, activities, timelines, relevant contact information, and grievance redress mechanisms. This document will be prepared in English and Khmer languages and will be made available to the public in print at the Ministry of Health, distributed during stakeholder consultations and outreach activities as appropriate, and posted on the ADB website. The project will collaborate with UNICEF to ensure that relevant project information is included in communication materials produced as part of the COVID-19 Vaccination Communication and Community Engagement Strategy, including materials prepared specifically for specific stakeholder groups. Appropriate tailored communications materials may also be developed as part of the project's GAP.
- (v) **Channels.** For effective dissemination and efficient use of resources, collaboration with other readily available channels should be prioritized including but not limited to government websites and social media accounts, and the ADB website and other online platforms. Online platforms will be utilized to ensure unrestricted public access to relevant information and documents. The project will also leverage the channels already in use as part of the CCES.
- (vi) **Coordination.** The PMU, through the communications focal person, will coordinate with relevant government agencies, coordination platforms, and development partners, with a focus on those supporting COVID-19 response and vaccination, to ensure effective communication, avoid overlaps, and identify opportunities for further collaboration where possible.

## X. ANTICORRUPTION POLICY

59. ADB reserves the right to investigate, directly or through its agents, any violations of the Anticorruption Policy relating to the project.<sup>18</sup> All contracts financed by ADB shall include provisions specifying the right of ADB to audit and examine the records and accounts of the executing and implementing agency agencies and all project contractors, suppliers, consultants, and other service providers. Individuals and/or entities on ADB's anticorruption debarment list are

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<sup>18</sup> ADB. 1998. *Anticorruption Policy*. Manila.

ineligible to participate in ADB-financed, -administered or supported activity activities and may not be awarded any contracts under the project.<sup>19</sup>

60. At the national level an Anti-corruption Council and an Anti-corruption Unit exist however their impact is reduced by incomplete supporting legislation, a weak judiciary, and a lack of financial and technical capacity to tackle corruption at all levels. Project-level corruption risk is mitigated through government oversight bodies including (i) the Inter-ministerial Committee to Combat COVID-19, chaired by the Minister of Health; (ii) the COVID-19 Vaccine Introduction Preparedness and Implementation Task Force; and (iii) the Committee for Nationwide Implementation of COVID-19 Vaccination. Development partner coordination mechanisms including the Technical Working Group for Health provide a forum for policy dialogue on any related concerns. Finally, ADB-supported technical assistance will enhance procurement and financial management internal controls and will conduct integrity knowledge management session/s for MOH/NIP and other project stakeholders to increase the awareness and compliance with ADB's Anticorruption Policy.

61. To support these efforts, relevant provisions are included in the loan agreement and the contracts for the project.

## **XI. ACCOUNTABILITY MECHANISM**

62. People who are, or may in the future be, adversely affected by the project may submit complaints to ADB's Accountability Mechanism. The Accountability Mechanism provides an independent forum and process whereby people adversely affected by ADB-assisted projects can voice, and seek a resolution of their problems, as well as report alleged violations of ADB's operational policies and procedures. Before submitting a complaint to the Accountability Mechanism, affected people should make an effort in good faith to solve their problems by working with the concerned ADB operations department. Only after doing that, and if they are still dissatisfied, should they approach the Accountability Mechanism.<sup>20</sup>

## **XII. RECORD OF CHANGES TO THE PROJECT ADMINISTRATION MANUAL**

63. All revisions and/or updates during the course of implementation should be retained in this section to provide a chronological history of changes to implemented arrangements recorded in the PAM, including revision to contract awards and disbursement s-curves.

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<sup>19</sup> ADB's Office of Anticorruption and Integrity website. <https://www.adb.org/site/integrity/main>.

<sup>20</sup> ADB's Accountability Mechanism. <https://www.adb.org/who-we-are/accountability-mechanism/main>.



## PROCUREMENT PLAN

Basic Data		
Project Name: Cambodia Rapid Immunization Support Project under the Asia Pacific Vaccine Access Facility		
Project Number: 55104-001	Approval Number:	
Country: Cambodia	Executing Agency: Ministry of Health	
Procurement Risk: High	Implementing Agency: National Immunization Program; Central Medical Store; 9 National Hospitals; 25 Provincial Health Departments	
Project Financing Amount: \$153.50 million ADB Financing: \$95 million AIIB Financing: \$50 million Government Financing: \$8.50 million	Project Closing Date: 31 December 2024	
Date of First Procurement Plan: 7 June 2021	Date of this Procurement Plan: 10 November 2021	
Procurement Plan Duration: 18 months	Advance contracting: Yes	eGP: No

### A. Methods, Review and Procurement Plan

Except as the Asian Development Bank (ADB) may otherwise agree, the following methods shall apply to procurement of goods, works, nonconsulting services, and consulting services.

Procurement of Goods, Works and Nonconsulting Services	
Method	Comments
Direct Contracting (DC)	All vaccine contracts procured through bilateral deals will be subject to direct contracting
Procurement Agent	All supply agreements for procurement of vaccines and ancillaries under the COVAX cost sharing facility will have UNICEF as procurement agent. EA may also opt to procure vaccines through UNICEF outside of the COVAX cost sharing facility.

### B. List of Active Procurement Packages (Contracts)

The following table lists goods, works, nonconsulting, and consulting services contracts for which the procurement activity is either ongoing or expected to commence within the procurement plan's duration.

Goods, Works, and Nonconsulting Services							
Package Number	General Description	Estimated Value (\$ million)	Procurement Method	Review	Bidding Procedure	Advertisement Date	Comments
G01	Procurement of COVID-19 Vaccines through bilateral deals	55.00	DC	Prior Review			No. of contracts: Multiple Domestic Preference: No Advance Contracting: Yes High Risk Contract: Yes COVID-19 response: Yes
G02	Procurement of COVID-19 Vaccines	85.00	Procurement Agent	Prior Review			No. of contracts: Multiple

	through COVAX or UNICEF						Domestic Preference: No Advance Contracting: Yes High Risk Contract: Yes COVID-19 response: Yes
G03	Logistics Services (international transportation)	5.00	DC	Prior Review			No. of contracts: Multiple Domestic Preference: No Advance Contracting: Yes High Risk Contract: Yes COVID-19 response: Yes