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*REPORT TO THE SUBCOMMITTEE
ON REFUGEES AND ESCAPEES
COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE*

74-0171

Follow-Up Review Of Problems Of
War Victims, Civilian Health, And
War-Related Casualties
In Cambodia B-169832

Agency for International Development
Department of State

*BY THE COMPTROLLER GENERAL
OF THE UNITED STATES*

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APRIL 30, 1974

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COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-169832

The Honorable Edward M. Kennedy, Chairman *52514*
Subcommittee on Refugees and Escapees
cl + Committee on the Judiciary
R United States Senate

Dear Mr. Chairman:

Your July 11, 1973, letter requested that we renew our inquiry into war-related civilian problems in Cambodia and update our report entitled "Problems in the Khmer Republic (Cambodia) Concerning War Victims, Civilian Health, and War-Related Casualties" issued in February 1972. This report is our response to that request.

As agreed with your office, we have not followed our usual practice of submitting a draft report to the Department of State to obtain official comments. However, we have discussed the general points in our report with responsible officials in Washington, D.C., and have given consideration to their views where appropriate. We suggest that the lack of official agency comments be given due consideration in any use made of this report. Agency officials have reviewed it for security classifications.

We believe that the contents of this report are of current interest to other Committees and Members of Congress. However, we will release the report only if you agree or publicly announce its contents.

Sincerely yours,

A handwritten signature in cursive script that reads "James B. Stacks".

Comptroller General
of the United States

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ABBREVIATIONS

AID	Agency for International Development
GAO	General Accounting Office
CARE	Cooperative for American Relief Everywhere, Inc.
VIAAR	International Volunteers for Help and Assistance (abbreviation of French translation)

COMPTROLLER GENERAL'S
REPORT TO THE SUBCOMMITTEE
ON REFUGEES AND ESCAPEES
COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE

FOLLOWUP REVIEW OF PROBLEMS OF
WAR VICTIMS, CIVILIAN HEALTH, AND
WAR-RELATED CASUALTIES IN CAMBODIA
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D I G E S T

WHY THE REVIEW WAS MADE

The Chairman of the Subcommittee on Refugees and Escapees, Senate Committee on the Judiciary, requested GAO to update 1972 reports on refugee and civilian war casualty problems in South Vietnam, Laos, and Cambodia (the Khmer Republic). (See app. I, p. 27.)

As agreed with the Subcommittee, GAO did not follow its usual practice of submitting a report to the Department of State and the Agency for International Development (AID) to obtain their official comments but did discuss the general points with AID officials in Washington, D.C., and considered their views.

This report is based solely on information made available to GAO in Washington, D.C. GAO did not work in Cambodia because of hostilities in that country.

FINDINGS AND OBSERVATIONS

The United States provided \$516.5 million and \$216.6 million in military and economic aid to Cambodia from 1970 to 1973. (See p. 5.)

Because of the continued fighting, growing numbers of Cambodians have migrated from war-afflicted areas to Phnom Penh and the provincial capitals.

In September 1971 the Cambodian

Government estimated that 220,000 war refugees were living in Phnom Penh and the provincial capitals. In August 1973, Cambodia reported that 732,891 registered war refugees were living in these cities. (See p. 13.)

Policy and Government organizations concerned with war victims

Since GAO's last report in February 1972, the U.S. policy to provide assistance for civilian war victims in Cambodia has changed from non-involvement to direct assistance.

In October 1972 the United States answered Cambodia's first request for assistance for refugees. As of October 1973 four U.S. voluntary and international agencies had received U.S. grants totaling \$2.5 million to help finance emergency refugee assistance. (See p. 8.)

In October 1973, U.S. policy was modified again. It now calls for more, and direct, U.S. assistance in the growing problem. U.S. funds will continue to be channeled through voluntary agencies but on a larger scale.

Later in fiscal year 1974, AID plans to begin a bilateral refugee resettlement program in Cambodia. To help carry out resettlement, the AID staff responsible for refugee matters in Phnom Penh has been increased from one to six direct-hire personnel. (See p. 9.)

Since GAO's last review, the Cambodian Government has established a new Ministry of Social Action and Refugees which has overall responsibility for refugee matters.

The functions and responsibilities of six agencies which contribute to relief of refugees are, however, still fragmented and lack coordination. (See p. 10.)

The Government has not yet developed an overall program for dealing effectively with refugee problems and continues to provide relief on a case-by-case basis. (See p. 10.)

Numbers of refugees and war damage claims

Cambodia reported that, in August 1973, 10,000 registered refugees were living in camps; 393,000 were living in and around Phnom Penh, but outside the camps; and 330,000 were in provincial cities.

The Government no longer publishes estimates of the total number of Cambodians displaced by hostile actions. The U.S. Embassy in Phnom Penh estimated in August 1973 that an additional 200,000 refugees were not registered. (See p. 13.)

Conditions of refugees

An AID official reported in November 1973 that living conditions have deteriorated in Phnom Penh. Food is scarce and has become more expensive. Unemployment has increased, and overcrowding has become acute. (See p. 14.)

War damage claims

The Cambodian Government recorded war damage claims totaling \$176 million. The U.S. Embassy in Phnom Penh reported that none had been paid as of October 1973. (See p. 15.)

U.S. assistance

The four U.S. voluntary and international agencies to which AID made cash grants are filling some war-affected Cambodians' needs for food, clothing, and simple medical care.

These recipients--refugees, displaced persons, and other war victims--are not required to be officially registered. (See p. 16.)

Other assistance

The Cambodian Government gave its Ministry of Social Action and Refugees the equivalent of \$125,000 for relief of civilian war victims in 1973. AID was unable to provide data on amounts that Cambodia budgeted to other ministries. (See p. 21.)

The International Committee of the Red Cross and other international voluntary relief organizations have helped to provide assistance to civilian war victims in Cambodia. Japan, Britain, the Chinese Republic, and other countries have provided needed commodities to Cambodia. (See p. 22.)

Civilian war-related casualties

The U.S. Embassy in Phnom Penh reported that Cambodia's records show that as of July 1973 at least

29,000 civilians had been wounded and 12,661 killed because of fighting in that country.

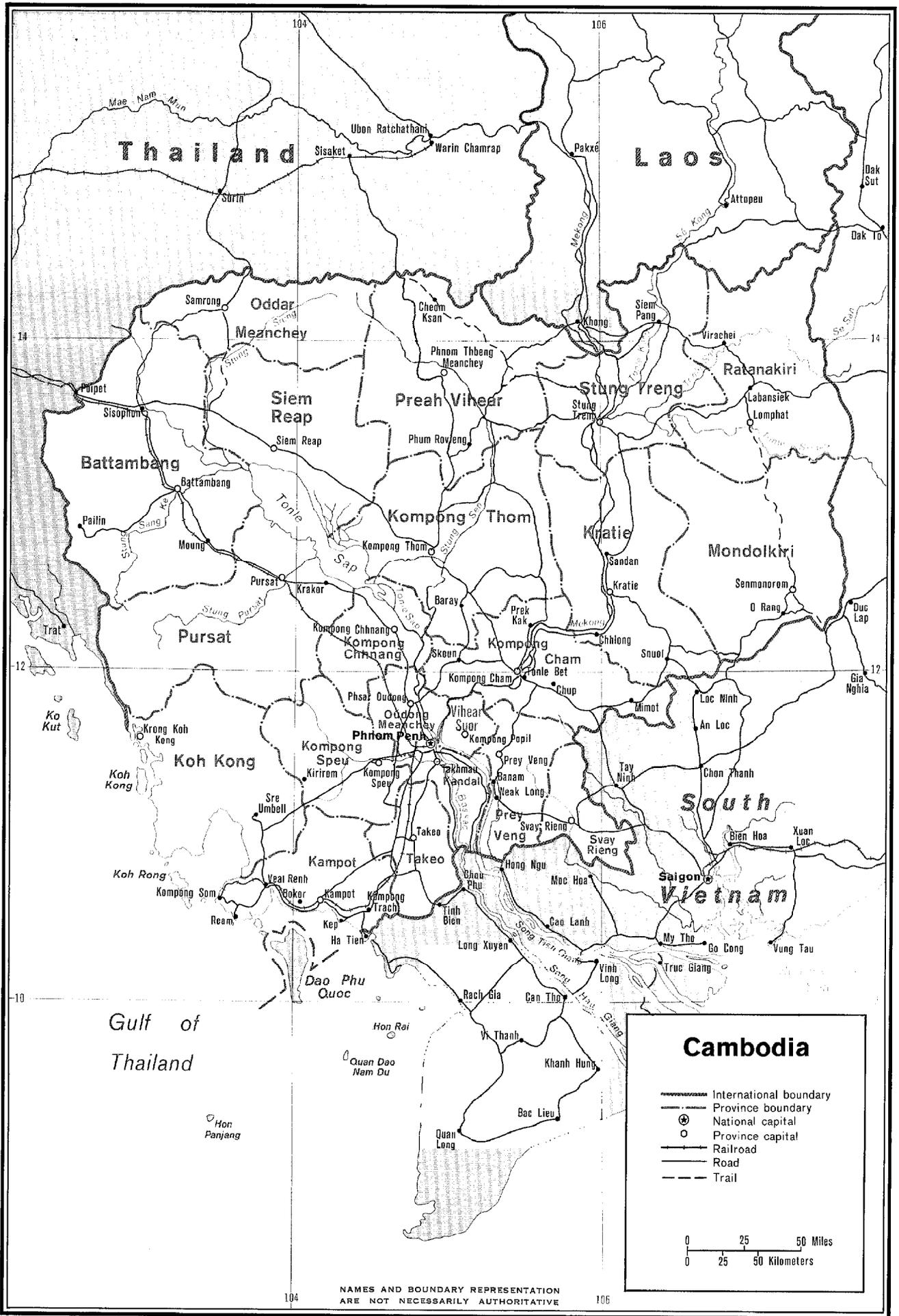
Health services and facilities

The number of doctors and medical personnel appears to be adequate. However, the extent to which sanitary methods are used in treatment and the quality of indigenous medical personnel in Cambodia are

generally below average for Southeast Asia.

In five major hospitals 25 percent of the equipment is estimated to be inoperative because it is over 20 years old, and maintenance facilities and practices are reportedly inadequate.

Since GAO's last review, the pharmaceuticals situation has improved. (See p. 23.)



CHAPTER 1

INTRODUCTION

The Chairman, Subcommittee on Refugees and Escapees, Senate Committee on the Judiciary, requested us in a July 11, 1973, letter to reexamine war-related civilian problems in Cambodia (Khmer Republic). In response to a prior request, we issued a report to the Subcommittee¹ before the United States became directly involved in financing assistance to Cambodian war victims.

In an October 1973 report to the Congress on U.S. assistance to the Khmer Republic (B-169832), we reported that, during fiscal years 1970-73, the United States provided \$516.5 million in military assistance and \$216.6 million in economic assistance, including \$1.2 million for refugee relief in 1973. Through October 1973, the United States had provided \$2.5 million for refugee relief.

Section 656 of the Foreign Assistance Act of 1961, amended by the 1971 act, provides, in part, that:

"The total number of civilian officers and employees of executive agencies of the United States Government who are citizens of the United States and of members of the Armed Forces of the United States (excluding such members while actually engaged in air operations in or over Cambodia which originate outside Cambodia) present in Cambodia at any one time shall not exceed two hundred."

On October 1, 1971, 137 Americans were assigned to the U.S. Embassy in Phnom Penh. That number increased to 170 Americans on June 30, 1972, and to 180 on June 30, 1973. Since December 1972, one of the economic officers assigned to the U.S. Embassy has served as the refugee adviser.

¹"Problems in the Khmer Republic (Cambodia) Concerning War Victims, Civilian Health, and War-Related Casualties" (B-169832, Feb. 2, 1972).

The average exchange rate between Cambodia's official currency (riels) and U.S. dollars has changed from 55.54 to \$1 in November 1973. For this report we used a yearly average exchange rate based on the Agency for International Development's (AID's) quarterly computed rate to express the dollar equivalent of Government of Cambodia budget and expenditure levels of assistance to refugees.

Therefore, we applied an exchange rate of 160 riels to \$1 for calendar year 1972 and a rate of 250 riels to \$1 for 1973. Other exchange rates were used to express the dollar equivalent of Cambodian riels and other foreign currency transactions, and these rates have been identified on the applicable pages of this report.

In this report the term "refugee" is used to describe civilians who fled or were displaced from their homes in Communist-controlled territories because of combat activities in Cambodia. However, the term is not intended to refer to those people who have re-settled permanently.

CHAPTER 2

EVENTS IN 1972 AND 1973, AND POLICY AND

PLANS CONCERNING REFUGEES

EVENTS IN 1972 and 1973

During 1972 and 1973 fighting between hostile military forces in Cambodia continued. From time to time, Communist forces controlled main highways leading into Phnom Penh from the sea and adjoining countries, thus disrupting the movement of food and other essential commodities from both internal and external sources.

The Department of Defense said that in August 1973 about 40 percent of the Cambodian population and 75 percent of the territory were under the control of Communist forces.

On August 15, 1973, a congressional mandate ended U.S. bombing in Communist-controlled areas. U.S. Embassy officials said no reliable data is available on either the extent to which U.S. bombing generated refugees or the number of Cambodian refugees still in Communist-controlled areas. However, the overall hostilities in rural areas have caused the continued influx of refugees into Phnom Penh and provincial capitals.

Because the North Vietnamese/Viet Cong spring offensive in 1972 generated thousands of refugees, Cambodia issued a request on August 10, 1972, to diplomatic missions and international organizations in Phnom Penh for refugee assistance.

U.S. POLICY ON REFUGEES

On November 8, 1972, the United States stated its willingness to help ease the refugees' needs and to assist them in resuming a more productive existence pending their full reintegration into the Cambodian economy and society. As reported in February 1972,

U.S. policy was not to become involved with the problems of civilian war victims in Cambodia.

AID, after receiving Cambodia's request, studied the refugee problem and ways to provide immediate assistance. Its study team then recommended that the best approach to providing assistance would be through institutional grants to the United Nations Development Program and the United Nations Children's Fund. However, because these organizations' principal objectives were long-range development and did not include immediate emergency assistance to displaced people who remained within their home country, AID explored an alternate method of aiding Cambodian refugees-- channeling assistance through U.S. and international voluntary relief agencies.

In late 1972 the United States chose this alternate method because of:

- Cambodia's lack of administrative experience in refugee relief.
- A legislative ceiling on U.S. manpower resources in Cambodia which AID said precluded using additional direct-hire personnel there.
- Expectation of U.S. voluntary and international agencies' ability to effectively assist refugees not absorbed in the Cambodian extended family system.

In December 1972, AID made its first cash grant-- \$50,000 to the International Committee of the Red Cross (ICRC)--for relief to Cambodian refugees. Through October 1973, AID had provided about \$2.5 million to three U.S. agencies and one international voluntary agency¹ for refugee relief assistance.

¹Catholic Relief Services, World Vision Relief Organizations, Inc., Cooperative for American Relief Everywhere, Inc., and International Committee of the Red Cross.

U.S. PLANS FOR
RELIEF TO WAR VICTIMS

On the basis of nearly a year's experience and visible evidence in Cambodia, AID concluded in the fall of 1973 that the independent voluntary agencies could not successfully meet both immediate refugee needs and long-range requirements for resettlement. Therefore the United States has modified its assistance plans. It now plans to become more directly involved in the refugee problem.

AID advised us on November 12, 1973, that it intended to restructure future U.S. refugee assistance to Cambodia, as follows:

- Continue to provide and expand grants to U.S. voluntary and international agencies for emergency food, clothing, housing, and medical care for refugees. AID believes that the grants to such agencies during fiscal year 1974 will require more funds than the \$4 million proposed in its 1974 congressional budget presentation.
- Emphasize refugee resettlement to provide minimal adequate housing on land near cities, which will afford opportunities for employment and subsistence farming. Approximate costs of this endeavor will be determined after needed basic planning and engineering work has been done. Planned work includes building dikes and improving roads, power, and basic sanitation. AID anticipated that refugees, when given tools and materials, would do much of this work. Cambodia will provide such essentials as plans, land, civilian engineering, and public services.

In November 1973, AID approved six refugee-related positions, including the prior Embassy position of general refugee adviser.¹ These positions, when filled,

¹AID has no separate mission; however, its employees assigned to the Economic Section at the U.S. Embassy in Phnom Penh administer AID programs.

will include a senior refugee resettlement adviser, a medical administrator, a voluntary agency coordinator, an agricultural adviser, a civil engineer, and a secretary.

AID anticipates being better able to describe the scope of refugee resettlement activities after its expanded staff begins to function in Cambodia. AID estimated in November 1973 that such activities could cost from \$2 million to \$3 million (not including grants to voluntary agencies) during the remainder of fiscal year 1974.

CAMBODIAN GOVERNMENT POLICY TOWARD CIVILIAN WAR VICTIMS

In October 1973 U.S. Embassy officials reported it was Cambodia's policy to provide only emergency and temporary relief to war victims and, in general, to manage the problem so that refugees do not become dependent on the Government.

The U.S. Embassy stated that Cambodia has established the position of First Vice Prime Minister. His responsibilities include the activities of the recently established Ministry of Social Action and Refugees. Creating that position indicates that, although Cambodia has not developed an overall program to effectively deal with the refugee problem, it recognizes a need for greater coordination. Cambodian refugee relief continues on a case-by-case basis.

FUNCTIONS OF CAMBODIAN GOVERNMENT AGENCIES CONCERNING WAR VICTIMS

According to an AID official, there is still no systematic approach to the total problem of civilian war victims-- either to provide temporary assistance or to assist in refugee resettlement. The U.S. Embassy reported that six Cambodian agencies contribute, in some way, to the relief of such victims. Functions and responsibilities of these agencies are still fragmented, and there is little coordination among them.

The Ministry of Social Action and Refugees is the focal point for the war victims problem and directs the Director General for War Victims (formerly known as the Commissioner General). Reportedly, the chief constraint to a comprehensive and effective refugee relief program is its lack of experience. The Director General is responsible for temporary relief, such as refugee camps in Phnom Penh and provincial capitals, to war displaced persons. He also (1) coordinates the receipt and distribution of donations from private persons and organizations, (2) records claims for war damage losses, and (3) makes payments for civilian war casualties.

Our last report noted that the then-Commissioner General had developed a plan to assist refugees wishing to return to their villages. The plan called for providing 45 sheets of roofing--either metal or fiber cement--to each returning family whose home had been destroyed. We also reported that the Ministry of Community Development was developing a plan to assist a number of refugees to resettle on Government-owned land in the Phnom Penh area.

An AID official informed us in October 1973 that the back-to-village project had not been used. The other resettlement project has been superseded by a similar program implemented by World Vision Relief Organization, Inc., one of the voluntary agencies receiving U.S. financial assistance. (See p. 20.)

CHAPTER 3

REFUGEE LIVING CONDITIONS

AND WAR DAMAGE CLAIMS

NUMBERS OF REFUGEES

Our last report noted that Cambodia had no system to register refugees. It started a registration system in April 1972, but the U.S. Embassy reported in October 1973 that not all refugees had been registered. Registration will continue to be the local authorities' responsibility until it is transferred to the national government.

No reliable statistics are available on the number of ethnic Vietnamese remaining in Cambodia. Only those in camps are considered refugees. Cambodian statistics show that those in camps are limited to about 5,000 in the Battambang province and 600 in the Cao Dai camp in Phnom Penh. Our last report showed that an estimated 200,000 ethnic Vietnamese were in Cambodia at the end of August 1970.

That report commented on the number and the living conditions of military families in Phnom Penh as of August 1971. The U.S. Embassy stated in October 1973 that no data was available on the number of military families and dependents or the centers in which they lived. Cambodia had no central record containing such information.

We have been unable to obtain data on the number of civilian refugees remaining in Communist-controlled areas. Refugees still fleeing from those territories are mostly farmers whose rice crops have been confiscated, making it impossible for them to survive in the regions. The U.S. Embassy also said the Communist forces continue to forcibly move large numbers of people from one area to another.

Registered refugees

In September 1971, 220,000 refugees were living in Phnom Penh and provincial capitals in Cambodia.

As of August 1973, statistics from Cambodia's Director General for War Victims showed a total of 762,992 registered refugees, including 732,891 refugees in Phnom Penh and 23 provinces and 30,101 in 4 foreign countries.

The Embassy reported the following breakdown of the number of refugees as of August 1972 and 1973.

<u>Registered refugees</u>	<u>August 1972</u>	<u>August 1973</u>	<u>Increase</u>
Inside Cambodia:			
Phnom Penh, in camps	2,137	9,913	7,776
Phnom Penh, out of camps	269,642	393,398	123,756
Provinces	228,096	329,580	101,484
Outside Cambodia:			
Thailand	-	2,652	2,652
Laos	-	1,496	1,496
South Vietnam	-	^a 25,937	25,937
Malaysia	-	16	16
	<hr/>	<hr/>	<hr/>
Total regis- tered refu- gees	499,875	762,992	263,117
Estimate of unregistered refugees	<u>200,000</u>	^b <u>200,000</u>	<u>-</u>
	<u>699,875</u>	<u>962,992</u>	<u>263,117</u>

^aWe previously reported that as of August 1970 an estimated 200,000 ethnic Vietnamese had been relocated in South Vietnam from Cambodia.

^bU.S. Embassy estimates. Cambodia no longer publishes such estimates.

The registered Cambodian refugees in South Vietnam are expected to return to Cambodia when the security situation there improves. As late as June 1973 most of them were in the province of Chau Doc and were assisted under the Government of Vietnam refugee program. Vietnam requested assistance for these refugees from the United Nations High Commission for Refugees.

LIVING CONDITIONS

We did not visit Cambodia and, therefore, did not observe refugee conditions. However, the U.S. Embassy reported in July 1973 that, as the influx of refugees in and around Phnom Penh continued, living conditions deteriorated, food became more expensive and in short supply, unemployment increased, and overcrowding became acute in some areas. The Embassy also reported that, despite these conditions, the general health and morale of refugees were surprisingly good but that unless the military situation improved and some of them could return home, their plight could quickly become desperate.

As late as November 1973, AID officials in Washington said that, due to recent fighting (1) the job market was unable to keep pace with the increasing number of refugees, (2) food and health problems were becoming even more apparent, and (3) the extended family system (refugees moving in with relatives) had visibly reached the saturation point in Phnom Penh.

An AID official who made extensive visits to refugee sites in Cambodia in November 1973 said that certain changes--such as increased numbers of refugees, new temporary housing, increased numbers of available doctors--had occurred in recent months. However, the general living conditions of refugees were similar to those described in the AID report¹ which the Subcommittee on Refugees and Escapees used in its hearings on April 16, 1973.

¹Jeffrey Millington, "Refugees in the Khmer Republic" (Feb. 10, 1973), prepared for USAID-Phnom Penh.

WAR DAMAGE CLAIMS

Cambodia's Director General for War Victims records war damage claims. As of October 1973 the Director Général had recorded more than 44 billion riels (equivalent of \$176 million) in property damage claims. The U.S. Embassy said this figure is only 4 billion riels less than Cambodia's total budget for 1973.

At the time of our review, no war damage claims had been paid. The U.S. Embassy reported that Cambodia's budget did not provide for paying these claims and that the Ministry of Social Action and Refugees estimated that the value of filed claims was only about 30 percent of the total value of civilian war damages. The Embassy commented that, because there was little expectation of even token payment, not all damages were claimed.

CHAPTER 4

U.S. RELIEF TO WAR VICTIMS

LEVEL OF U.S. ASSISTANCE

The U.S. Government, as of October 1973 had provided four U.S. voluntary and international agencies with \$2.5 million to assist civilian war victims in Cambodia. U.S. assistance began in fiscal year 1973 and the voluntary agencies received \$1.2 million. Through the first 4 months of fiscal year 1974, additional grants totaling \$1.3 million were made to these agencies.

According to an AID official, U.S. grant assistance beneficiaries are to include refugees, displaced persons, and other war victims with no precondition that such persons be registered. As previously mentioned, Cambodian assistance is on a case-by-case basis and only registered refugees are eligible to receive assistance from Cambodia.

At the time of our review, the U.S. refugee assistance program also included one refugee adviser assigned to the Economic Section of the U.S. Embassy to monitor the implementation of the grants to the voluntary agencies and to keep AID informed of refugee matters. An AID official informed us that monitoring AID-financed refugee activities involved reviewing the voluntary agencies' periodic reports and vouchers and inspecting the refugee camps.

Early in fiscal year 1974, AID began to restructure and expand its program to assist war victims in Cambodia.

PROGRAMS OF VOLUNTARY AGENCIES

The \$2.5 million AID granted to four voluntary agencies operating in Cambodia includes \$150,000 to the International Committee of the Red Cross; \$500,000 to Cooperative for American Relief Everywhere, Inc.

(CARE); \$1.3 million to Catholic Relief Services; and \$525,000 to World Vision Relief Organization, Inc.

About one-third of the refugees are believed to have received benefits directly or indirectly from the AID grants to the voluntary agencies. The lack of military security is a major cause for limited distribution of this assistance.

According to an AID official, coordination among the voluntary agencies has been a problem but progress is being made. In the initial stages their services overlapped; but weekly meetings have resulted in coordinating separate relief efforts, passing new information, and exchanging ideas.

International Committee of the Red Cross

AID grants to the International Red Cross were made in December 1972 and April 1973. The December grant of \$50,000 was used primarily for household, medical, clothing, and food items. Although it distributed some of the goods directly, the Khmer Red Cross, the International Volunteers for Help and Assistance (VIAAR--abbreviation of French translation), and the Director General for War Victims distributed most of them in Phnom Penh and the provinces.

The April 1973 grant of \$100,000 was used mainly to construct and/or add to temporary resettlement areas; \$25,000 was used for equipment to make prosthetic devices for use at a rehabilitation center in Phnom Penh.

Projects completed under the April 1973 grant included 221 temporary shelters in the Phnom Penh area and 8 infirmaries and numerous sanitary facilities in Phnom Penh and the surrounding areas. After the accidental bombing of Neak Loeng in early August 1973, an emergency distribution of bedding and powdered milk was made to affected refugees.

Projects in process in August 1973 included the completion of 132 temporary shelters in and around

Phnom Penh and 2 water facilities in Phnom Penh. A cleaning team of refugee laborers has been formed to circulate among the various camps in the Phnom Penh area.

The International Red Cross has given and will continue to give VIAAR bedding items and powdered milk for distribution to the refugee camps. Future plans of the International Red Cross call for constructing more temporary shelters and sanitary facilities.

Catholic Relief Services

In May 1973 Catholic Relief Services received a \$500,000 AID grant. Amendments in August and September 1973 increased the grant to a total of \$1.3 million. The Catholic Relief Services used VIAAR services for its program in Cambodia.

Completed projects under the grant include the procurement and distribution of food and clothing in Phnom Penh and the provinces. Construction materials were furnished to six camps in the Phnom Penh area and to refugees living in three provinces. In addition Catholic Relief Services gave construction materials to VIAAR for projects in two camps, one in Phnom Penh and one outside the city. The Catholic Relief Services distributed agricultural products in four provinces.

Projects in progress in August 1973 included the distribution of construction materials and a resettlement project in the Northern Dike Region of Phnom Penh. The resettlement project included sanitation and water facilities, schools, and administration buildings. Seven soup kitchens were operating 5 days a week. Two kitchens provided supplementary feeding to children on weekends; but in October 1973 Catholic Relief Services planned to reduce those feedings when adult refugees obtained employment. In addition Catholic Relief Services gave VIAAR food to distribute at one camp in Phnom Penh and at VIAAR's resettlement project site and also started five vocational training programs. Through VIAAR, Catholic Relief Services helped start a school (classroom) project accommodating 280 students

and a monthly hygienic-disinfection campaign at one of the Phnom Penh camps.

The Catholic Relief Services project plans for the future include the distribution of construction materials and more vocational training programs. It receives requests for assistance from private organizations and provincial representatives in Cambodia, and project planning provides for this assistance to those provinces that have the best plans and reputation, and the greatest need.

CARE

The grant to CARE for \$500,000 was signed in May 1973. Most of CARE's efforts under this grant were in the provinces. Projects completed include distribution of food, agricultural items, reception kits, and school kits. A barracks was built to replace one that was destroyed, and school equipment was given to one of the camps in Phnom Penh.

Projects in progress in August 1973 included construction at a resettlement project--24 barracks, sanitation and water facilities, a school--and the completion of barracks that the Japanese Government donated to one of the camps in Phnom Penh, using refugee labor.

Future plans call for constructing barracks and a school in Cambodia and sponsoring public works projects using refugee labor. Also included are the continued distribution of agricultural items, livestock, and poultry. CARE intends to continue distributing (1) food in Phnom Penh and the provinces as the need arises and (2) school and household kits on demand.

World Vision Relief Organization

This organization received two AID grants totaling \$525,000. With the first grant of \$25,000 in June 1973, it ordered a mobile medical unit for use at refugee camps in and near Phnom Penh. This unit was expected to arrive in December 1973.

The second grant for \$500,000 in August 1973 provided for resettling 1,000 families in 20 village complexes in the Northern Dike Region. According to plans, each complex will have a school, medical clinic, administrative office, and sanitation and water facilities. The organization will give the refugees from camps around Phnom Penh the necessary materials and guidance for building their own houses and preparing plots of farm land. Payments for the refugees' labor will be in the form of rice. Government-owned land has been made available for this project, and the refugees will be permitted to till this land until peace returns.

In January 1974 an AID official said that some of these complexes were already completed.

CHAPTER 5

OTHER FINANCIAL

ASSISTANCE TO WAR VICTIMS

CAMBODIAN GOVERNMENT RESOURCES
FOR CIVILIAN WAR VICTIMS

Cambodia's Ministry of Social Action and Refugees handles civilian war victims' problems. The Ministries of Health, Community Development, Public Works, Agriculture, and Defense also contribute to this effort.

The Ministry of Social Action and Refugees total budget for 1973 was 31 million riels (about \$125,000). This represents less than 1 percent of the total Cambodian budget. The U.S. Embassy was unable to determine the amounts budgeted to the other ministries.

For 1972 Cambodia budgeted 898 million riels (about \$5.6 million)--\$198,000 for direct assistance to war victims and \$5,417,125 for other humanitarian activities. Public health received \$4,087,000, the largest amount, and veterans received \$906,000, both identified as humanitarian activities.

The amount budgeted for the Directorate for Refugees and War Victims was only 12,604,800 riels (about \$79,000). Data provided us showed that, of this amount, 10,798,810 riels (about \$67,491) was disbursed by the Directorate, as follows.

	<u>Total disbursed</u>	<u>Average monthly disbursements</u>
	(Riels)	
Refugee relief	3,280,000	273,333
Civilians killed	2,777,000	231,417
Civilians wounded	1,277,000	106,417
Military wounded	1,000,000	83,333
Administrative expense	<u>2,464,810</u>	<u>205,401</u>
Total	<u>10,798,810</u>	<u>899,901</u>

In September 1972 the Commissioner for War Victims (now the Director General) had a staff of 150, including 2 professionals. That agency had estimated, before September 1972, that over \$16.3 million (2.6 billion riels) was required to meet the needs of refugees in Cambodia.

ASSISTANCE FROM OTHER COUNTRIES
AND VOLUNTARY AGENCIES

Before U.S. involvement, voluntary agencies and other countries bore much of the refugee relief and humanitarian assistance in Cambodia. According to U.S. Embassy records, such donors contributed at least \$3.4 million to assist civilian war victims from January 1972 through May 1973. The exact value of all assistance provided could not be determined because some donations were in the form of commodities to which no cash value had been assigned.

The U.S. Embassy reported contributions from various external donors totaling at least \$367,698 from January 1 through May 31, 1973. The contributions included medical supplies, food, shelter, and cash to the Khmer Red Cross, VIAAR, and the Cambodian Government. (See app. II.)

Although we were unable to obtain information on the value of all humanitarian assistance from external donors in 1972, the U.S. Embassy provided us with a list of all donors (excluding the United States) and the approximate values of supplies. Donors included the International Red Cross and the Red Crosses of Canada, France, Japan, Korea, Australia, United States, Denmark, Thailand, and Germany. Total values of supplies given was at least \$3.05 million.

In addition, the Directorate for Refugees and War Victims reported the following donations were channeled through that organization in 1972.

<u>Donor</u>	<u>Equivalent U.S. dollars</u>
Asian Parliamentary Union	\$ 30
French Veterans of Indochina	1,250
Thai Buddhist Association	<u>236</u>
Total	<u>\$1,516</u>

CHAPTER 6

CIVILIAN WAR-RELATED CASUALTIES

RECOMPENSATED CASUALTIES

Data on the number of civilian war-related casualties was incomplete. Cambodian statistics show, however, that through July 1973 about 29,000 civilians were wounded and 12,561 killed. These numbers include the casualties identified in official requests for financial aid to surviving family members. Cambodia acknowledges that actual losses are far greater.

We reported previously that as of March 31, 1971, the then Commissioner General for War Victims had paid the equivalent of about \$42,266 to wounded civilians and \$23,569 for 262 civilians killed. The 1972 expenditures reported by the Director General for War Victims included \$17,356 for 539 civilians killed and \$7,981 for 1,277 civilians wounded.

PUBLIC HEALTH SERVICES

The U.S. Embassy did not provide us with the total number of medical facilities in Cambodia. In October 1973, however, an Embassy evaluation of five major Cambodian Ministry of Health hospitals indicated that (1) an adequate number of doctors and medical personnel were available, (2) sanitation, methods of treatment and the quality of medical personnel were generally below average for Southeast Asia, but this might have been true before the war, and (3) 25 percent of the major equipment was inoperative due to age (most items were over 20 years old), and (4) maintenance facilities and practices were inadequate.

According to the U.S. Embassy, more pharmaceuticals were available in March 1973 than at the time of our last review. Almost \$4 million worth

was financed and imported in 1972 through the Exchange Support Fund.¹

In July 1973 the U.S. Embassy reported that more medical equipment was urgently needed to meet the increasing needs of refugees in Cambodia. Because of this, 10 medical hospital equipment sets were ordered, 9 under the AID Commodity Import Program and 1 under the World Vision Relief Organization grant. Each set is a prepackaged, 200-bed hospital, including surgical and dental facilities, X ray and sterilization equipment, electric generators, and medicines.

In January 1974 an AID official said the 10 hospital sets had been delivered.

¹A multilateral fund established on March 1, 1972, so that other countries could provide assistance to Cambodia. Of \$34.5 million contributed to this fund during calendar year 1972, the United States provided \$12.5 million; of \$31.9 million for 1973, the United States provided \$16 million. Other contributors are Japan, Australia, United Kingdom, Thailand, New Zealand, Malaysia and Cambodia.

CHAPTER 7

SCOPE OF REVIEW

We made our review during August, September, and October 1973 and held discussions with officials at the Department of State and AID headquarters in Washington, D.C. We examined available records on refugee matters at the AID Office of Cambodian Affairs. These records included grant agreements with voluntary agencies, official messages transmitted to and from the U.S. Embassy in Phnom Penh, activity reports from the voluntary agencies, and other data on refugee matters. We also reviewed data from (1) AID's Office of Technical Development, Bureau for Supporting Assistance, (2) AID's Office of Commodity Management, Bureau for Program Service, and (3) the Department of State's Office of Laos/Cambodian Affairs, Bureau of East Asian And Pacific Affairs.

Our review was limited in two areas. First at the start of our review, an AID official informed us that files would be reviewed to remove documents other agencies had prepared and sensitive information which required higher levels of review for release. Second, because hostilities made personnel security uncertain in Cambodia, we did not visit the country. We did, however, obtain data through communications with the U.S. Embassy in Phnom Penh.

Although we have no knowledge of data being withheld that concerns the matters discussed in this report, we cannot be certain that we have had access to all relevant information.

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July 11, 1973

The Honorable Elmer B. Staats
 Comptroller General of the United States
 General Accounting Office
 441 "G" Street, NW
 Washington, D.C. 20548

Dear Mr. Staats:

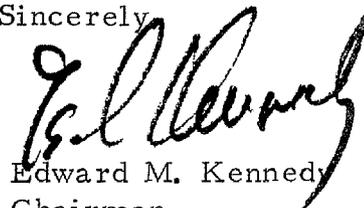
As you know, since 1965 war-related civilian problems in Indochina have been a primary concern of the Judiciary Subcommittee on Refugees. On a number of occasions I have requested the General Accounting Office to investigate these problems, and related matters, and reports were subsequently filed with the Subcommittee. Over the years, the GAO's findings and recommendations have been extremely helpful to the work of the Subcommittee and the Congress, and have contributed significantly to the development of American policies and programs, especially in South Vietnam and Laos. The latest reports filed with the Subcommittee resulted from my request of July 7, 1971.

In light of the changing conditions and American presence in Southeast Asia, and the continuing Congressional and public interest in humanitarian problems resulting from the war, I would like to request a renewed inquiry into the situation in South Vietnam, Laos, and Cambodia, and an updating of the various reports filed with the Subcommittee following my 1971 request. Additionally, I would also like to request an inquiry into the background and recent operations and funding of American sponsored or supported public safety, prison, and police programs in South Vietnam, Laos, and Cambodia.

To facilitate these requests, it would be helpful if you would designate a representative of the General Accounting Office to get in touch with Mr. Dale de Haan, Counsel to the Subcommittee, for additional information.

Many thanks for your consideration, and best wishes.

Sincerely,



Edward M. Kennedy
 Chairman
 Subcommittee on Refugees

APPENDIX II

EXTERNAL DONORS' CONTRIBUTIONS
 (OTHER THAN THE UNITED STATES)
 FOR HUMANITARIAN ASSISTANCE IN CAMBODIA
 FROM JANUARY 1 THROUGH MAY 31, 1973

<u>Donor</u>	<u>Contribution</u>	<u>Estimated dollar value</u>
ASSISTANCE PROVIDED THROUGH THE CAMBODIAN RED CROSS:		
French Red Cross	Medicines, 55 cartons	^a \$168,814
	Antipolio vaccines, 7 boxes	(b)
	Antitetanus vaccines, 13 boxes	(b)
Canadian Red Cross	Baby clothes, 39 cartons	(b)
Australian Red Cross	Condensed milk, 155 cases	^c 1,578
	Multivitamins, 3 cartons	(b)
	Medicines, 5 cartons	(b)
Italian Government	Cash	5,708
American Red Cross	Surgical gloves, 51 cartons	1,451
Swiss Confederation and Red Cross	Powdered milk, unsweetened, 1,494 cases	59,879
ASSISTANCE PROVIDED DIRECTLY TO THE CAMBODIAN GOVERNMENT:		
Chinese Republic	Cash	1,000
Japanese Buddhist Association	New clothing, 220 packages	(b)
	Bread, 220 packages	(b)
	Clothing, 200 packages	(b)
Japan	Clothing, food, and 29 prefabricated barracks	(b)
Great Britain	160 tents	(b)
ASSISTANCE PROVIDED THROUGH INTERNATIONAL VOLUNTEERS FOR HELP AND ASSISTANCE:		
Italian Ambassador	Cash	5,000
Federal Republic of Germany	Cash	^c 19,480
	Medicines	11,500
French Ambassador	Cash	^c 56
Rotary Club of Geneva	Cash	^c 303
Dooley Foundation	Medicines	12,500
Catholic Relief Services	Cash	200
Charles Gravelle Foundation	Cash	^c 129
World Vision	Medicines	100
ASSISTANCE PROVIDED DIRECTLY THROUGH THE INTERNATIONAL COMMITTEE OF THE RED CROSS INDOCHINA OPERATIONS GROUP:		
	Relief supplies, medical teams salaries, and miscellaneous	<u>80,000</u>
Total		<u>\$367,698</u>

^aBased on exchange rate of 4.3 French francs to \$1, as of Sept. 31, 1973.

^bNot available.

^cBased on exchange rate of 231 Cambodian riels to \$1, as of Mar. 31, 1973.