

# Aide-Mémoire of the Midterm Review Mission for the Tonle Sap Environmental Management Project

26 October 2005

Asian Development Bank

## CURRENCY EQUIVALENTS

(as of 14 October 2005)

Currency Unit	–	riel (KR)
KR1.00	=	\$0.0002426
\$1.00	=	KR4,121.85

## ABBREVIATIONS

ADB	–	Asian Development Bank
CFDO	–	Community Fisheries Development Office
CFDU	–	Community Fisheries Development Units
CNMC	–	Cambodia National Mekong Committee
DOF	–	Department of Fisheries
FAO	–	Food and Agriculture Organization of the United Nations
GEF	–	Global Environment Facility
MAFF	–	Ministry of Agriculture, Forestry, and Fisheries
MEF	–	Ministry of Economy and Finance
MOE	–	Ministry of Environment
NGO	–	nongovernment organization
PIO	–	project implementation office
PIU	–	project implementation unit
PMCO	–	project monitoring and coordination office
PSC	–	project steering committee
TA	–	technical assistance
TSBR	–	Tonle Sap Biosphere Reserve
TSBR-ED	–	Tonle Sap Biosphere Reserve—Environmental Information Database
UNDP	–	United Nations Development Programme
UNESCO	–	United Nations Educational, Scientific, and Cultural Organization
VSO	–	Voluntary Service Overseas

## NOTE

In this Report, "\$" refers to US dollars.

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## I. BACKGROUND

### A. General

1. On 21 November 2002, the Asian Development Bank (ADB) approved a loan in various currencies equivalent to \$10.91 million from ADB's Special Funds resources for the Tonle Sap Environmental Management Project.<sup>1</sup> ADB also approved technical assistance (TA) for \$540,000 from ADB's TA funding program for improving the regulatory and management framework for inland fisheries.<sup>2</sup> The Loan Agreement was signed on 7 February 2003, became effective on 27 March 2003, and closes on 30 June 2008. The project completion date is 31 December 2007. The period elapsed under the loan is 51%. As of 30 September 2005, ADB had committed \$6.9 million (57% of the loan) and had disbursed \$4.0 million (33% of the loan).

2. The goal of the Project is sustainable management and conservation of natural resources and biodiversity in the Tonle Sap basin.<sup>3</sup> Its objective is to enhance systems and develop the capacity for natural resource management coordination and planning, community-based natural resource management, and biodiversity conservation in the Tonle Sap Biosphere Reserve (TSBR) (Appendix 1). To accomplish its objective, the Project has three components (i) strengthening natural resource management coordination and planning for the TSBR, (ii) organizing communities for natural resource management in the TSBR, and (iii) building management capacity for biodiversity conservation in the TSBR. The design of the Project also envisaged direct selection of agencies such as the Food and Agriculture Organization (FAO) of the United Nations and the United Nations Educational, Scientific, and Cultural Organization (UNESCO), which were understood to have particular related expertise.

3. The Ministry of Agriculture, Forestry, and Fisheries (MAFF) is the executing agency for the Project. DOF, within MAFF, is tasked with implementing the bulk of project activities that relate to strengthening natural resource management coordination and planning for the TSBR and organizing communities for natural resource management in the TSBR. The Ministry of Environment (MOE) is tasked with implementing the project activities that relate to building management capacity for biodiversity conservation in the TSBR. The Cambodia National Mekong Committee (CNMC) is tasked mainly with monitoring and coordinating accomplishments and formulating common policy objectives for managing the TSBR through the TSBR Secretariat. UNDP's Country Office in Phnom Penh is tasked with implementing the GEF and Capacity 21 program grants under the national execution modality.

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<sup>1</sup> At appraisal, the total project cost, including contingencies, taxes, and duties, was estimated at \$19.4 million equivalent, consisting of foreign exchange of \$8.8 million (about 45%) and local currency of \$10.6 million equivalent (about 55%). The Global Environment Facility (GEF) determined to cofinance the Project for \$3.24 million through a grant to be implemented by the United Nations Development Programme (UNDP). GEF financing for the Tonle Sap Conservation Project covers the near entirety of component 3. Details are provided in the GEF Project Brief. In addition, UNDP's Capacity 21 program determined to provide \$627,030 as a grant to strengthen the ability of members of staff of the Community Fisheries Development Office (CFDO) within the Department of Fisheries (DOF) to engage communities in natural resource management. The Wildlife Conservation Society also determined to cofinance, for \$200,000, project activities to develop systems for monitoring and management in the core areas.

<sup>2</sup> ADB. 2002. *Improving the Regulatory and Management Framework for Inland Fisheries*. TA 3993-CAM.

<sup>3</sup> The project area encompasses the TSBR and parts of its five adjoining provinces. It comprises the core areas, the buffer zone, and the transition area that extends to and is ultimately bounded by Highways No. 5 and No. 6. About 2.9 million people live in the project area, of whom about 38% are below the poverty line. About 10% depend wholly on fishing and about 40% have fishing as a secondary occupation. (Figures are from the population census of 1998.)

## B. Information on Asian Development Bank Loan Review Missions

4. From loan inception, ADB has conducted six-monthly loan reviews. So far, these as well as daily project administration work in headquarters have served well to review progress in project implementation, take necessary actions, and ensure project quality. ADB also receives six-monthly progress reports from the project monitoring and coordination office (PMCO), which oversees the work of the project implementation offices (PIOs) and the project implementation units (PIUs), quarterly reports, as well as monthly progress notes from the international consultants engaged under the Project. In addition, the project steering committee (PSC) has met regularly to advise on implementation, provide a mechanism to resolve problems that go beyond single ministerial mandates, and review progress.

5. ADB's first loan review mission was in Cambodia from 5–7 May 2003, soon after loan effectiveness.<sup>4</sup> It prepared a detailed project administration memorandum to guide Project implementation. It also explained to the executing and implementing agencies ADB's guidelines and procedures on project implementation, consulting services, procurement, bid evaluation, and disbursement. In conformity with ADB's undertaking to carry out semiannual loan reviews, ADB's second loan review mission of ADB was fielded in 10–12 November 2003 to conduct a detailed review of overall progress under the Project.<sup>5</sup> That mission reviewed the status of project components, analyzed output accomplishment, and formulated measures to improve activities. ADB's third loan review mission visited Cambodia from 14–18 June 2004. It assessed progress against the same project performance monitoring and evaluation framework, paying particular attention to continuing impediments to engagement of key service providers.<sup>6</sup> ADB's fourth loan review mission assessed developments from 6–15 December 2004. It took action to address red tape in MAFF and MEF and, in the face of chronic lack of progress, recommended that CNMC and MOE should rescind the two proposals for direct selection of UNESCO and seek elsewhere the services required.<sup>7</sup> It estimated overall physical progress at about 35%.

6. ADB's fifth loan review mission conducted a thorough midterm review from 14–28 October 2005.<sup>8</sup> The midterm review is an overlay to the regular review process.<sup>9</sup> Hence, based on preparatory work, the Mission also

- reviewed holistically the institutional, administrative, organizational, technical, environmental, social, economic, and financial aspects of the Project based on the assumptions and risks included in the design and monitoring framework and updated project performance report;
- looked at loan covenants to assess whether they are still relevant or need to be changed, or waived due to new circumstances;
- assessed the need to restructure or reformulate the Project and the effects of this on the objective and goal of the Project; and
- updated the Project's design and monitoring framework where restructuring or reformulation is necessary or its objective will change.

<sup>4</sup> Reference is invited to its aide-mémoire, dated 7 May 2003.

<sup>5</sup> Reference is invited to its aide-mémoire, dated 14 November 2003.

<sup>6</sup> Reference is invited to its aide-mémoire, dated 18 June 2004.

<sup>7</sup> Reference is invited to its aide-mémoire, dated 15 December 2004.

<sup>8</sup> The Mission comprised O. Serrat (Mission Leader), M. Nakao (Project Specialist), and C. Garcia (Project Analyst). On 21 October 2005, the Mission traveled to Prek Toal, near one of the three core areas, to visit the newly constructed Core Area Management Center. It will additionally serve as a visitor center. The Mission also entered the core area to witness the rich bird colonies nesting there and the work of the Wildlife Conservation Society. Capacity to manage the conservation of such biodiversity is being built under component 3.

<sup>9</sup> Typically, loan review missions examine the progress of procurement and consulting services against original targets, loan disbursements, and the extent of compliance with loan covenants.

7. The midterm review offered a welcome opportunity for more participatory approaches so that key stakeholders have greater ownership of the Project and contribute more to its quality. To this end, the Mission sought a broad range of write-ups and other analyses as well as suggestions for issues to be addressed. It also called a midterm review mission workshop in Siem Reap on 19–20 October 2005, following the example set by the loan review mission of December 2004. The workshop was by all accounts a success: diligent planning on the part of the PMCO, thorough reporting from members of staff of the PIOs, PIUs, volunteers fielded by Voluntary Service Overseas (VSO), and consultants, and an increasingly collegial spirit among these key stakeholders provided a full backdrop against which pertinent recommendations for improvement were made and endorsed at the workshop. (The follow-up actions agreed upon are listed separately herein.) The workshop attracted about 85 participants, including the FAO Representative in Cambodia. This aide-mémoire records the findings and recommendations of the Mission, which are subject to review and approval by higher authorities of the Government and ADB.<sup>10</sup>

## II. STRATEGIC OVERVIEW

8. The Project delivers the geographical focus that ADB's Country Strategy and Program, 2005–2007 provides on the Tonle Sap<sup>11</sup> and is the first lending milestone reached by ADB's wide-ranging Tonle Sap Initiative.<sup>12</sup> It builds on early work by ADB,<sup>13</sup> UNDP,<sup>14</sup> FAO,<sup>15</sup> and UNESCO<sup>16</sup> as well as the Government's decision to establish the TSBR. Efforts by the Government, in conjunction with outside assistance, to act on international commitments regarding biological diversity, the protection of wetlands, or prevention of trade in endangered species also form the basis for the Project, as do associated national policies.<sup>17</sup> These include the development objective of sustainable use of natural resources and sound environmental management,<sup>18</sup> the Government's rectangular strategy,<sup>19</sup> and its decentralization and deconcentration process.<sup>20</sup>

<sup>10</sup> The drafting of this aide-mémoire was facilitated by the draft quarterly report for the period July–September 2005 prepared by the PMCO. The report tracks project implementation closely and offers pithy recommendations for improvement. It should be read in close conjunction with this aide-mémoire after it has been finalized. The PMCO is encouraged to continue to provide quality quarterly reports.

<sup>11</sup> The country strategy and program provides a focus on the Tonle Sap basin to address geographical disparities in development. This also permits a subregional focus to benefit from the broader opportunities provided by ADB's Greater Mekong Subregion program.

<sup>12</sup> ADB launched the Tonle Sap Initiative in October 2002 and, shortly thereafter, approved the loan and accompanying TA for the Project.

<sup>13</sup> 1998. *Protection and Management of Critical Wetlands in the Lower Mekong Basin*, 5822–REG.

<sup>14</sup> 1993. UNDP *Natural Resources Based Development Strategy for the Tonle Sap Area*.

<sup>15</sup> 1999. FAO. *Participatory Natural Resources Management in the Tonle Sap Region*.

<sup>16</sup> 1993. UNESCO. *Zoning and Environmental Management Plan for the Angkor Wat World Heritage Site*.

<sup>17</sup> Cambodia's obligations vis-à-vis the Tonle Sap are embodied in more than 10 treaties and conventions, including the Convention on Wetlands of International Importance especially as Waterfowl Habitat (the Ramsar Convention), 1971; the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), 1979; and the Convention on Biological Diversity, 1992. One of the core areas of the TSBR, Boeng Tonle Chhmar, was designated as one of the country's three Ramsar sites in 1999.

<sup>18</sup> *Second Socioeconomic Development Plan, 2001–2005*.

<sup>19</sup> The Rectangular Strategy aims to enhance economic growth, employment, equity, and social justice by implementing the Second Socioeconomic Development Plan, 2001–2005 and the National Poverty Reduction Strategy. The strategy is visualized as a structure of interlocking rectangles. However, the rectangular strategy does not directly address natural resource management themes.

<sup>20</sup> 2005. *Strategic Framework for Decentralization and Deconcentration Reforms*.

9. Two actions by the Government directly influenced the concept and feasibility of the Project. One was the establishment of the TSBR under UNESCO's Man and the Biosphere Program, a process initiated in 1997 that resulted in legal recognition of the TSBR by the Government in 2001.<sup>21</sup> Another was the release of some 536,000 hectares of fishing lots nationwide for management by local communities, of which a significant portion is located on the lake. The original system of fishing lots involved large initial payments with significant cash forward from sub-, and sub-sub leases. Four or five tiers of leaseholders can be identified, starting at some \$50,000–\$60,000 per concession. The system of fishing lot concessions does not provide for local community participation in the management of the Tonle Sap's fisheries, which is considered essential for sustainable use. The decision to release fishing lot areas to communities was significantly influenced by FAO's Participatory Natural Resource Management Project. In 2002, the Government confirmed its commitment to community fisheries by borrowing from ADB to develop community fisheries on a comprehensive scale under the Project. Passage of the Subdecree on Community Fisheries Management in June 2005, an action that enjoyed significant support through the Project, further confirmed the Government's commitment.

10. Hence, there are numerous incentives leading up to the Project as well as a sound and solid foundation for its present design. This can be understood also in terms of the agencies involved: the TSBR Secretariat in CNMC coordinates among project partners, primarily DOF and MOE, which together share responsibility for community-based natural resource management and biodiversity conservation in the TSBR. This arrangement reflects the Project's organization, whereas the coordination mechanism proposed for the TSBR Secretariat in the broader sphere of government and civil society involves a vastly expanded field of participants. The Project links with the National Biodiversity Strategy and Action Plan through its priority actions "aimed at clarifying ministerial jurisdictions, reducing responsibility overlap, and promoting interministerial coordination and collaboration."<sup>22</sup> A key output of component 1 of the Project is the establishment of a coordination framework and information dissemination mechanism; thus, the goal of interministerial coordination and collaboration is an indicator of progress that was evaluated during the midterm review.

11. Environmental factors on the lake are fundamental to the strategy and design of the Project. The human, biological, and physical systems that make up ecological settings within the TSBR provide food, fuel, and livelihood for some 1.2 million inhabitants on and around the lake. Regional and local environmental factors affect these ecological systems. Insight into these effects is limited by lack of access, poor historical records, and short-ranging data. Important trends may take years to manifest and similar time scales to reverse, i.e., gradual replacement of forest and fish species with less valuable or less diverse types. The effects of resource extraction and diffuse land use change and water control infrastructure, specifically irrigation barrages and hydroelectric schemes, have not been fully evaluated, and developments pose unknown risks. The Project is designed to manage environmental risk by improving human resources capable of managing changing conditions and by distributing responsibility among institutions and communities around the lake.<sup>23</sup>

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<sup>21</sup> The Royal Decree on the Creation of the Tonle Sap Biosphere Reserve was approved in February 2001.

<sup>22</sup> 2002. *National Biodiversity Strategy and Action Plan*. Remaining priority actions of the plan are also in keeping with the Project. They include capacity building of government staff and local communities and promoting the implementation of community-based natural resource management.

<sup>23</sup> In the meantime, it is expected that uncertainties about the impact of infrastructure on the lake's hydrology will be alleviated through 2005. *Study of the Influence of Built Structures on the Fisheries of the Tonle Sap*, TA 4669–CAM.

12. The Project is at the midpoint in the five-year implementation timeframe that stretches from 2003 to 2008. Hence, the midterm review aimed to critically examine output accomplishment for the three components, details of which are described in the following sections of this report. The strategic overview provides a basis for broadly assessing project activities in relation to the goal and objective, and against the background within which the Project was conceived.

### III. STATUS OF PROJECT IMPLEMENTATION

#### A. Actions Taken on Issues Identified by the Last Loan Review Mission

13. To improve project performance, the loan review mission of December 2004 contained recommendations from the loan review mission workshop held in Siem Reap on 8–9 December 2004 as well as a list of follow-up actions needed to accelerate accomplishment of project outputs. These recommendations and follow-up actions were promptly addressed at the PSC meeting held in Phnom Penh on 19 January 2005. Responses were considered for each item and a summary of actions taken or in early progress was sent to ADB.

#### 1. Recommendations from the Loan Review Mission Workshop

Recommendation	Follow-up Action Taken
<p>a. DOF should consult Director, DOF and arrive at a modality for deputizing local community officers to promote enforcement of existing fisheries laws in close coordination with the police. Workable arrangements that achieve this exist in neighboring countries, such as the Philippines.</p>	<p>a. DOF asserts that civil law does not permit communities to enforce fisheries laws. However, members of the community can cooperate with the local police to prevent illegal activities. Provincial fisheries officials also enforce the Fisheries Law. There are reported cases in which local community members enforce Fisheries Law. The Subdecree on Community Fisheries Management provides for community fisheries to "Cooperate with the Fisheries competence to suppress all fisheries violations in the community fishing area. In cases of urgency and need, the community fisheries can request intervention by nearby competent authorities to seize evidence of the fisheries violation and detain the offender then send him or her immediately to a competent fisheries officer to deal with the offense in accordance with the law."</p>
<p>b. DOF should confirm the status of the draft Fisheries Law and associated Subdecree on Community Fisheries Management. It should also crosscheck the acceptability of the text currently incorporated into the Subdecree and expedite passage of the legislation.</p>	<p>b. The Subdecree on Community Fisheries Management was signed into law by the Prime Minister on 10 June 2005. Four <i>prakas</i> (guidelines) pursuant to the Subdecree on Community Fisheries Management are being prepared to support implementation, which are expected to be approved shortly after the beginning of the New Year. There is no movement on the revision to the Fisheries Law.</p>
<p>c. The Tonle Sap Fisheries Management Task Force only met when it confirmed its terms of reference. It should meet more often to take up critical questions such as seasonal migration of people into the fishing areas on the Tonle Sap and demarcation. DOF should consider assigning tasks to the Tonle Sap Fisheries Management Task Force to spur its activation. It should, for instance, consider how to introduce the concept and format of the "burden book" for use in providing a running record for the management of community fisheries. Project</p>	<p>c. There is no change on this from the report provided to ADB on 17 February 2005. The terms of reference of the Fisheries Management Task Force are pending approval. Once approved, the Task Force will be more active. FAO's team has held no formal meetings with the Fisheries Management Task Force. However, recently a meeting between the PIO, PIUs, and Provincial Fisheries Offices have been conducted. Such meetings will continue.</p>

Recommendation	Follow-up Action Taken
personnel could provide assistance to the Tonle Sap Fisheries Management Task Force in this regard.	
d. DOF should provide consistent allocation of funds for the PIUs.	d. Initially the amount of advance to individual PIUs of DOF was set at \$5,000. At the request of DOF, sometime in March 2005, ADB agreed to raise the ceiling to \$10,000 per PIU, where it now stands.
e. The PIO in DOF should acknowledge and comment on the monthly reports prepared by the PIUs. These reports should follow the same format used by the international and domestic consultants in preparing monthly progress notes. The PIO in DOF should also review and comment on the work plans of the PIUs.	e. The report of 17 February 2005 states that "The Project has provided a uniform report format to all project components including the PIO in DOF. The PIO in DOF made a series of visits to all PIUs to improve communication between PIO and the PIUs. The PSC asked VSOs to assist the PIUs in preparation of report and training on internet." Further work has been done to train PIUs in reporting, and typically reports are received monthly from all PIUs, then consolidated by the PIOs for the quarterly report. Members of staff of the PIOs and PIUs are increasingly able to manage reporting without the assistance of the VSOs.
f. MEF should prepare a letter of support to the PIO head in DOF to endorse the opening of provincial holding accounts.	f. Provincial holding accounts are open and in use.
g. The PMCO should examine issues related to redefining the boundaries of community fisheries, provide a recommendation on what can be accomplished under the Project, and report on the matter.	g. The report of 17 February 2005 indicated that a meeting would be held on this topic in the "very near future". No such meeting was held, as it seemed more appropriate for FAO's team to address the problem. A methodology for boundary demarcation and resource mapping is under development by FAO. Various field conditions are being tested by the PIUs. In Kompong Thom, existing community fisheries are being consolidated, as the original ones set up by the Gesellschaft für Technische Zusammenarbeit were found to pose problems in the sharing of resources. In Siem Reap, community fisheries are being broken into smaller entities, the original ones set up through FAO's early work there having been found too large. Much is to be learned by experimentation, and optimal approaches will emerge in time.
h. The PMCO should prepare terms of reference for extension of the international consulting services that relate to policy and strategy in the TSBR Secretariat. The terms of reference should include policy analysis and preparation of near-term actionable work plans for the TSBR Secretariat in line with the strategic vision of the Project.	h. The terms of reference have been prepared and work is being implemented. The assignment came to a close in August 2005.
i. The PMCO should improve communications links between the PIOs and the PIUs and among the PIUs, including better dissemination of reports and other project documentation. The PMCO, for instance, should ensure that its quarterly reports reach the PIUs and contain an executive summary in the Khmer language.	i. Communications seem to be fluid throughout the Project, assisted to an extent by the PMCO. Quarterly reports are disseminated more widely and a summary is translated into Khmer.
j. The PMCO should put together a project communication strategy, incorporating inputs from the volunteers, leading to a coherent overall approach to information sharing, and consistent with outputs from components 1 and 3 that relate to information, communications, education, and awareness raising.	j. A communications framework was prepared for the Project. People involved in communications issues, e.g., project management, environmental education and awareness raising at the community level, and communication of scientific and technical information) are aware of their domains and methods. Key communications components are

Recommendation	Follow-up Action Taken
	mobilized or soon to start, e.g., the national environmental education and awareness campaign, TSBR-ED, and the environmental awareness, education, and outreach program.
k. The international and domestic consultants should train members of staff of the PIUs in the use of the Internet.	k. Training the members of staff of the PIUs is urged on VSOs. However there is not a great willingness to use the internet among the former. Use of the English language is probably the greatest impediment. Maintenance of internet accounts also constrains use, as costs are high.

## 2. Follow-Up Actions from the Loan Review Mission

Follow-up Action Requested	Follow-up Action Taken
a. CNMC, DOF, MEF, and MOE should debate each analysis of output accomplishment, refine it as warranted, and take with all speed the actions deemed necessary to improve activities. CNMC, DOF, MEF, and MOE should ensure that discussion of output accomplishment and decisions on improvement of activities becomes routine.	a. Output accomplishments accompanying the quarterly reports are routinely debated and discussed by project officers. Decision is routinely made for improvement of activities against intended project outputs.
b. MEF should make every effort to finalize review of DOF's letter of agreement with FAO before 31 December 2004.	b. The letter of agreement was approved on 4 January 2005. FAO's team is involved in its work.
c. CNMC and MOE should rescind the two proposals for direct selection of UNESCO and seek elsewhere the services required.	c. Both contracts have been awarded through other channels. Work is underway on the national environmental education and awareness campaign and the TSBR-ED will begin early January 2006.
d. MEF, but also MAFF, should speed up consideration of pending approvals and contracts, many of which are on the critical path of the Project.	d. Contract approval no longer poses an obstacle to smooth project implementation.
e. MAFF and MEF should delegate authority to operational levels and use procurement committee meetings and consultants selection committee meetings as the venue for multi-agency decision-making.	e. The report of 17 February 2005 stated the position of the PSC: "MEF informed that a manual of Standard Operating Procedures will soon be officially circulated for use, which delegate more authority to the project director and Consultant Selection Committee in the approval process. At the same time, the check and approval process still requires involvement of senior officials in MEF."
f. The funds drawn from the imprest account to cover the Government's portion of financing must be returned immediately.	f. Reimbursements were made shortly after the problem was noted. Since then imprest account ceilings have been increased, which assists greatly in alleviating future problems.
g. MEF should comply fully with the provisions and requirements on counterpart funding covenanted in the Loan Agreement.	g. This is being complied with, as described in f. above.
h. The PIO head in DOF should ensure that the monthly reports submitted by the PIUs are acknowledged and systematically provided with feedback.	h. This has been resolved.
i. The PIUS should make full and judicious use of the services of the volunteers. The volunteers should be kept informed of all decisions regarding the Project and their accomplishments should be given the consideration that voluntary work deserves.	i. VSOs are actively involved in work. Conditions have improved markedly for the volunteers since FAO's work began and as a result of the recommendation.

Follow-up Action Requested	Follow-up Action Taken
j. CNMC, DOF, and MEF should take prompt steps on the recommendations of workshop participants. The PMCO should inform ADB of the actions taken not later than 31 January 2005.	j. Actions have been taken on these items.
k. The PMCO should detail what additional international consulting services are needed to establish a shared vision on and shared goals for the TSBR and development of common policies, articulate the policy coordination mechanism, and finalize the structure and function of the TSBR Secretariat.	k. The second phase of work has been completed. A VSO has been recruited and policy work continues within the TSBR Secretariat.

## B. Status of Project Components

### 1. Design Summary

14. The project design anticipates that accomplishment of three components and their related outputs and activities will enable the Project to achieve its objective.

15. **Component 1: strengthening natural resource management coordination and planning for the TSBR.** The monitorable outputs of component 1 are

- establishing a coordination framework and information dissemination mechanism;
- mapping the TSBR; and
- improving regulation and management planning.

16. **Component 2: organizing communities for natural resource management in the TSBR.** The monitorable outputs of component 2 are

- Formulating an Implementation Structure.
- Empowering Communities.
- Evaluating Technical Packages in Support of Sustainable Livelihoods.

17. **Component 3: building management capacity for biodiversity conservation in the TSBR.** The monitorable outputs of component 3 are

- enhancing management capacity;
- developing systems for monitoring and management; and
- promoting biodiversity conservation awareness, education, and outreach.

### 2. Accomplishments Under the Project as a Whole

18. Project implementation has been delayed in a number of respects and some of the outputs anticipated in the project design have not been achieved according to their specified milestone dates. Contracting for services has generally fallen behind, whereas procurement, operations and recruitment of counterpart staff have been on schedule. Examples of delays include the proposed service contracts with UNESCO under output 1.1, delayed by an average of 20 months in excess of milestone dates, output 1.2, delayed by about 12 months, outputs 2.2 and 2.3 (related to FAO's service contract), delayed by about 12 months, and all component 3 outputs, delayed by one year or more. These estimates of delay are made with reference to the indicative activities schedule set out in the project documents. It is not easy to assess, nor perhaps necessary to analyze in detail, the actual effect of these delays on overall project performance: only FAO's service contract is closely linked to the critical path for the Project, and further, the concept of a strict schedule is not directly applicable to a capacity building project

such as this and did not underpin project design. In relation to component 2, the contract with FAO was approved in January 2005, FAO's team mobilized in March 2005, and component 2 is intended to run for three years. There is sufficient time for it to be completed before the loan expiration date but FAO's team must make absolutely certain that there are no further delays. FAO's team leader should take a more incisive leadership role and bring about a more hard working and deliberate effort on the part of project personnel associated with component 2. Component 3 spans 7 years and will continue until the end of 2011.

19. The delays have nevertheless cost the Project valuable time and frustrated counterpart staff, the consultants, and the VSOs.<sup>24</sup> In particular the members of staff of the PIUs in DOF had little to engage their efforts between the time of their recruitment and a year later once the operations budgets and initial work plans for the PIUs were put into effect to mobilize field work for the Community Fisheries Baseline Assessment. Further delays in mobilizing the members of staff of the PIUs resulted from the lack of an approved work plan prepared by FAO's team. The VSOs have in some cases been in the field for a year without benefiting from the broader strategy to be put into place by FAO's team. Legal and policy issues within the TSBR Secretariat depended on consulting inputs<sup>25</sup> which, though slightly delayed, in some respects may have occurred too soon to benefit from the work to be undertaken in components 2 and 3. (Nonetheless, the final report on these inputs provides substantial analyses and recommendations on (i) policy analysis, policy formulation, prioritization, and coordination in support of management of the TSBR, and (ii) a strategy for the TSBR Secretariat. These now need to be shared with key stakeholders and acted upon: this is the rationale behind the quarterly interministerial meetings referred to in the project documents.) Finally, scheduling and implementation of some outputs, such as the national environmental education and awareness campaign, the TSBR-ED, and orthophotomapping, are not optimal in relation to other project activities. A key example is orthophotomapping, which, combined with rendering of the maps, should precede boundary/resource mapping under component 2, development of core area management plans under component 3, and development of the TSBR-ED under component 1. While orthophotomaps will be available before end of 2005, geographic information system (GIS) related work will not start until that time.

20. The delays in project implementation are reflected in the large disparities between projected and actual expenditures for the Project. A management letter accompanying the independent financial audit for 2004<sup>26</sup> noted delays in execution of key contracts and itemized variances between actual expenditure and annual budgets across all imprest accounts. The letter stated that

"Delays in execution of project activities would result in pushing back the attainment of project objective and outputs, which could eventually jeopardize attainment of the Project's overall objectives. Management time and resources may also be wasted in the planning process."

21. Those involved in the Project regret the delays that have occurred, but no one was directly responsible for their occurrence. The main difficulty stemmed from lack of a clear modality for engaging agencies of the United Nations (FAO and UNESCO) under the rules of

<sup>24</sup> There are about 27 international and 29 domestic consultant positions on the Project, requiring about 273 and 893 person-months, respectively. Around 140 Government personnel serve as counterparts on the Project plus an additional 10 national counterparts that are engaged through FAO's contract. Finally, there are 10 VSO positions, of which 3 remain to be filled.

<sup>25</sup> Two policy and strategy advisors were engaged separately over two phases. Both inputs were completed before the inception period strategies for components 2 and 3 were approved.

<sup>26</sup> Letter dated 28 September 2005 from KPMG Cambodia Ltd.

MEF. Attempts to finalize contractual arrangements with UNESCO were eventually dropped, with measurable disappointment on both sides of the negotiating table. A contract with FAO was signed but only after a long and drawn out, sometimes acrimonious process. It simply has to be acknowledged that the ways of doing business of United Nations agencies<sup>27</sup> differ significantly from those of ADB and MEF.

22. A benefit of the delays experienced by the Project is that there is now a clear understanding of the integration of project components among project personnel. A number of coordination mechanisms have been put into place and staff generally understand how training, environmental education and awareness, mapping and associated GIS, policy and regulatory framework coordination and reform, and assistance to livelihoods activities are to be implemented among the three components.

23. The Community Fisheries Baseline Assessment conducted at the initiative of the PMCO provided a means for mobilizing PIU staff for field work and preparing valuable data prior to arrival of FAO's team. It provided a set of tasks for the PIUs around which work planning, budgeting and reporting guidelines could be formulated. It had the added benefit of reinforcing awareness among PIU staff of the critical elements comprising community fisheries and the factors that impinge upon them. The work was initiated by the PMCO in July 2004 with the agreement of the PIO in DOF. The PMCO prepared the questionnaire based on the technical outputs of TA 3993–CAM: *Improving the Regulatory and Management Framework for Inland Fisheries* and translated the questionnaire, which was then refined jointly with the PIOs in DOF and MOE. In the meantime, PIUs were instructed on use of guidelines,<sup>28</sup> and work plans were prepared for performing the survey. Once budgets were in place and cash advances provided to the PIUs, the survey work began. It was completed by the end of the first quarter of 2005. The PMCO prepared a Microsoft Access database for use in processing the data, which was entered into the database by the PIO in DOF.<sup>29</sup> Data were available for analysis by June 2005. The database has proven useful for gaining an initial understanding of conditions among community fisheries on the lake. The Community Fisheries Baseline Assessment has been very beneficial in terms of mobilizing systems and personnel, and for providing useful background information in line with the Project's objective. It provides the most comprehensive set of data on the Tonle Sap's community fisheries thus far available, and provides the best means identified thus far for post-project monitoring and evaluation of accomplishments under component 2. The Mission congratulates the PMCO, the PIO in DOF, and those who contributed to planning and execution of the Community Fisheries Baseline Assessment.

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<sup>27</sup> Similar concerns did not surface with UNDP for the obvious reason that component 3 is for the most part financed by a grant from the Global Environment Facility.

<sup>28</sup> A workshop was held in Siem Reap among project personnel on 25–26 August 2004 to introduce the community fisheries baseline assessment and the various guidelines for work planning, budgeting and reporting.

<sup>29</sup> A report should be prepared that describes the result of the original survey for placement on the Tonle Sap Initiative website.

### Community Fisheries Baseline Assessment

**Community Fisheries Baseline Assessment.** Work toward the Community Fisheries Baseline Assessment aimed to mobilize the PIUs to progress the objective of the Project. The baseline assessment evaluation form purported to identify and inventory all populations in the TSBR that might develop community fisheries.<sup>30</sup> The form was then used to identify community fisheries at any stage of development, whatever their origin or current status. These elements were accomplished by Parts I—III of the form, covering three pages and completed only once for each province near the lake. Part IV of the form was completed for each existing community fisheries, regardless of its current status.<sup>31</sup> Part IV covered the remainder of the questionnaire, five pages containing 72 questions in the categories of demarcation and mapping, administration, population, economy, and environment and resource assessment. The questionnaire requested information on the current status of the community fisheries as well as conditions faced by the community, such as population and ethnicity, migrants, paths of access, and factors affecting the environment. Application of the questionnaire in a comprehensive fashion before FAO's work provided a basis for monitoring and evaluation of project outputs found under component 2 in the design and monitoring framework Project. Further, the questionnaire will provide FAO's team with information for developing its work plan.

**Summary of the Community Fisheries Baseline Assessment Results.** Despite some 30 or so noted deficiencies either in the questionnaire or general responses, the community fisheries baseline assessment produced relatively consistent data for community fisheries on the lake that can be used for global evaluation, spatial comparisons, and hopefully for determining trends once/if future sets of data are obtained. There appears to be 152 community fisheries that currently exist in some form or the other in the five provinces. A brief data analysis is provided in the following paragraphs.

**Boundaries.** 93 community fisheries (61%) answered yes to the question "Is there a boundary for the community fisheries?" 126 community fisheries (83%) described that their boundaries were established based on administrative boundary (54), fishing lot (18), or both (54). Within the administrative boundary category, of 125 community fisheries reporting, provincial boundaries (15), district boundaries (34) and commune boundaries (51) serve as community fisheries boundaries. Fewer community fisheries answered yes to having boundaries than were able to describe their boundaries because of an ambiguity in the phrasing of questions, though one can assume that some answered no when relying on an administrative boundary. More importantly is that administrative boundaries are weak boundaries, unattached to the presence or absence of fisheries resources, and sensitive to encroachment from contrary land uses within the community fisheries space. Actual land use varies with seasonal hydrological change, and use of administrative boundaries may not guarantee claims to resources within the community fisheries area so-designated.

**Administration.** In response to the question "Has the community received support from nongovernment organizations (NGOs), government organizations or projects to inform and support development of community fisheries?", 136 community fisheries (~90%) answered yes. Of these, 52 (41%) received support from bilateral and multilateral aid agencies, 66 (52%) were supported by 13 different NGOs, and nine (7%) report being supported by government agencies and programs. NGO support has been significant, as has international support. The data can be made to reveal which support has been most effective in helping to achieve such advances as coverage of communities by the Community Fisheries Development Organization (CFDO), existence of writs and bylaws, and numerous other attributes, by comparison of responses to other questions with sources of support.

**Environment.** Results of the questionnaire related to population and economy are not addressed in this brief review. Concerning "environment", a yes response was provided for 126 community fisheries (83%) to the question "Does 60 percent or more of the total population depend primarily on the community fisheries for their livelihood?" Whereas only 45% report that flooded forest (either scrub or gallery) covers more than 60 percent of the land area of the community fisheries. Some 55% of community fisheries report brush fires within the last 3 years. Some 50% have land set aside for conservation. Some 34% of community fisheries are reported to contain biodiverse ecosystems, and 34% have established a fish sanctuary within its boundary. Blockage of upstream or downstream passage of migratory fishes by fishing gear (arrow traps, for instance) is three times more prevalent than blockage from man-made structures. Concerning questions whether alternative land uses have affected fish rearing, whether significant amounts of water pollution are prevalent in the community fisheries, and whether adjacent fishing lots affect fish yield, positive answers are reported at 39%, 46%, and 35%, respectively.

**Caveat.** There has been criticism of the baseline assessment in terms of its goal form and methods. It is likely that any data item can be found lacking in some respect and it would be a mistake to take any statement as hard fact. Such statements as those that are made in the previous paragraphs are only summaries of what the PIUs in DOF, working for the most part unsupervised, report on their forms. Once one understands this, plus other validity

<sup>30</sup> This criterion has been difficult to apply: the community fisheries baseline assessment attempts to identify all communities within the annually recurring flood zone of the lake, a definition generally concurrent with the TSBR buffer zone, or the area below 8 meters above mean sea level.

<sup>31</sup> This too has caused confusion since a number of community fisheries in Kompong Thom that were organized by NGOs as natural resource management units do not have any status as community fisheries by DOF. The decision was made to omit these units during the Community Fisheries Baseline Assessment.

<b>Community Fisheries Baseline Assessment</b>
<p>limitations of the data, its use can be further clarified. It is intended, in any event, that the baseline assessment form will be refined. The PMCO should invite comments from the PIUs on the validity of data. It should also conduct the survey again at end-year 2006 to obtain an additional complete dataset for comparison with the original.</p>

24. In conjunction with work initiated for the Community Fisheries Baseline Assessment in the third and fourth quarters of 2004, systems for PIU work planning, budgeting, and reporting were prepared by the PMCO and the PIO in DOF and put into place among the PIUs in DOF. The PIO in MOE also instituted similar systems among its PIUs. Actual systems currently in use probably reflect a relaxation of those originally proposed. Third generation imprest accounts to cover the operating costs of the PIUs were cleared by ADB and MEF and are in use, with advance ceilings of \$10,000 for the accounts of the PIU in DOF accounts and \$2,000 for the accounts of the PIU in MOE. The systems alluded to in the project administration memorandum for the Project that relate to project management and organization (Appendix 3 therein) and the terms of reference for consultants<sup>32</sup> (Appendix 6 therein) are in place, awaiting full implementation of field activities by FAO's team and project personnel associated with component 3 and the national environmental education and awareness campaign to work out their difficulties and undergo any necessary refinement.

25. Another area of accomplishment is the procurement of equipment and civil works, an activity that, with a few exceptions, is now complete. Transport equipment, e.g., boats, motorcycles, and pickups; computer equipment; office equipment and furniture; field survey equipment; and other types of equipment have been purchased and are in use. The PIUs in DOF and MOE in the five provinces have been renovated or rebuilt from previous Provincial DAFF and DOE offices. Two stationary Core Area Management Centers are being built (one is complete and one is poised to begin construction in early 2006), and three floating centers are being fabricated and will be towed to location later in 2005 or early 2006.

26. The regulatory basis for community fisheries management is now in place supported by the Project through its companion TA project and by a covenant in the Loan Agreement. The draft Fisheries Law prepared in 1998 and commented on by TA 3993–CAM: *Improving the Regulatory and Management Framework for Inland Fisheries* has not yet been ratified by the National Assembly. Nevertheless, the Subdecree on Community Fisheries Management was approved in June 2005 and related *prakas* are being prepared to provide necessary details on implementation. These should be in place by early 2006. To expedite their passage, DOF should seek peer review from international experts in legal affairs, the environment, fisheries, and institutions and then conduct public consultation. The general assessment among project personnel is that the regulatory framework is sufficiently in place to allow community fisheries management to proceed.

### **3. Analysis of Output Accomplishment**

27. Project implementation will span five years (Appendix 2). To focus attention on the cause-and-effect relationships between the basic elements of project design (as laid out in the design and monitoring framework) and to work out measures to resolve the problems affecting project implementation, the Mission and the PMCO carried out detailed analyses of project output accomplishment for components 1 and 2.<sup>33</sup> The analyses related to whether the targets

<sup>32</sup> Specifically those of the project management advisor and the fisheries management advisor, and those in Section D that relate to reporting.

<sup>33</sup> A synopsis of accomplishments under component 3, including the Capacity 21 program grant, is given below. Details are to be found in UNDP's project reports.

for each of the six project outputs are being achieved, how the activities required to accomplish each output are being implemented (giving details of strengths and weaknesses), and how implementation of the activities can be improved (proposing changes and justifying the recommendations). Based on these analyses, this aide-mémoire itemizes specific action plans to improve activities (Appendix 3). The Mission identified in particular

- the need for FAO's team to emphasize relations with PIUs, detail the logistical aspects of work planning, and enjoy the full backing and timely support of the PIO in DOF;
- the need to heed the prioritized needs of community fisheries and have these guide the work plan and effort; and
- the need to revisit the general approach to community organization contained in the project documents, recall that the project design spells out a role for NGOs, and work out a plan to leverage it.

28. Failure to recognize, immediately, these imperatives would constitute a serious threat to the Project. Other threats to the Project, as well as direct and practicable responses thereto, were discussed and endorsed unanimously during the midterm review mission workshop (see Section IV. A below). Notwithstanding, the Mission reckons that much preparatory work has been made, that momentum has been gained and that many remaining outputs should, henceforth, be delivered expeditiously. CNMC, DOF, MEF, and MOE should debate each analysis of output accomplishment, refine it as warranted, and take with all speed the actions deemed necessary to improve activities. CNMC, DOF, MEF, and MOE should ensure that discussion of output accomplishment and decisions on improvement of activities becomes routine.<sup>34</sup> The project management advisor, the fisheries management advisor, now on sick leave, the team leader of FAO's team, and the team leader of the Tonle Sap Conservation Project also need to elaborate further how the activities are being implemented, how they can be improved, and what action plans are necessary to improve the activities.

### C. Contract Awards and Disbursements

29. As of 30 September 2005, about \$6.93 million (57%) and \$4.03 million (33%) of ADB's loan of \$12.0 million current equivalent had been contracted and disbursed, respectively. In 2005, about \$5.29 million (90%) of contract awards and about \$2.26 (59%) disbursements have been achieved. Delay in the finalization of the service contracts with FAO and the TSBR-ED has significantly affected disbursements.

#### Status of Loan Utilization<sup>35</sup> (\$)

Category	Category Name	Allocation	Contract	Uncontracted Loan Balance	Disbursed	Undisbursed Loan Balance	Undisbursed Contract Balance
01	Civil Works	319,680	113,652	206,028	113,652	206,028	0
02A	Vehicles	695,343	427,550	267,793	427,550	267,793	0
02B	Equipment &	224,113	375,038	-150,925	333,538	-109,425	41,500

<sup>34</sup> This is part and parcel of the clear-sighted approach to bridging the Project's planning and management gaps proposed by the fisheries management advisor at the loan review mission workshop held in Siem Reap on 8–9 December 2004. The fisheries management advisor referred in particular to the need to fill the gap between PIO and PIU work plans, based on the solid framework laid by the project documents.

<sup>35</sup> As of 30 September 2005.

Category	Category Name	Allocation	Contract	Uncontracted Loan Balance	Disbursed	Undisbursed Loan Balance	Undisbursed Contract Balance
	Boats						
3	Training & Workshops	347,683	42389	305,294	42389	305,294	0
04A	International Consultant	3,691,641	5,409,084	-1,717,443	1,694,932	1,996,709	3,714,152
04B	Domestic Consultant	2,155,259	27,000	2,128,259	23,100	2,132,159	3,900
05A	Aerial Photography & Mapping	823,491	331755	491,736	167889	655,602	163,866
05B	Surveys, Investigations & NGOs	818,808	23289	795,519	23289	795,519	0
06	Operation & Maintenance	1,594,846	175,300	1,419,546	175,159	1,419,687	141
07	Interest Charge	326,903	0	326,903	31,142	295,761	0
08	Unallocated	1,017,521	0	1,017,521	0	1,017,521	0
99	Imprest Account	28,499	0	28,499	1,000,000	-971,501	-1,000,000
	<b>Total</b>	<b>12,043,787</b>	<b>6,925,057</b>	<b>5,118,730</b>	<b>4,032,640</b>	<b>8,011,147</b>	<b>2,923,559</b>

<sup>a</sup> The allocation in the imprest account is a balancing figure.

<sup>b</sup> The disbursed amount includes advances to the imprest account plus interest charges.

Source: Asian Development Bank.

#### D. Budget Allocation

30. For 2005, a budget of \$5.08 million has been allocated for the Project, out of which \$0.92 are counterpart funds. As in 2004, delay in the release of counterpart funds has led the executing and implementing agencies to draw on the imprest account to cover the Government's portion of financing.

#### E. Status of Compliance with Loan Covenants

31. Major loan covenants relate to (i) the executing agency, (ii) the PSC, (iii) the PMCO, (iv) the PIOs, (v) NGOs, (vi) counterpart funds, (vii) the regulatory framework, (viii) mapping, (ix) gender, (x) ethnic minorities, (xi) project performance monitoring and evaluation, and (xii) involuntary resettlement. Particular covenants have also been specified. The Borrower only partly complies with the provision on counterpart funds. The Loan Agreement specifies that the Borrower shall ensure that all necessary counterpart funds for project implementation are provided in a timely manner and, to such end, the Borrower shall make timely submissions of annual budgetary appropriation requests and take all other measures necessary or appropriate for prompt disbursement of appropriated funds during each year of project implementation. This has not been the case so far and the executing and implementing agencies have been forced to draw on the imprest account to cover the Government's portion of financing. For the second year running, the Mission requests that MEF should comply fully with the provisions and requirements on counterpart funding covenanted in the Loan Agreement. Pleasingly, the Borrower and the executing and implementing agencies have complied in timely fashion with the other covenanted provisions and requirements, as detailed in the status of compliance with specific sector, environmental, social, financial, and other matters (Appendix 4).

## **F. Audit**

32. The Loan Agreement specifies the submission of audited financial statements not later than nine months after the end of each fiscal year. ADB received the first audit report, covering FY2003, on 4 October 2004. The audit reported no major issues. It made recommendations for reconciliation of monthly bank accounts, separation of accounts and petty cash management, and competitive quotations for procurement of equipment. The executing and implementing agencies have accepted the recommendations. The Mission congratulates MEF for its timely appointment of an auditor. For FY2004, the audit report was due last 30 September 2005 but it has not yet been received. The PMCO has informed ADB that audit has been completed but is yet to be finalized. The PMCO must ensure that the audit report for FY2004 is finalized and submitted to ADB promptly.

## **G. Project Implementation Arrangements**

33. A PSC chaired by the minister of MAFF has been established to advise on project implementation, provide a mechanism for resolving implementation problems that go beyond single ministerial mandates, and review progress. Pleasingly, the PSC has met regularly.<sup>36</sup> PIOs have been set up in DOF, the Department of Nature Conservation and Protection within MOE, and the TSBR Secretariat. Senior members of staff of these institutions have been appointed as PIO heads and are now supported by full-time administrative, financial, and secretarial members of staff to supervise and manage direct implementation activities under the Project. PIOs, in consultation with PIUs, are planning and budgeting project activities and, as required, supervising and monitoring provincial-level field activities through the PIUs. Their rapport may need further detailing and more regular meetings. PIUs have also been set up in the project provinces in the Office of Fisheries in the Department of Agriculture, Forestry, and Fisheries and in the Department of Environment. Senior members of staff of these institutions has been seconded on a full-time basis as PIU head and are supported by full-time administrative, financial, and secretarial members of staff to implement activities in the project provinces. Much effort has been devoted to activating the PIUs, for a while now with the help of VSOs, and rehabilitation or construction of PIUs is completed.<sup>37</sup> The project coordinator and PIO heads have made dedicated efforts to ensure that all project entities adhere to reporting requirements. Equally, the PIO head in DOF has ensured that the monthly reports submitted by the PIUs are acknowledged and systematically provided with feedback.<sup>38</sup>

## **H. Project Monitoring and Coordination**

34. The PMCO was established early to assume responsibility for integrating operations. It is located in the TSBR Secretariat, and the permanent deputy (environment) of the secretariat was quickly appointed as project coordinator. A project management advisor, a finance and administration specialist, and full-time administrative, financial, and secretarial members of staff were engaged early to assist him. The PMCO is responsible for project coordination, including consolidating financial statements, harmonizing equipment specifications and procurement procedures, scheduling project activities, and general administration. The three divisions of the TSBR Secretariat have provided the PMCO with day-to-day technical support. Coordination

<sup>36</sup> At appraisal, it was envisaged that the PSC would meet every 6 months and, if possible, concurrent with CNMC board meetings.

<sup>37</sup> However, the imminence of large-scale field work under component 2 probably warrants an audit of equipment, facilities, capacities, and skills to identify remaining needs or shortcoming for near-term remediation.

<sup>38</sup> This recommendation is in line with the cogent argument for a communication strategy made by the volunteer based in Siem Reap, on the occasion of the loan review mission workshop.

among PIUs at the provincial level commenced early despite delay in the commencement of FAO's services. The experience of monitoring and coordination has been good and keeps on improving. Nonetheless, the PMCO should lay out more clearly the reporting requirements for the Project in the face of occasional confusion in the PIOs and PIUs.

## I. Status of Consulting Services

35. At appraisal, it was expected that the Project would use, over the five-year period of its implementation and in several packages, 271 person-months of international consulting services and 1,402 person-months of domestic consulting services.<sup>39</sup> Contracts for major consulting services have now been awarded (Appendix 5). The remaining consultancy contracts, which are expected to be awarded during the year, relate to the TSBR-ED, GIS mapping services, and engagement of a finance and administration specialist in the TSBR Secretariat. A summary of consulting services requirements at appraisal, as contracted, and as utilized is shown below.

### Summary of Consulting Services (as of 31 September 2005)

	Person-Months			
		At Appraisal	As Contracted	Utilized
Component 1	International	104	114	69
	Domestic	169	149	56
Component 2	International	86	104	23
	Domestic	910	450	100
Component 3	International	81	49	10
	Domestic	323	298	11
<b>Total</b>	<b>International</b>	<b>271</b>	<b>267</b>	<b>102</b>
	<b>Domestic</b>	<b>1,402</b>	<b>897</b>	<b>167</b>

## IV. OTHER MATTERS

### A. Midterm Review Mission Workshop

36. On 19–20 December 2005, the Mission cochaired in Siem Reap, with the project coordinator and the PIO head in DOF, a midterm review mission workshop organized to strengthen understanding of the Tonle Sap Initiative and the Project's contribution to its accomplishment. The workshop attracted about 85 participants from CNMC, DOF, FAO, MOE, the Tonle Sap Initiative Coordination Unit, UNDP, and VSO. It gave opportunities to discuss issues deemed critical to the Project, in the context of the Tonle Sap Initiative. The workshop was considered by all a success. It generated timely and practical suggestions for improvement. The PMCO, DOF, and MOE should take prompt steps on the recommendations of the workshop's participants. The PMCO should inform ADB of the actions taken not later than 31 January 2006.

<sup>39</sup> This includes the international and domestic consulting services associated with TA 3993–CAM: *Improving the Regulatory and Management Framework for Inland Fisheries*.

<b>Recommendations from the Midterm Review Mission Workshop</b>	
PMCO	<p>a. The PMCO should lay out more clearly the reporting requirements for the Project. Pursuant to this, it should review and circulate the draft communications framework, receive any further comments from project personnel, update the framework, and distribute it as guidance for reporting and other forms of communications.</p> <p>b. The PMCO should ensure that the agenda for the next meeting of the PSC, scheduled for January 2006, will include the question of empowering communities for enforcement of fishing or fishery resource related laws and regulations. Further, the PMCO should invite the attendance of the Minister of Interior (or his representative) at the PSC meeting. At the meeting itself, the PMCO should move to include the Minister of Interior on the PSC and obtain a vote on the matter among the members of the PSC.</p> <p>c. The PMCO should coordinate an audit of the physical facilities, equipment, capacities, and skills of the PIUs and identify any outstanding needs or shortcomings for near-term remediation.</p> <p>d. The PMCO should receive comments from the PIUs on the validity of data obtained through the Community Fisheries Baseline Assessment (c. 1/2005). The PMCO should coordinate the conduct of a survey update around the end of 2006 to obtain an additional complete dataset for comparison with the original data. A report should be prepared that describes the result of the original assessment, for placement on the Tonle Sap Initiative website. These last two activities should be facilitated by the PIO in DOF and receive inputs from the VSO that based in it.</p>
DOF	<p>e. To expedite the passage of the <i>prakas</i> for community fisheries management DOF, with the assistance of FAO's team, should seek peer review from international experts in legal, environment, inland fisheries, and institutions, to review (free of charge) the draft <i>parkas</i> prior to their presentation in public consultation forums. FAO's team should assemble the comments from peer review, weigh and vet the comments, and provide a synthesis to DOF for its consideration. The milestone date for approval of the <i>prakas</i> by the Minister of MAFF should be the end of January 2006.</p> <p>f. The DOF should monitor more closely the performance and accomplishments of the VSOs, perhaps through inclusion of a paragraph related to this in the monthly reports of the PIUs. Further, the PIO in DOF and the VSOs should meet every six months to review working arrangements and identify any difficulties in conditions bearing on accomplishment of tasks.</p> <p>g. Following approval of the inception report and within one month, FAO's team should provide definitive work plans for their activities vis-à-vis each individual PIU, perhaps covering a six-months timeframe and updated on a quarterly basis, including definition of milestones of accomplishment for strengthening community fisheries, with reference to the overall challenge within the province.</p> <p>h. The team leader of FAO's team should show incisive leadership and bring about a more hard working and deliberate effort on the part of project personnel associated with component 2, including that of the PIO and PIUs in DOF, and VSOs, recognizing that the team's role is dependent on good will and constructive working relationships among the parties.</p> <p>i. FAO's team should consider seeking peer input from the CBNRM Learning Institute to develop a work plan elaborating how NGOs are to be used under component 2. This should be balanced with the possibility of having the PIUs develop the framework for use of NGOs in each province.</p> <p>j. Concerning output 2.3, the following aspects are noted and recommendations made:</p> <ul style="list-style-type: none"> <li>(i) The review of lessons learned is insufficient. There should be a review of previous technical packages for sustainable livelihoods to identify successes and failures, and benefit from prior experience.</li> <li>(ii) The five types of capital assets commonly associated with the livelihoods approach were referenced in the presentation at the workshop, e.g., human, social, natural, financial, and physical capital. FAO's team should retroactively evaluate the extent to which the proposed technical packages provide benefits within any or all of these forms of capital assets.</li> <li>(iii) There is a possible need for an extension of consulting inputs, which will not exceed three months. The request should originate from FAO's team, be coursed through DOF and FAO's country office for submittal to ADB with copy to the PMCO.</li> </ul>
MOE	<p>k. Live and Learn Environmental Education should provide additional information on the types of venues and media to be used in the national environmental education and awareness campaign. It should also exploit every opportunity for use of outputs and resources available from the WorldFish Center, now working on dissemination of research findings at the Inland Fisheries Research and Development Institute in DOF, including, potentially, joint media and education efforts.</p>

<b>Recommendations from the Midterm Review Mission Workshop</b>	
	<p>i. Concerning component 3, the following aspects are noted and recommendations made:</p> <ul style="list-style-type: none"> <li>(i) Cooperation between, indeed complete integration of, component 3 with the overall Project is imperative given the importance of component 3 for laying the groundwork for output 2 of the proposed Tonle Sap Sustainable Livelihoods Project. In regard to this, the project personnel for component 3 should inform and liaise with the WorldFish Center, which will be selected directly to perform technical work under that output.</li> <li>(ii) The project personnel for component 3 should coordinate work under output 3.3 with the national environmental education and awareness campaign. Both the campaign and the environmental awareness, education, and outreach program should work with FAO's team to provide environmental education contributions to FAO's information and communications work in the community fisheries.</li> </ul>
	<p>m. Concerning the activities and accomplishments of the PIO and PIUs in MOE, the following is noted and recommendations made:</p> <ul style="list-style-type: none"> <li>(i) The results of the field surveys conducted by the PIO and PIUs in MOE should be disseminated to other units in the Project, i.e., the PIUs in DOF, the PIOs in CNMC, and the PMCO.</li> <li>(ii) ADB has produced a video on the Tonle Sap. It is possible—perhaps desirable—to produce it in Khmer language and ADB will assume responsibility for that.</li> <li>(iii) The PIO in MOE should produce a matrix detailing such important factors as inputs, outputs, media, and target audiences to permit monitoring and evaluation of the national environmental education and awareness campaign. This should be available and updated in the quarterly report by the PIUs in MOE.</li> <li>(iv) The PIO in MOE should look toward securing private sector involvement in sponsorship of activities aimed at environmental education and awareness.</li> </ul>

## **B. Project Steering Committee Meetings**

37. Beginning July 2004, the PMCO has organized PSC meetings every six months. Three such meetings have been held so far. The meetings fulfill a very useful function by bringing together the key institutions involved in the Project. By keeping these institutions informed the Project has developed a constituency that is equally available in the future for the Tonle Sap Initiative and Tonle Sap Basin Strategy. These meetings have gained the support of high-level individuals in national and provincial agencies, including ministers and provincial governors.

38. The agendas of PSC meetings typically recap the project design and provide summaries of current status, plus more detailed reports on emerging activities. Recommendations are presented to the PSC for consideration and adoption. This is considered a more effective approach than to have recommendations originate with the members themselves. For instance, at the most recent meeting, recommendations were brought before the PSC in respect to (i) data sharing agreements with line and provincial agencies in support of the TSBR-ED, (ii) ensuring broad stakeholder participation in development of community fisheries, and (iii) support for coordinating sustainable policies in the TSBR. Another recommendation that came out of the meeting was to include a representative from the Ministry of Women's Affairs on the PSC, although no follow-up has been taken on the matter since then. This matter needs to be looked at. By the same token, pursuant to the recommendations of the midterm review mission workshop, discussed further in Section IV. F below, it would be advantageous to incorporate the Ministry of Interior in the PSC. The Ministry of Interior has a role to play in boundary delineation and is slated to become the executing agency of the proposed Tonle Sap Sustainable Livelihoods Project, with which the Project is closely associated.

39. While the PSC was prepared to voice general support for these items, there was a lack of concrete recommendations upon which the PSC could act. Meeting outputs could be improved by providing, in association with any general recommendations, details of a few specific actions that the PSC can undertake to bring about progress on specific issues. As an

example, if members of the PSC are being asked to support data sharing for the TSBR-ED, the PSC might commit to a *pro forma* agreement at the meeting, with the outcome entered into the minutes. Likewise, if the PSC members agree that a representative from the Ministry of Women's Affairs should be added to its membership, actions should be set out and responsibilities assigned that would lead to that increase. An example of concrete action occurred with agreement at the January 2005 meeting to increase imprest amount ceilings, leading to improved financial management.

### **C. Technical Assistance**

40. TA 3993–CAM: *Improving the Regulatory and Management Framework for Inland Fisheries* was approved with the Project, for \$540,000, to improve the regulatory and management framework for inland fisheries, with special attention to the Subdecree on Community Fisheries Management. TA activities began in July 2003 and concluded in June 2004. With hindsight, the relevance of TA design is judged to have been correct and its objective, terms of reference, executing arrangements, and implementation schedule are deemed to have been appropriate. TA formulation rightly placed emphasis on stakeholder participation and ownership. In August 2004, DOF responded to an ADB questionnaire on the effectiveness of ADB assistance in capacity building. The questionnaire evaluated the TA's outputs and activities, identified lessons learned, and suggested follow-up actions. It informed the TA Completion Report prepared by ADB and circulated on 31 August 2004, one year ahead of schedule. TA 3993–CAM: *Improving the Regulatory and Management Framework for Inland Fisheries* was discussed in full by the last loan review mission.

### **D. Cofinancing**

41. As mentioned earlier, GEF determined to cofinance the Project through a grant to be implemented by UNDP. This financing, for the so-called Tonle Sap Conservation Project, covers the near entirety of component 3. In addition, UNDP determined to provide grant assistance to strengthen the ability of the CFDO to engage communities in natural resource management. As mentioned above, details on the accomplishments from this cofinancing are to be found in UNDP's project reports. A synopsis is given below.

#### **1. Capacity Building for Sustainable Development in the Tonle Sap Region**

42. The Capacity 21 program grant has undergone a midterm review, which culminated in a workshop on 22 August 2005. That midterm review covered the Project's context, concept, and design, understanding of the Project's objective by participants, and the progress of work. Commentaries on each of these are found in the midterm review mission's report.<sup>40</sup> The issues that the draft report raised and the recommendations made in support, where these were tabled, are naturally relevant to the Project.

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<sup>40</sup> 2005. Rivera-Guieb and Thay: *Draft Midterm Evaluation Report for July 2003 to June 2005*; Capacity Building for Sustainable Development in the Tonle Sap Region.

Issue Associated with Capacity Building for Sustainable Development in the Tonle Sap Region	Recommendation
a. There is potential for improvement of planning guidelines, including clarification of criteria on how work targets and outputs are identified and prioritized.	a. Make use of the needs assessment undertaken by components 2 and 3 in preparing work plans.
b. Overly general annual and quarterly plans	b. Provide a more solid and detailed plan.
c. There are no clear guidelines for selecting training participants and trainers, or on how training inputs could be made more sustainable.	c. None.
d. The documentation of training is not adequate. What documentation there is was not used for planning future training.	d. None.
e. The mechanisms for applying learning within the CFDO are not clear.	e. Involve leaders of the CFDO in the planning sessions.
f. There was no training to address some project activities, such as "fish sanctuaries"	f. None.

43. Lower level recommendations related to
- **Training-of-trainers.** Training of trainers should be provided for all counterparts, with a core team of trainers selected from them.
  - **Training management.** The project should devote time and resources in developing and testing the training curriculum on building partnerships for community fisheries, with the end goal of identifying the core competencies needed.
  - **Work planning.** There should be a more collective and negotiated project planning process.
  - **Synergies and cooperation.** The project should evaluate the needs assessment that components 2 and 3 are producing.
  - **Partnership and cooperation.** The project should maximize participation in the community fisheries network meetings in the provinces and use these venues to achieve closer collaboration.

44. The midterm review of the Project produced useful advice and the Mission recommends that that its team adopt the measures recommended in the midterm evaluation report. On the side of the Project, there is a need to build on the accomplishments of UNDP, especially in the context of output 1.3, to which a more applied dimension could be given to buttress the implementation of component 2. The PIO in DOF, in consultation with the CFDO, should consider what that might be in view of the analysis presented in Section IV. G below.

## 2. Tonle Sap Conservation Project

45. The chief executive officer of GEF approved the project brief for the Tonle Sap Conservation Project on 19 April 2004 and the document was submitted to the Government on 4 May 2004. The signed copy was returned to UNDP on 10 June 2004. The project coordinator was appointed in July 2004. He is the same officer who acts as project coordinator for the Project. The national project manager and the team leader were selected in November 2004 and began their assignments in December 2004 and January 2005, respectively.

46. The Tonle Sap Conservation Project is closely integrated within component 3, with which it shares execution, implementation, management, and monitoring arrangements. The project is

a seven-year (2004–2011) initiative aimed at building management capacity for biodiversity conservation in the TSBR. Core funding is provided by the Global Environment Facility and UNDP acts as the implementing agency. Project implementation was initiated in December 2004. A six months inception phase was completed with submission of an inception report on 30 June 2005 and the inception report was subsequently approved by the PSC, with minor revisions requested, at a meeting held on 3 August 2005.

47. Parallel to inception planning, a framework for the payment of performance-based salary incentives for government counterpart staff was developed, requiring budget allocation. Funding for these costs, which were not foreseen during project design, was derived largely from converting planned national consultancies to counterpart positions. Overall, this change is expected to have a positive effect in terms of both efficiency of implementation and enhanced capacity development of counterpart staff, but it also raises concerns about sustainability of conservation activities after project completion. These concerns cut across all outputs described below, and will need to be monitored and periodically reassessed. An additional issue identified during the inception period was the relationship between the Tonle Sap Conservation Project and the PIOs in DOF and MOE at the national level, as well as with the PIUs at the provincial level. Although good working relationships have been established and continue to be strengthened, close attention needs to be paid to aligning the work planning process under a common framework, preferably the design and monitoring framework and derived work breakdown structure of the Project.

48. The accomplishments that relate to output 3.1 include

- the project office has been established on the same premises as the PMCO, the administrative support team has been established and project vehicles and equipment has been procured, initial implementation planning has been completed, and the inception report approved (this accomplishment applies equally to outputs 3.2 and 3.3 below);
- building designs developed under ADB-funding have been reviewed, and modifications to ensure adequacy and appropriateness for delivery of environmental education and awareness have been agreed, construction of the Prek Toal Core Area Management Center is substantially complete (with official opening scheduled for November 2005), the three floating centers to be located in Stung Sen Core Area and Pursat and Kompong Chhnang provinces are under construction (scheduled for completion in early 2006), and construction of facilities at Boeung Tonle Chhmar is pending;
- furnishing and equipment lists for the buildings have been agreed and initial procurement initiated, ADB and Government funding has been allocated to building construction, basic furnishings and solid and liquid waste disposal systems, and GEF funding has been allocated to environmental education programming and equipment, appropriate technology power (including solar) generation systems, biodiversity monitoring equipment, and transportation required for area management, monitoring and environmental education delivery;
- a procedure for development of core area management plans has been agreed and plan preparation for Prek Toal has been initiated. A standardized, consultative approach adopted for protected area management planning by MOE on a Cambodia-wide basis is being used;
- livelihoods specialists are under recruitment and are expected to begin work from 1 November 2005;

- arrangements for additional livelihoods funding and assistance to be provided by United Nations Volunteers are being finalized; and
- domestic and international training specialists have been in place since August 2005, have completed an initial needs assessment, and are proceeding with curriculum design for staff training.

49. Nothing hampers the progress of output 3.1. Agreement on building design and equipment procurement required substantive discussion and negotiation, but this has not ultimately affected progress to date. The Mission recommends that UNDP continue implementation per agreed schedule; conduct routine progress monitoring; and align work planning among the Tonle Sap Conservation Project, the PIOs, and the PIUs. Close coordination with the proposed Tonle Sap Sustainable Livelihoods Project is without question required in view of that project's plans to safeguard the core areas.

50. The accomplishments that relate to output 3.2 include
- a biodiversity monitoring program designed by the Wildlife Conservation Society,<sup>41</sup> and integrating their ongoing activities, has been approved by all parties; and
  - the program is under implementation and addresses long-term monitoring, protection of biodiversity, and control of exotic species.

51. Nothing hampers the progress of output 3.2. The Mission recommends that UNDP continue implementation per agreed schedule; conduct routine progress monitoring; and align work planning among the Tonle Sap Conservation Project, the PIOs, and the PIUs.

52. The accomplishments that relate to output 3.3 include
- startup is planned for early 2006; and
  - the existing GECKO Centre in Siem Reap, originally developed by the Participatory Natural Resource Management in the Tonle Sap Region Project, is currently being supported by the Tonle Sap Conservation Project and will be incorporated in the environmental awareness, education, and outreach program.

53. Nothing hampers the progress of output 3.3. The Mission recommends that UNDP continue implementation per agreed schedule; conduct routine progress monitoring; and align work planning among the Tonle Sap Conservation Project, the PIOs, and the PIUs.

## **E. Utilization of Orthophotomaps**

54. The orthophotomaps prepared under the Project will be used as a facilitation tool to (i) delineate community fisheries boundaries, (ii) identify ecosystem conditions and natural resource availability, and (iii) identify resource use patterns. It is envisioned that the orthophotomaps will be used either in hard copy, or, where possible, loaded on a laptop and projected onto a white screen for discussion with target groups at village level. The use of the maps with a liquid crystal display projector would have the advantage that it is easy to zoom in on areas where important features need to be discussed and clarified. New information acquired

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<sup>41</sup> The Wildlife Conservation Society was the only organization responding to the call for expressions of interest for the design and implementation of a system for biodiversity monitoring and management in the TSBR. This required a waiver of competitive bidding by UNDP and a protracted contract development process, but this has not ultimately affected progress as the Wildlife Conservation Society initiated work using its own funding in order to maintain the agreed schedule.

will be overlaid, initially, onto the orthophotomaps and, finally, newly emerging maps, visualizing boundaries, natural resources, fishing grounds and agricultural fields will be processed at the PIUs.

55. It is noted that the aerial photos, on which the orthophotomaps are based, were taken, for technical reasons, from January–March 2005. Thus, the orthophotomaps represent a middle of dry season snapshot. The upper areas of the TSBR will be seen in their dry season condition while areas close near the edge of the lowest inundation, dry season Tonle Sap may be still flooded. Thus, the orthophotomaps will only serve as a reference point to generate the information needed with regard to boundaries, resource availability, and resource use patterns.

56. The time required for ground-truthing should be reduced considerably by using the orthophotomaps. Also, it is envisioned that the orthophotomaps will be extremely useful to explore the ecosystem boundaries and micro-catchment characteristics to which community fisheries management areas relate.

57. The orthophotomaps will provide a platform to enable inputs to boundary delineation and natural resource management planning by a wide range of village groups, and as a basis for negotiating and determining agreements regarding resource access, benefit sharing, and environmentally sustainable management.

## **F. Boundary Delineation**

58. FAO's team is refining a proposal for boundary delineation to achieve long-term, stable boundaries for community fisheries and stabilize the resource base within those boundaries. One of its early findings relates to the probable need for a functional demarcation of natural resources, not just space or area.

59. The Community Fisheries Baseline Assessment revealed that most boundaries are defined in terms of administrative boundaries. In the long term, it cannot be taken for granted that this is the best solution. The reason is that other types of land use occur within these boundaries: the land (submerged or otherwise) is not (or may not be entirely) "state public property" as defined under Article 3 of the Subdecree on Community Fisheries Management. The conflicting land use is primarily agriculture, some of which occurs in flood (lotus ponds) or in flood recession (recession rice) as well as dry season (vegetable crops), and these fields are privately operated (if not owned). Fishery and forest land use conflicts are also possible and do indeed occur, though less extensively. Hence, the proposal rightly identifies (i) dry and wet season mapping, separately, (ii) mapping of all types of habitat, which refers also to land uses, and (iii) water and agricultural use areas.

60. The community fisheries management plans and maps would identify exclusions from the community fisheries areas within the boundary of the community fisheries where existing claims to land, or to land use, exist. It may still be problematic to delineate and physically demarcate on the ground as community fisheries boundaries the administrative boundaries of provinces, districts, and communes. This could be a matter for the Ministry of Interior. It may also be possible that the community fisheries boundaries should ignore administrative boundaries altogether and map or demarcate only the locations of fishery resources and their seasonal variations. The proposal for boundary delineation will need to tackle these issues.

61. A basic question relates to the extent to which resources within the community fisheries boundaries meet the needs of the members of the community fisheries, are allocated among

members to partially meet needs, or are husbanded? The proposal identifies fishery resources within the community fisheries as fish inventory (Black fish species/white fish species/fish availability). However, this belies a complex problem: to be useful, an inventory needs to be conducted over a long period, reflect trends and variability, and size up the resource scientifically. Steps involving understanding the extent of the fishery resource, sizing up its sufficiency for the community fisheries population, and setting rules for exploitation and use so that it is not depleted, closely parallel demarcation. They should perhaps take place at the same time as demarcation, and results should be incorporated into the community fisheries management plans. These steps are similar to land capability assessment carried out in upland community agriculture prior to titling. Notwithstanding, given the imminence of field activities under component 3, FAO's team should accelerate the definition of a practicable and easily understandable boundary demarcation tool that meet needs.

62. The process of boundary delineation has progressed in different provinces and sites with varying speed. In some locations, community fisheries boundaries are already established. In others, these may need to be delineated from scratch, for instance where a number of communities share the area of a former fishing lot, or where no fishing lot existed before. The process of boundary delineation needs to be firmly rooted in the empowerment of communities, as set out in the project documents and the Subdecree on Community Fisheries Management. This requires factoring in the needs of the poor and other vulnerable groups. For this to happen, certain milestones must be reached before GIS consulting inputs to component 1 are delivered in order to ensure that boundary delineation procedures and principles are in place.

Follow-up Action	Milestone
The concept for boundary delineation is discussed and approved by the PIO in DOF and its PIUs, in consultation with the PMCO and the PIOs in CNMC and MOE.	Concept for boundary delineation is approved by the PIO in DOF by the end of the first week of November 2005.
The draft guidelines for boundary delineation are finalized.	By Mid-November 2005.
The orthophotomaps are finalized in the PIO and made available to the PIUs in DOF, the Project Support Office, <sup>42</sup> the PMCO, and the PIOs in CNMC and MOE.	By Mid-November 2005.
Boundary delineation and mapping activities are adequately addressed in the up-coming half-yearly work plans of the PIUs in DOF.	By end-November 2005.
Existing community fisheries boundaries are confirmed in consultation with under-represented groups and relevant community (village) representatives. <sup>43</sup> Orthophotomaps will be used to confirm or revise the boundaries through ground-truthing as required. (if the orthophotomaps are not available in time "working maps" using topographic maps as the base layer will be used.	By end-December 2005.
Maps are prepared in the context of Community Fisheries Area Agreements.	Confirmed community fisheries boundaries provide the basis for approved community fisheries maps to be submitted in request for approval of Community Fisheries Area Agreements.

<sup>42</sup> FAO's team operates from the Project Support Office located in Siem Reap.

<sup>43</sup> The basic community unit for establishment of community fisheries is the village. However, the Subdecree on Community Fisheries Management provides also for establishing community fisheries comprising more than one village. In the case of Siem Reap, community fisheries were established at commune level, requiring to brake down community fisheries functions and operations to the village level.

## **G. Involving the CFDO and CFDUs in the Project**

63. The design of the Project places emphasis on assisting the CFDO to better fulfill its role of organizing communities for natural resource management. It makes provision for the building of its capacity and a large Capacity 21 program grant was approved in support. The CFDO now needs to involve itself more closely in the delivery of component 2 to contribute to the sustainability of community fisheries.

64. The CFDO is composed of four operational sections. In accordance with their specific mandates, detailed in the Strategic Plan for the CFDO, it is reasonable to expect that two to three members of staff per section can participate actively in component 2 activities in close collaboration with FAO's team and the PIUs in DOF. For example, members of staff from the CFDO's Monitoring and Evaluation Section could help refine the Community Fisheries Baseline Assessment and keep it up to date. Members of staff from its Legal and Accreditation Section should be involved in the implementation of the Subdecree on Community Fisheries Management. Members of staff from its Research and Development Section could participate in the design and implementation of the training conducted by FAO.

65. Presently, the CFDUs only has one to three members of staff in each province. In order to ensure the sustainability of community fisheries activities at the provincial level, it would be advisable to nominate an additional two to three members of staff (already part of each PIU) to the CFDO. The Capacity 21 program grant has already extended considerable training to the CFDO. The PIO in DOF, in consultation with the CFDO, should realign output 1.3, realize the training that has already been extended, and give it a more applied dimension in the field to buttress the implementation of component 2 and add thrust to the work of the CFDUs.

## **H. Technical Packages for Sustainable Livelihoods**

66. Improved livelihoods are central to the success of community fisheries. The approach to evaluating technical packages for sustainable livelihoods is based on the notion that the feasibility of technical packages is necessarily site-specific, being dependant on local social and natural-resource factors. Therefore the evaluation of technical packages involved participatory dialogue with local stakeholders (community members and groups). The participatory approaches followed recognized Khmer social norms and endeavored to enable the involvement of women and disadvantaged groups in the dialogue. A promising range of technical packages has been identified, suitable for aquaculture, agricultural diversification, community forestry, and food/fiber product processing and marketing. Some are ordinary while others are innovative. Several have had preliminary economic analysis. Notwithstanding, the review of previous lessons regarding technical packages for sustainable livelihoods appears to have been insufficient. There should have been an evaluation of previous experience to identify successes and failures. The packages proposed would also benefit from retroactive application of the livelihoods approach to circumscribe better their environmental fit in terms of the five sets of capital. The possible need for an extension of the consulting inputs required should be investigated, given the great importance that ADB ascribes to possible diffusion of these packages under the proposed Tonle Sap Sustainable Livelihoods Project.

## **I. Meeting Social Requirements**

67. The success of community-based resource and fisheries management has been shown to be directly proportional to the extent to which a community is actively involved in (i) decision making regarding how local resources will be managed, (ii) resource management activities

designed on the basis of these decisions, and (iii) benefits obtained as a result of implementation.

68. Communities are comprised of a wide variety of groups made up of family, gender, ethnicity, religious, and socioeconomic ties, and proximity to persons in position of power and influence. Lower social and economic status and distance from local power structures reduce the individual's resource access and use rights. Maintaining the status quo tends to reaffirm and solidify the marginalized status of the under-represented and under-privileged.

69. Component 2 and the Subdecree on Community Fisheries Management (which has an explicit objective to serve as a mechanism for poverty alleviation) affirm the need to modify the status quo to increasingly enable under-represented community members and groups to negotiate a fairer share of local decision-making power, and thereby, a fairer share of access to the resources that underpin their livelihoods. The question is how to achieve this.

70. Drawing on experience from and methods toward conflict mediation and what is often now referred to as "peace building", FAO's team will devote intensive effort and staff time to conferring with community affinity groups including women (and female-headed households), the poor and poorest, and other traditionally marginalized groups whose ability to have their opinions and interests factored into resource use and access decisions have been limited, or, in some cases, non-existent.

71. The Project will facilitate small affinity group meetings for all community groups (including those in positions of relative power or affluence), to enable people to understand the Subdecree on Community Fisheries Management and the opportunities it provides for them to gain greater access to decision making processes regarding resource allocation and management. Small groups will select leaders which will represent them in the wider community decision making forum. Either directly as a result of grassroots mobilization, or through their representatives, previously marginalized community groups will be given opportunities for genuine and substantive input to community decision making with respect to

- the selection of local leadership (community fisheries committees);
- drafting of community fisheries organization bylaws which designate the manner in which local community organizations are governed and managed;
- delineation of community fisheries and resource area boundaries;
- determination of use rights and access concerning local resources,
- design of natural resource management plans which are environmentally sound and provide for greater equity with respect to benefit sharing; and
- participation in monitoring the implementation of resource management plans, with opportunities influence changes and improvements, and continue to negotiate for a fairer share of benefits.

72. Consultative activities have been initiated during a participatory learning process involving a wide range of project stakeholders (staff, line agency representatives, NGOs, commune councils, community fisheries and village leaders, members of local community groups) to elicit experience regarding factors required to support successful community-based fisheries and natural resource management. Proposed baseline surveys will identify community groups requiring enabling inputs which the Project will provide in order to mobilize their participation in community-based natural resource management. Efforts will need to be made to address the particular needs of women and ethnic minorities, as required by the project documents.

## **J. National Environmental Education and Awareness Campaign**

73. The national environmental education and awareness campaign targets the general public, decision-makers, media, school children, and university students. And though it is intended to be a national application, special attention is being paid to the delivery of action-based approaches in communities living within the boundaries of the TSBR and, in particular, fishing communities. The campaign, however, cannot be implemented separately from the environmental awareness, education, and outreach program under component 3. Through collaborative efforts, the two have developed strong links between the campaign, whose focus is sustainable development, and the program, which concentrates on biodiversity conservation. And these will continue to strengthen, as the two groups of project personnel work together developing curriculum, methodologies, and training tools. There are regular briefings for members of staff working on the campaign and the program and, in these, particular attention is paid to coherent integration of information on the TSBR into the curriculum. The two will take advantage of opportunities provided by the Government's new curriculum policy, which will be released in the coming months.

74. Two project offices are now operational. The main office is based with the TSBR Secretariat and the second office is shared with the PIO in MOE. Both offices are now home to a growing group of project personnel including, nationally, a media officer, an environmental education officer, and an assistant. The Project's international consultants, including the Team Leader, Environmental Education Adviser, and the Media Adviser, have also been fully mobilized. The inception report for the national environmental education and awareness campaign has been produced and approved, while a status report on environmental education is currently being written to highlight past and present environmental education projects, and their successes and shortcomings. To establish a strong sense of local ownership, targeted stakeholder groups will assist in developing and testing learning materials and resources. To achieve the capacity building envisaged by the Project, the campaign relies on counterpart staff and local NGOs to do much of the work, while the role of the international consultants is kept to a minimum. A subcontract is currently being prepared between the campaign and Mlup Baitong, a local NGO, to produce and broadcast at least 50 radio spots on environmental issues on and around the Tonle Sap.

75. The national environmental education and awareness campaign will focus on strong branding of the Tonle Sap, which will link to all project-related activities. Radio and television programs will use Tonle Sap branding, as will all printed materials under the slogan "The Tonle Sap: Heart of Cambodia." The combination of these approaches will help fulfill the overall goal by increasing national awareness of the importance of the Tonle Sap. The campaign will focus on the five perspectives (i) the significance of the TSBR, (ii) water quality and sanitation, (iii) environmental advocacy and decision making, (iv) the importance of the flooded forest, and (v) the benefits from protected areas. Based on these themes, resources are being developed, as are a variety of educational approaches. The five provinces surrounding the Tonle Sap make up the focus area and the approaches will specifically target 10 pilot communes and 5 pilot schools from this area. However, there is a risk of overstretch and the project personnel concerned should develop a framework enabling accurate targeting of key clients and stakeholders. This calls for rapid identification of intended impact and outcome, users, information content, medium, execution, obstacles, and measures of accomplishment. Synergies may be at hand if reference is made to the work being carried out under TA 4563-CAM: *Capacity Building of the Inland Fisheries Research and Development Institute*.

76. There have been no significant constraints to implementation so far. The team has submitted a proposed budget for use of provisional funds that will support the implementation of core activities. To ensure that constraints are avoided and activities are implemented on schedule and with integrity, project personnel must have easy access to the provisional funds.

77. The national environmental education and awareness campaign is built on the achievements from the ADB-funded pilot and demonstration activity for Developing and Testing Environmental Education and Awareness Methodologies and Tools which was carried out on the Tonle Sap between April 2004 and February 2005. The main output of the pilot and demonstration activity was the development and publication of "Building a Sustainable Future: A Strategic Approach to Environmental Education in the Tonle Sap Region – Cambodia", which is now being used to formulate and implement the campaign. The pilot and demonstration activity emphasized the need for environmental education to be outcomes-based with greater links to the socioeconomic aspects of community life. Tools were developed to stimulate this outcomes-based approach and these will be fully utilized throughout the campaign.

78. Most importantly, the findings from the pilot and demonstration activity highlighted the constraints of environmental education projects which assume that environmental awareness, by its very nature, leads to change, and that people choose to live in sustainable ways based on their knowledge. In the context of the Tonle Sap, long-term needs and sustainability are often considered secondary to immediate income. The quest for immediate income may cause environmental degradation but for many the choice at the margin is worse. To deal with this trend, the campaign will demonstrate practically that by building environmental assets, communities can produce a stream of income both now and for the future, to meet continuing needs. The benefits from this approach will provide strong entry-points for the proposed Tonle Sap Sustainable Livelihoods Project.

#### **K. Tonle Sap Biosphere Reserve Environmental Information Database**

79. The TSBR-ED is part of the strategic effort to establish a coordination framework and information dissemination mechanism for the TSBR. It will provide a scientific basis for policy coordination and a common data set for technical investigations on the Lake. It falls within the TSBR Secretariat's vision "to provide support to demonstration projects, environmental education and training, research and monitoring..."

80. The project documents assigned UNESCO the task to develop the TSBR-ED and UNESCO submitted its proposal in March 2004. Staffing changes over the following months (including the change in the filling of the project management advisor position, as well as the recruitment of the policy and strategy advisor and others at the PMCO) along with vacations, absences, and travel among members of staff of UNESCO over the following summer period, caused negotiations to be postponed. When negotiations were held in the fall, both the Government and UNESCO faced administrative difficulties due to differences in approach. By end-November 2004, it was clear that negotiations would not be successful and the loan review mission of December 2004 recommended that the TSBR Secretariat seek elsewhere the services required.

81. A shortlist was prepared in March 2005 and proposals received in April 2005. Comparison and ranking were completed in May 2005 and negotiations with the successful bidder completed in early July 2005. Once a contract was approved and signed by both parties, it appeared best to postpone mobilizing the work to early next year. In the meantime, the

equipment and software have been purchased and more preparatory work done to locate and organize data.

82. Project personnel must identify and organize statistical data relevant to issues on the lake. Finding and obtaining permission to use a wide variety of data are important first steps in developing the database. Spatial data will eventually be available from the mapping and GIS work being conducted by DOF. The database will need to be widely used if it is to gain support over the long term, an important factor to ensure maintenance and funding of the program.

83. The Database, Research, and Monitoring Division of the TSBR Secretariat should begin the process of obtaining statistical data prior to the start of work toward the TSBR-ED. The GIS work done by DOF should begin as soon as possible so as to provide spatial data for the TSBR-ED. Sources will need to be identified for continued funding for operation and maintenance of the various components of the TSBR-ED.

#### **L. Communications Framework**

84. Many outputs from the Project hinge on effective communications. The loan review mission of December 2004 first identified the need for a written communication strategy and one was prepared by the PMCO by May 2005.<sup>44</sup> It was identified as a framework, to be updated and enhanced with contributions from other active participants of the Project when these become available. The framework was prepared to identify the various types of communication necessary under the Project and hence restrict the field, so that all types of communication would not appear necessary from all sources. For instance, communication within community fishers might focus on relevant laws and the content of and approach for preparing management plans. However, it would not emphasize environmental education, the domain more rightfully of the national environmental education and awareness campaign. The national environmental education and awareness campaign in turn focuses on environmental education in the buffer zone and transition area, whereas the environmental awareness, education, and outreach program under component 3 will likely emphasize biodiversity and be targeted in and around the core areas.

85. The communications framework meets the PMCO's need to inform, and be informed by, project personnel. It describes how information should be disseminated within the Project among project personnel via meetings and reports. It establishes quarterly reporting as the principal means for keeping project personnel abreast of developments in other components. Since quarterly reports incorporate inputs from all active partners, the mechanism for producing reports also keeps the PMCO informed.

86. The communications framework identifies as viable communications functions for the Project (i) project communications (in the sense of coordination and management), (ii) dissemination of data and information among professionals and peers, and (iii) community level communication. The framework assigns these functions to discrete communications subcomponents of the Project by retaining responsibility at the PMCO for the first type<sup>45</sup>, establishing the TSBR-ED as the primary mechanism within the Project for the second, and identifying mechanisms in all components for facilitating the third. In respect to linkages, both components 2 and 3 (but principally 2) should orient technical data to facilitate storage and

<sup>44</sup> 2005. Whittington/PMCO, *Communications Framework* (first release), Tonle Sap Environmental Management Project.

<sup>45</sup> This is a shared responsibility, and it is addressed specifically by the communications framework in conjunction with the quarterly reporting guidelines. The guidelines were released as an annex to the framework.

retrieval via the TSBR-ED (e.g. communication of technical data). Linkages within the third functional type are numerous; the framework cautions community level communicators to avoid redundancy and repetition by coordinating laterally over the message and delivery. The framework makes clear however that the PMCO is only rarely engaged in communications of the third type.

87. The framework has helped to rationalize communications on the Project but must be refined in line with more complex reporting requirements and the lessons of experience. Further work done by a VSO resulted in a communications strategy for component 2,<sup>46</sup> but its present status is unclear. Other activities now underway include the national environmental education and awareness campaign and development of a training strategy under component 3. Both these activities are being pursued in a manner compatible with the framework.

### **M. Voluntary Service Overseas**

88. In general, the integration of the VSOs in their respective PIUs is complete and deemed by all VSOs to be fully successful. The VSOs are considered as part of the larger project team and their contribution is taken seriously, resulting in positive changes in the way the PIUs are run, field work is carried out, and tasks are planned. The VSOs also regularly take part in field work, participate in planning and reporting, conduct capacity building of members of staff of the PIUs. The heads of PIUs are generally supportive of additional activities proposed by VSOs. The cooperation with FAO's team is in most cases also considered to be good and joint work, particularly in the field, is now standard operating procedure. Cooperation with NGOs, other line agencies, and personnel working on components 1 and 3 has also improved. With the latter, the VSOs often initiate informal cooperation activities that lead to better use of resources and sharing of knowledge and ideas, particularly in capacity building. Notwithstanding, there are opportunities for tightening coordination with NGOs and coordination with FAO's headquarters.

89. A VSO placed in Phnom Penh participated in designing the monitoring and evaluation methodology, titled Factors to Measure Success of Community Fisheries in Cambodia, but this has not been taken on board by the Provincial Fisheries Offices. Notwithstanding, monitoring and evaluation still need to be addressed to hone the tools and skills necessary to sustain community fisheries. Therefore, the monitoring and evaluation methodology should be included as a capacity building measure and community fisheries should be encouraged to take it up.

90. And so the VSO experience appears to be bearing fruits. The VSOs are fully committed to assisting communities and the agencies and welcome comments on how they can improve their contribution to the Project. There remains to provide closer monitoring of their performance and accomplishments to record lessons learned, perhaps through inclusion in the monthly reports of the PIUs. The VSOs should also meet every six months to review working arrangements and identify scope for improvement.

### **N. Coordination within the Tonle Sap Initiative**

91. In July 2003, in response to the myriad threats that face the Tonle Sap basin, ADB formulated the Tonle Sap Basin Strategy.<sup>47</sup> Based on ADB's overarching goal, the strategy aims to reduce poverty through the three development objectives of pro-poor, sustainable economic

<sup>46</sup> Ocampo/Siem Reap DOF/PIU; Component 2 *Information and Communication Strategy*, undated.

<sup>47</sup> 2005. ADB. *The Tonle Sap Basin Strategy*. Manila. The development objectives are to foster, promote, and facilitate (i) pro-poor, sustainable economic growth, (ii) access to assets, and (iii) management of natural resources and the environment.

growth, improved access to assets, and better management of natural resources and the environment. It is guided by three principles: sustainable livelihoods, social justice, and a basin-wide approach. The Tonle Sap Initiative is a partnership of organizations and people working to meet the poverty and environment challenges of the Tonle Sap. Its practical expression is in a suite of loan and TA projects through which the Tonle Sap Basin Strategy is being effected. There are currently around 25 ongoing or planned projects.

92. The basic building blocks of the initiative are four spatially and temporally phased loans addressing the specific needs first of the TSBR in respect of its conservation and the livelihoods of the communities that live within it (the Project and the proposed Tonle Sap Sustainable Livelihoods Project), the livelihoods of the large population living in the lowlands surrounding the lake (the proposed Tonle Sap Lowland Stabilization Project), and finally the conservation of the catchment areas of the Tonle Sap basin (the proposed Tonle Sap Watershed Management Project). These are supported by a wide range of TA projects which recognize that the protection and sustainable development of the basin must be treated holistically, and so these cover the following broad areas: institutional, policy, and regulatory framework, knowledge management, and stakeholder enablement. Additionally, there are both loan and TA projects which although perhaps initially conceived outside of the framework of the Tonle Sap Initiative do now contribute substantially to the specific focus of ADB's operations in the Tonle Sap basin (the North West Irrigation Sector Project, the North West Rural Development Project, the Stung Chinit Irrigation and Rural Infrastructure Project, and the Tonle Sap Rural Water Supply and Sanitation Project).

93. While each loan and TA project is self-contained and has its own objective and outputs, together they constitute a single approach to the conservation and development of the Tonle Sap basin. However, for this overall goal to be achieved there is an imperative need for effective coordination. Nearly all Tonle Sap Initiative projects address, for example, capacity building whether at national government, local government, community, or general public levels.<sup>48</sup> Unless the individual projects' activities in capacity building are well coordinated and those working within these activities are well networked then there will be overlaps or gaps or duplication of effort that will reduce the effectiveness of the Tonle Sap Initiative. Similarly a number of Tonle Sap Initiative projects address various aspects of sustainable livelihoods, while others deal with institutional and organizational matters.

94. The Mission observed that there is a tendency to focus exclusively on immediate tasks within the various components and outputs of the Project. This concentration needs to be informed by an awareness that the Project is an integral part of something that is much larger and longer-term. And so it is essential to pilot a safe course through the Scylla of unnecessary overlap and the Charybdis of the reinvention of the wheel. More importantly, a cycle of continuous improvement throughout the Tonle Sap Initiative is not possible unless lessons from previous and current activities are recognized, retained, and incorporated into future interventions and projects. Serious effort and attention need to be given to improving coordination both among the components of the Project and with other Tonle Sap Initiative operating outputs. The Mission believes that one important means of achieving this is through the involvement of the Tonle Sap Initiative Coordination Unit, which plays a key role in progressing the Tonle Sap Initiative. The PMCO should closely involve the Tonle Sap Initiative

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<sup>48</sup> Other themes that are common to the four principal loan projects of the Tonle Sap Initiative exist. They include alternative sustainable livelihoods, environmental protection and biodiversity conservation, community-based management of natural resources, institutional and organizational development, and policy and regulatory framework enhancement. They are often enriched by specialized inputs from TA projects.

Coordination Unit in consultations on and reviews of project activities in order to enhance coordination and contribute to the advancement of the Tonle Sap Initiative.

#### **O. Contribution to the Tonle Sap Initiative**

95. Management of natural resources and the environment is the central theme of the Project. The Project fosters, promotes, and facilitates institutional capacity alongside community responsibility for management of natural resources and the environment. This is the theme of co-management that is fundamental on the Project. Progress has been made toward this objective. The PIUs are being prepared to perform community fisheries management, and the status of over 150 community fisheries on the lake is known. Laws are now in place for co-management. On other fronts, biodiversity monitoring in core areas will begin soon and core area management plans are under preparation. Awareness raising is regularly conducted on the lake in relation to use of resources and the rights of communities to manage their fisheries. Education of the youth in local communities, and development of environmental curricula, are proceeding through at least two channels under the Project.

96. Further, two components also support development of livelihoods alternatives on the lake, which is the principal means for supporting the development objectives of pro-poor, sustainable economic growth and access to assets. Livelihoods components on the Project provide means for offsetting pressures on the capture fishery, improving value added from fish catch, and providing alternatives to further depletion of biodiversity resources. Livelihoods activities under component 2 are underway, whereas recruitment is in progress for livelihoods positions under component 3. In both instances the work links to the proposed Tonle Sap Sustainable Livelihoods Project, another important project under the Tonle Sap Initiative.

#### **P. Promoting the Tonle Sap Initiative**

97. ADB publishes a 6-monthly Tonle Sap Initiative Brochure with a wide circulation and maintains a Tonle Sap Initiative website<sup>49</sup> offering numerous links. These media are being leveraged in support of dissemination of information on the Tonle Sap Initiative. Moreover, opportunities will soon exist to disseminate findings and recommendations through the TSBR-ED and, possibly, a Tonle Sap Initiative Learning Center within the Cambodia Development Research Institute. However, the advent of the national environmental education and awareness campaign offers an opportunity to reach beyond these horizons and accelerate momentum. Through the campaign, the TSBR Secretariat could approach prominent public figures and seek their sponsorship of the Tonle Sap Initiative. Public figures could be sourced from (i) Cambodian youth, (ii) the world of international celebrities, and (iii) international companies, on the condition that they are willing to promote the Tonle Sap Initiative as part of their philanthropic work, beginning with the national environmental education and awareness campaign.

### **V. SUMMARY OF FOLLOW-UP ACTIONS**

98. The Mission estimates overall physical progress at not more than 45% but does not see the need to restructure or reformulate the Project, as argued in Section III. B above. Notwithstanding, several follow-up actions need to be taken to accelerate and promote the efficient, effective, and sustainable accomplishment of project outputs, and to meet the Project's

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<sup>49</sup> Available: [http://www.adb.org/Projects/Tonle\\_Sap/](http://www.adb.org/Projects/Tonle_Sap/).

objective.<sup>50</sup> These actions, and their responsibility centers, draw from the analyses contained in Sections III. and IV. above as well as formal and informal discussions. They are:

<b>Follow-up Action</b>	
All Units	a. The PMCO, DOF, and MOE should take prompt steps on the recommendations of the midterm review mission workshop's participants. The PMCO should inform ADB of the actions taken not later than 31 January 2006.
	b. The PMCO, DOF, MEF, and MOE should debate each analysis of output accomplishment, refine it as warranted, and take with all speed the actions deemed necessary to improve activities. The PMCO, DOF, MEF, and MOE should continue to ensure routine discussion of output accomplishment and prompt decisions on improvement of activities. The project management advisor, the fisheries management advisor, now on sick leave, the team leader of FAO's team, and the team leader of the Tonle Sap Conservation Project also need to elaborate further how the activities are being implemented, how they can be improved, and what action plans are necessary to improve the activities.
PMCO/TSBR Secretariat	c. The PMCO should finalize the common policy objective platform, the associated coordination mechanism, and the proposal for the structure of the TSBR Secretariat, conduct additional national workshops as relevant, perhaps before the next PSC meeting planned in January 2006, and seek approval of the policy proposal from the Council of Ministers. <sup>51</sup>
	d. The PMCO should facilitate the translation of key documents into the Khmer language. These include the design and monitoring framework, the project management and organizational chart for the Project, and the general approach to community organization.
	e. The PMCO should closely involve the Tonle Sap Initiative Coordination Unit in consultation on and reviews of project activities in order to enhance coordination and contribute to the advancement of the Tonle Sap Initiative.
	f. The TSBR Secretariat should use the orthophotomaps in the context of the TSBR-ED to identify land cover within the TSBR, estimate the current extent of forest cover, and classify selected areas for preferred types of land use.
	g. The TSBR Secretariat should seek agreements among partner agencies for zoning of limited areas of land according to intended use within the TSBR. The TSBR Secretariat should also find solutions to pressing policy issues within the Project through the policy and strategy work.
	h. The national environmental education and awareness campaign and the environmental awareness, education, and outreach program should coordinate their work on the lake with FAO's team in the context of its information and communications work in community fisheries.
	i. The PMCO must ensure that the audit report for FY2004 is finalized and submitted to ADB promptly.
DOF	j. FAO's team should provide a means for engaging the PIUs in MOE in component 2 work by means of tasks laid out in its work plan, with priority tasks being the national environmental education and awareness campaign, the environmental awareness, education, and outreach program, and biodiversity monitoring activities undertaken at the community fisheries.
	k. The PIO in DOF should deliver, in consultation with the PIUs in DOF, the Project Support Office, the PMCO, and the PIOs in CNMC and MOE, the milestones identified for boundary delineation.
	l. The PIO in DOF should assist in the development of FAO's team work plans within each provincial setting in order to ensure agreement by all parties, e.g., FAO's team, the PIO in DOF, and its PIUs).
	m. The VSOs should review the technical packages for sustainable livelihoods proposed under component 2 and provide technical comments and suggestions for improvement.
	n. The PIO in DOF, in consultation with the CFDO, should realign output 1.3, realize the training that has already been extended, and give it a more applied dimension in the field to buttress the implementation of component 2 and add thrust to the work of the CFDOs.

<sup>50</sup> These supplement the recommendations from the midterm review mission workshop.

<sup>51</sup> If a consensus on these items can be reached swiftly, approval by the Council of Ministers may reduce the need for, or frequency of, the quarterly interministerial meetings originally envisaged in the project design.

<b>Follow-up Action</b>	
MOE	o. The PIO in MOE, assisting its PIUs, should reorient its work plans around tasks directly related to outputs under the Project, and ensure the work plans are consistent with those of the national environmental education and awareness campaign, component 3, and tasks assigned to the PIO and PIUs in MOE under component 2.
Administrative & Financial	p. The PMCO, assisting all units as well, should develop efficient office administrative systems including but not limited to electronic archiving of files, data, and reports.
	q. The Mission noted that project expenditures are delayed with respect to the project schedule. The PIOs should do their best to ensure timely and efficient use of project funds over the remaining duration of the Project.
	r. Project contracts (especially that with FAO, but also regarding the national environmental education and awareness campaign, the TSBR-ED, and others) should provide details of contract payments in terms of accounting cost categories in order to track project expenditures.

## **VI. ACKNOWLEDGMENTS**

99. The Mission thanks CNMC, MAFF, MEF, MOE, UNDP, the consultants, and the volunteers assigned to the PIUs for their assistance and insights. It places on record its appreciation for the conscientiousness with which the project coordinator and the PIO head in DOF accomplish their pressing duties. They are ably helped by the project management advisor and, until his recent illness, the fisheries management advisor. This aide-mémoire incorporates revisions and comments from the wrap-up meeting held at the PMCO on 26 October 2005. The list of the persons who attended the meeting is attached (Appendix 6). The aide-mémoire should be circulated broadly to the institutions and parties listed below. The next loan review mission, planned for June 2006, will focus on the performance of the PIUs and the accomplishments of FAO's team and the VSOs.

Phnom Penh, 26 October 2005.

Olivier Serrat  
Asian Development Bank

cc:

Cambodia Resident Mission, ADB; CNMC; DOF; FAO; MEF; MOE; MOI; Project Personnel; Tonle Sap Initiative Coordination Unit; UNDP; VSO; the WorldFish Center;

## DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<b>Goal</b>			
1.1 Sustainable management and conservation of natural resources and biodiversity in the Tonle Sap basin	1.1 Systems and capacity for natural resource management and biodiversity conservation are in place and functioning	1.1 Project performance audit report 1.2 Parameters of ecosystem (i.e., flooded forest cover, hydrology, biodiversity) from project monitoring and evaluation system	
<b>Objective</b>			
1.1 To enhance systems and develop the capacity for natural resource management coordination and planning, community-based natural resource management, and biodiversity conservation in the Tonle Sap Biosphere Reserve (TSBR)	1.1 Natural resource management coordination and planning strengthened by end-year 5 1.2 Community-based natural resource management in the TSBR facilitated by end-year 5 1.3 Management capacity for biodiversity conservation in the TSBR built by end-year 5	1.1 Design and monitoring framework 1.2 Project completion report 1.3 Frequency of interministerial meetings organized by the TSBR Secretariat 1.4 Number of communities organized and uptake of recommendations from natural resource management plans 1.5 Periodic survey and inventory of appropriate indicator species for biodiversity and habitat monitoring 1.6 Socioeconomic indicators in the five project provinces	<ul style="list-style-type: none"> <li>• The Government and communities are committed to sustainable management of the TSBR for multiple use.</li> <li>• The Government is committed to community-based natural resource management.</li> <li>• The Government is committed to biodiversity conservation.</li> </ul>
<b>Components, Outputs, and Activities</b>			
<b>Strengthening Natural Resource Management Coordination and Planning for the TSBR</b>			
1.1 <i>A coordination framework and information dissemination mechanisms are established.</i>			
1.1.1 Strengthen the TSBR Secretariat's structures and facilities	1.1.1 TSBR Secretariat structures and facilities strengthened by end-year 1	1.1.1 Project reports 1.1.2 Project reports and policy documents	<ul style="list-style-type: none"> <li>• Service provider is mobilized on time.</li> <li>• Interministerial cooperation takes place and endorses the common policy objectives for management of the TSBR.</li> </ul>
1.1.2 Create in the TSBR Secretariat capacity to address legal and policy issues	1.1.2 Policy, Strategy, and Networking Division in the TSBR Secretariat strengthened by end-year 1	1.1.3 Minutes of interministerial meetings and policy documents of ministries	
1.1.3 Formulate common policy objectives for management of the TSBR	1.1.3 Common policy objectives formulated by the TSBR Secretariat by the end of the first quarter of year 2, and quarterly interministerial meetings held to refine and adopt them by	1.1.4 Records of database usage and additions	
1.1.4 Develop a TSBR Environmental Information Database (TSBR-ED)		1.1.5 Number of messages and feedback from audiences	
1.1.5 Formulate and implement a national environmental			

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
education and awareness campaign	<p>end-year 2</p> <p>1.1.4 Service provider appointed by the end of the third quarter of year 1, TSBR-ED operational by mid-year 2, and TSBR-ED updating carried out on a continuing basis thereafter</p> <p>1.1.5 Service provider appointed by the end of the third quarter of year 1 and environmental education messages formulated by mid-year 2 and disseminated through appropriate media outlets and schools from mid-year 2 and on a continuing basis thereafter</p>		
<p>1.2 <i>The TSBR is mapped.</i></p> <p>1.2.1 Prepare orthophotomaps at scale 1:5,000 from new aerial photographs at scale 1:25,000</p> <p>1.2.2 Delineate biosphere zonation and boundaries of commercial and community fishing lots, fish sanctuaries, administrative regions, and physiographic features</p>	<p>1.2.1 Aerial photography completed by mid-year 2 and orthophotomaps prepared immediately thereafter</p> <p>1.2.2 Biosphere zonation and other boundaries delineated from mid-year 2 and zonation maps prepared by end-year 2</p>	<p>1.2.1 Contract for aerial photography and processing</p> <p>1.2.2 Number of zonation maps prepared</p>	<ul style="list-style-type: none"> <li>Aerial photography is contracted without delay.</li> <li>Weather conditions allow aerial photography on schedule.</li> <li>Mapping is carried out in full consultation with the Ministry of Land Management, Urban Planning, and Construction.</li> </ul>
<p>1.3 <i>Regulation and management planning are improved.</i></p> <p>1.3.1 Prepare, complete, or as necessary amend the Fisheries Law and the subdecrees, proclamations, and directives or circulars associated with it and develop the 5-year Tonle Sap fisheries management plan</p> <p>1.3.2 Set standards and guidelines for formulation of community and commercial fisheries management plans</p> <p>1.3.3 Build the capacity of the Community Fisheries Development Office (CFDO) within the Department of Fisheries (DOF)</p>	<p>1.3.1 Regulatory framework prepared, completed, or amended and 5-year Tonle Sap fisheries management plan developed by mid-year 2</p> <p>1.3.2 Standards and guidelines for formulation of community and commercial fisheries management plans set by end-year 1 and disseminated thereafter</p> <p>1.3.3 Six key members of staff of the CFDO trained by mid-year 2 and study tours conducted by mid-year 3</p>	<p>1.3.1 Gazette records, plan publication, and advisory technical assistance (TA) reports</p> <p>1.3.2 Standards and guidelines publication and advisory TA reports</p> <p>1.3.3 Staff and performance records</p>	<ul style="list-style-type: none"> <li>Regulatory and management framework improvements feed into the common policy objectives formulated by the TSBR Secretariat.</li> </ul>

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p><b>Organizing Communities for Natural Resource Management in the TSBR</b></p> <p>2.1 <i>An implementation structure is formulated.</i></p> <p>2.1.1 Refine approach to community organization</p> <p>2.1.2 Strengthen provincial office structures and facilities in the five project provinces</p> <p>2.1.3 Implement a training program for members of staff of relevant provincial line agencies</p> <p>2.1.4 Develop a selection process and identify communities for organization</p>	<p>2.1.1 Previous approaches to organizing communities for natural resource management reviewed, preferred approach refined, and service provider appointed by end-year 1</p> <p>2.1.2 Provincial office structures and facilities strengthened by mid-year 2</p> <p>2.1.3 In each of the five project provinces, 16 members of staff from the Department of Agriculture, Forestry, and Fisheries, 4 members of staff from the Department of Environment, and 4–5 members of staff of selected nongovernment organizations (NGOs) nominated and trained by end-year 2</p> <p>2.1.4 Fisheries and forestry communities identified in each project provinces by end-year 2</p>	<p>2.1.1 Design document approved</p> <p>2.1.2 Project reports</p> <p>2.1.3 Training records</p> <p>2.1.4 Number of communities identified</p>	<ul style="list-style-type: none"> <li>• Service provider is mobilized on time.</li> <li>• Preferred approach to community organization is sufficiently practicable to enable rapid replication.</li> <li>• Members of staff of suitable quality and orientation are made available and are retained.</li> </ul>
<p>2.2 <i>Communities are empowered.</i></p> <p>2.2.1 Activate commune councils and appropriate village-level structures for natural resource management</p> <p>2.2.2 Conduct community organization for natural resource management</p> <p>2.2.3 Review boundaries and describe community resource rights</p> <p>2.2.4 Encourage formulation by communities of natural resource management plans</p> <p>2.2.5 Conduct independent progress audits</p>	<p>2.2.1 Commune council and village-level meetings address natural resource management by end-year 2</p> <p>2.2.2 Commune councils and village-level structures actively networking by mid-year 3 with support from NGOs (e.g., Community Aid Abroad, Leucaena Japonica, Southeast Asia Development Program, Community Capacity for Development)</p> <p>2.2.3 Agreements and endorsements on boundaries and resource rights obtained not later than end-year 3</p>	<p>2.2.1 Number of commune council meetings and records of the meetings</p> <p>2.2.2 Number of fisheries and forestry communities organized each year in each project province</p> <p>2.2.3 Number of formal agreements</p> <p>2.2.4 Number of plans prepared</p> <p>2.2.5 Independent progress audits by an external research institute (e.g., Cambodia Development Resource Institute)</p>	<ul style="list-style-type: none"> <li>• Commune councils are able to successfully mobilize interest groups.</li> <li>• Line agencies and resource users recognize community organizations.</li> <li>• The Ministry of Agriculture, Forestry, and Fisheries directs the interdepartmental cooperation necessary to encourage formulation by communities of natural resource management plans.</li> <li>• The judicial system effectively validates conflict resolution by community organizations.</li> <li>• Suitable NGOs are contracted for community organization and ground</li> </ul>

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
	<p>2.2.4 Formulation of natural resource management plans by communities encouraged from year 3</p> <p>2.2.5 Independent progress audit reports submitted annually from end-year 2</p>		<p>truthing.</p> <ul style="list-style-type: none"> <li>Stakeholder agreement on boundaries is forthcoming.</li> </ul>
<p>2.3 <i>Technical packages in support of sustainable livelihoods are evaluated.</i></p> <p>2.3.1 Survey previous and ongoing approaches to technical packages based on sustainable natural resource management</p> <p>2.3.2 Recommend selected technical packages based on sustainable natural resource management for replication or further development</p>	<p>2.3.1 Technical packages for sustainable fisheries, aquaculture, agroforestry, and community forestry surveyed by the end of the third quarter of year 2</p> <p>2.3.2 Selected technical packages recommended for replication or further development by end-year 2</p>	<p>2.3.1 Number of technical packages for sustainable fisheries, aquaculture, agroforestry, and community forestry surveyed</p> <p>2.3.2 Number of technical packages recommended</p>	<ul style="list-style-type: none"> <li>Cooperation with other international bodies and line agencies is forthcoming (e.g., Mekong River Commission, Oxfam-America).</li> </ul>
<p><b>Building Management Capacity for Biodiversity Conservation in the TSBR</b></p> <p>3.1 <i>Capacity for management is enhanced.</i></p> <p>3.1.1 Establish and equip protected area management units and core area management centers</p> <p>3.1.2 Institute a process for identifying additional core areas and fish sanctuaries</p> <p>3.1.3 Formulate and implement training for protected area management and biodiversity conservation</p>	<p>3.1.1 Two protected area management units and three core area management centers established and equipped by mid-year 2</p> <p>3.1.2 Identification process for additional core areas and fish sanctuaries instituted by end-year 2 and applied on a continuing basis thereafter</p> <p>3.1.3 Training needs analysis conducted by the third quarter of year 2 and training program implemented on an annual basis from year 3 until end-year 5</p>	<p>3.1.1 Project reports</p> <p>3.1.2 Frequency of identification exercises</p> <p>3.1.3 Training records</p>	<ul style="list-style-type: none"> <li>Members of staff are made available for training and are retained.</li> </ul>
<p>3.2 <i>Systems for monitoring and management are developed.</i></p> <p>3.2.1 Design and implement a biodiversity monitoring system</p> <p>3.2.2 Establish a rapid-response mechanism for seasonal protection</p>	<p>3.2.1 Indicator species for monitoring system identified by the fourth quarter of year 1, system designed by end-year 1, and</p>	<p>3.2.1 Biodiversity assessment reports and the TSBR-ED</p> <p>3.2.2 Frequency of rapid-response exercises</p> <p>3.2.3 Surveys indicating that</p>	<ul style="list-style-type: none"> <li>Monitoring accurately targets indicator species and feeds back into decision making.</li> <li>Exotic species are controllable at existing</li> </ul>

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p>of biodiversity</p> <p>3.2.3 Develop a strategy, carry out an awareness campaign for the control of exotic species, and conduct management trials</p> <p>3.2.4 Develop and implement a strategy to enforce laws and regulations in and around the core areas and other important sites</p> <p>3.2.5 Identify income-generation activities that directly threaten biodiversity in the core areas and develop alternative livelihoods to modify these activities</p>	<p>system implemented from year 2 and on a continuing basis thereafter</p> <p>3.2.2 Fully resourced rapid-response team in operation by end-year 2</p> <p>3.2.3 Strategy and campaign in place by the fourth quarter of year 2 and management trials operational by end-year 2 and on a continuing basis thereafter</p> <p>3.2.4 Strategy in place by end-year 2 and enforcement operational from year 3 and on a continuing basis thereafter</p> <p>3.2.5 Detrimental activities identified by the fourth quarter of year 2, alternative livelihoods developed by end-year 2, and disseminated thereafter</p>	<p>exotic species are being controlled</p> <p>3.2.4 Records on apprehended poachers and illegal users</p> <p>3.2.5 Reduction in the number of persons involved in livelihood activities that threaten biodiversity</p>	<p>limits of spread with the resources available.</p> <ul style="list-style-type: none"> <li>• Officials are not amenable to bribery.</li> <li>• Alternative livelihoods can be identified and sustained, and can replace biodiversity threatening activities.</li> </ul>
<p>3.3 <i>Biodiversity conservation awareness, education, and outreach are promoted.</i></p> <p>3.3.1 Develop and implement an environmental awareness, education, and outreach program (EAEOP) for the TSBR</p> <p>3.3.2 Provide floating environmental education centers</p> <p>3.3.3 Incorporate the EAEOP into selected schools around the TSBR</p>	<p>3.3.1 EAEOP developed and implemented by end-year 2</p> <p>3.3.2 Four floating environmental education centers provided by mid-year 2</p> <p>3.3.3 EAEOP incorporated in the cluster schools program of the Ministry of Education, Youth, and Sports from year 3</p>	<p>3.3.1 Number of villages and schools hosting outreach events</p> <p>3.3.2 Number of visitors to floating environmental education centers</p> <p>3.3.3 Changes to the school curriculum</p>	<ul style="list-style-type: none"> <li>• Ministry of Education, Youth, and Sports cooperates in preparing EAEOP.</li> <li>• Existing school curriculum is sufficiently flexible to allow uptake of EAEOP.</li> <li>• Teachers are made available.</li> </ul>

**Figure A2.1: INDICATIVE ACTIVITIES SCHEDULE  
Component 1 Activities**

ACTIVITY		PROJECT YEAR				
		1	2	3	4	5
<b>Initial Activities</b>						
MAFF-MOE-ADB	Recruitment of consultants for Components 1 & 2	■				
	Recruitment of consultants for Component 3	■				
	Recruitment of consultants for Regulatory & Management Framework TA	■				
	Recruitment of UNESCO consultants	■	■			
	Recruitment of consultants for Community Organization (FAO contract)	■	■			
<b>A. Component 1: Strengthening Natural Resource Management Coordination &amp; Planning for the TSBR</b>						
<b>1.1 Coordination Framework &amp; Information Dissemination Mechanisms are Established</b>						
TSBRs	1.1.1 Strengthen the TSBR Secretariat's Structures & Facilities	- incremental staff appointed (research, monitoring, data management)	■			
		- office equipment procured & set-up	■	■		
		- working plan for TSBRs prepared	■			
		- training program designed & implemented	■	■	■	■
	1.1.2 Create in the TSBR Secretariat capacity to address legal & policy issues	- incremental staff appointed (policy, strategy, networking)	■			
		- training program designed & implemented	■	■	■	■
	1.1.3 Formulate common policy objectives for management of the TSBR	- national workshops conducted		■		
		- common policy objectives formulated	■	■	■	■
		- quarterly interministerial meetings held	■	■	■	■
	1.1.4 Develop a TSBR Environmental Information Database (TSBR-ED)	- office equipment procured & set-up	■			
		- library materials & publications procured	■	■		
		- website designed & installed	■	■		
- database designed & developed		■	■			
MOE	1.1.5 Formulate & implement a national environmental education & awareness campaign	- database updating mechanism developed & continued	■	■	■	■
		- equipment & vehicles procured	■			
		- campaign for national environmental education & awareness formulated	■			
		- contract for production of videos prepared & implemented	■	■	■	■
		- publicity & educational material designed & produced	■	■	■	■
		- training, seminars & conferences implemented	■	■	■	■
DOF	1.2 The TSBR is Mapped	- school education campaign implemented	■	■	■	■
		1.2.1 Prepare orthophotomaps at scale 1:5,000 from new aerial photographs at scale 1:25,000				
		- specifications & contract documents for aerial photography & mapping prepared	■			
		- aerial photography & mapping contract implemented	■	■	■	■
		1.2.2 Delineate biosphere zonation & other boundaries				
		- GIS equipment procured		■		
- natural physiographic features & other boundaries delineated		■	■	■		
- digitizing & processing of data			■	■		
- ground verification (by consultants & field staff of DOF & MOE)		■	■	■		
- maps prepared		■	■	■		
<b>1.3 Regulation &amp; Management Planning are Improved</b>						
DOF	1.3.1 Prepare, complete, or amend fisheries legislation & develop 5-year management plan	- regulatory framework prepared, completed, or amended	■	■	■	
		- 5-year fisheries management plan developed	■	■	■	
		- provincial workshops conducted	■	■	■	
		- national workshops conducted	■			
		- regional study tours designed & implemented (4 tours)		■	■	■
		1.3.2 Set standards & guidelines for formulation of community & commercial fisheries management plans				
	- standards & guidelines prepared	■				
	- provincial workshops conducted	■	■	■	■	
	- stakeholder consultation & information dissemination conducted	■	■	■	■	
	1.3.3 Build the capacity of the Community Fisheries Development Office (CFDO)	- vehicles & equipment procured	■			
		- staff training conducted (6 key staff)	■	■	■	■
		- regional study tours designed & implemented (18 tours)	■	■	■	■

Figure A2.2: Component 2 Activities

ACTIVITY		PROJECT YEAR				
		1	2	3	4	5
<b>B. Component 2: Organizing Communities for Natural Resource Management in the TSBR</b>						
<b>2.1 An Implementation Structure is Formulated</b>						
CFDO	2.1.1 Refine approach to community organization					
	- previous approaches to organizing communities reviewed	■				
	- preferred approach refined		■			
	- service provider contracted & mobilized		■			
DAFF FAO SERVICE CONTRACT	2.1.2 Strengthen provincial office structures & facilities in the 5 provinces					
	- incremental staff appointed	■				
	- Department of Agriculture Forestry & Fisheries offices renovated in 5 provinces		■			
	- office equipment procured & set-up		■			
	- vehicles, motorcycles, & boats procured		■			
	2.1.3 Implement a training program for staff of relevant provincial line agencies					
	- training needs assessed, candidates selected, & curriculum defined		■			
	- training demonstration & materials prepared		■			
	- provincial workshops conducted (in conjunction with those under 2.1.4)			■		
	- national workshops conducted			■		
	- training conducted		■	■	■	■
	2.1.4 Develop a selection process & identify communities for organization					
	- baseline information surveys conducted throughout project area (by NGO contracts)		■			
	- provincial workshops conducted (in conjunction with those under 2.1.3)		■			
<b>2.2 Communities are Empowered</b>						
DAFF FAO SERVICE CONTRACT	2.2.1 Activate commune councils & appropriate village-level structures for natural resource management					
	- field consultations conducted		■			
	- commune council & village-level meetings conducted		■			
	2.2.2 Conduct community organization for natural resource management					
	- NGO contracts implemented		■			
	- communities assisted to develop & support process of organization (300 meetings)		■			
	2.2.3 Review boundaries & describe community resource rights					
	- public presentation of maps & walk-throughs		■			
	- delineation of agreed boundaries by communities		■			
	- community meetings conducted to formally agree on boundaries		■			
	- resource use rights elaborated through consultative meetings		■			
	2.2.4 Encourage formulation by communities of natural resource management plans					
	- plans formulated (with assistance of contracted NGOs)			■		
	- plans & maps printed & disseminated			■		
	2.2.5 Conduct independent progress audits					
- independent auditor selected		■				
- progress audits conducted		■		■	■	
<b>2.3 Technical Packages in Support of Sustainable Livelihoods are Evaluated</b>						
DAFF FAO SERVICE CONTRACT	2.3.1 Previous & ongoing approaches surveyed					
	- technical packages surveyed		■			
	2.3.2 Selected technical packages recommended for replication or further development					
	- results of survey analyzed		■			
	- provincial workshops conducted		■			
	- recommendations made for replication or further development		■			

Figure A2.3: Component 3 Activities

ACTIVITY		PROJECT YEAR				
		1	2	3	4	5
<b>C. Component 3: Building Management Capacity for Biodiversity Conservation in the TSBR</b>						
<b>3.1 Capacity for Management is Enhanced</b>						
DOE-Office of Nature Conservation & Protection	3.1.1 Establish & equip protected area management units (PAMs) & core area management centers (CAMs)					
	- incremental staff appointed	■				
	- vehicles & motorcycles procured	■				
	- new building constructed (Environment Office, Battambang)	■	■			
	- office renovated (Environment Office, Kompong Thom)	■	■			
	- 5 new buildings constructed (2 PAMs & 3 CAMs)	■	■			
	- office equipment & furniture procured & set-up	■	■			
	- communications base & transmitter stations procured & set-up	■	■			
	3.1.2 Institute a process for identification of additional core areas & fish sanctuaries					
	- surveys & studies conducted		■	■	■	■
	- provincial workshops conducted		■	■	■	■
	- national workshop conducted		■	■	■	■
	- maps & materials prepared		■	■	■	■
	- manual of standard procedures prepared & disseminated		■	■	■	■
3.1.3 Formulate & implement staff training for protected area management & biodiversity conservation						
- training needs assessed, candidates selected, & curriculum defined		■	■	■	■	
- training demonstration & materials prepared		■	■	■	■	
- provincial workshops conducted		■	■	■	■	
- national workshops conducted		■	■	■	■	
- training conducted		■	■	■	■	
<b>3.2 Systems for Monitoring &amp; Management are Developed</b>						
MOE-Department of Nature Conservation & Protection	3.2.1 Design & implement a biodiversity monitoring system					
	- indicator species identified	■				
	- provincial workshops conducted	■				
	- boats procured	■				
	- monitoring system designed & implemented	■	■	■	■	■
	- training materials & manuals prepared	■	■	■	■	■
	- equipment procured & set-up	■	■	■	■	■
	- training implemented	■	■	■	■	■
	- regional study tours designed & implemented	■	■	■	■	■
	3.2.2 Establish a rapid response mechanism for seasonal protection of biodiversity					
	- incremental staff appointed		■	■	■	■
	- boats procured		■	■	■	■
	- training program designed & conducted		■	■	■	■
	3.2.3 Develop a strategy, carry out an awareness campaign for the control of exotic species & conduct management trials					
	- strategy prepared		■	■	■	■
	- equipment procured & set-up		■	■	■	■
	- management trials set-up		■	■	■	■
	- training program & awareness campaign designed & conducted		■	■	■	■
	- regional study tours designed & implemented (12 p-m)		■	■	■	■
3.2.4 Develop & implement a strategy to enforce laws & regulations in & around key sites						
- provincial workshops conducted (coincident with workshops under 3.2.5)		■	■	■	■	
- strategy prepared		■	■	■	■	
- training materials & manuals prepared		■	■	■	■	
- training program designed & conducted		■	■	■	■	
3.2.5 Identify income-earning activities that directly threaten biodiversity & develop alternative livelihoods						
- surveys & studies conducted		■	■	■	■	
- provincial workshops conducted (coincident with workshops under 3.2.4)		■	■	■	■	
- special study of alternative livelihoods conducted		■	■	■	■	
- alternative livelihood systems disseminated		■	■	■	■	
<b>3.3 Biodiversity Conservation Awareness, Education &amp; Outreach are Promoted</b>						
MOE-Department of Environmental Education & Communications	3.3.1 Develop & implement an Environmental Awareness, Education & Outreach Program (EAEOP)					
	- strategy for the EAEOP developed		■	■	■	■
	- training demonstration, materials, & manual prepared		■	■	■	■
	- provincial workshops conducted		■	■	■	■
	- national workshops conducted		■	■	■	■
	- training program designed & conducted		■	■	■	■
	3.3.2 Provide floating environmental education centers					
	- large boats procured		■	■	■	■
	- training equipment procured		■	■	■	■
	3.3.3 Incorporate the EAEOP into selected schools around the TSBR					
- strategy for incorporation of EAEOP in cluster schools developed		■	■	■	■	
- school teaching materials prepared		■	■	■	■	
- local education institutes contracted to implement school outreach program		■	■	■	■	
- program implemented		■	■	■	■	

**Table A3.1: ANALYSIS OF OUTPUT ACCOMPLISHMENT**

Component	Strengthening Natural Resource Management Coordination and Planning for the TSBR	1
Output	A coordination framework and information dissemination mechanisms are established.	1.1
Targets	Strengthen the TSBR Secretariat's structures and facilities.	1.1.1
	Create in the TSBR Secretariat capacity to address legal and policy issues.	1.1.2
	Formulate common policy objectives for management of the TSBR.	1.1.3
	Develop a TSBR Environmental Information Database (TSBR-ED).	1.1.4
	Formulate and implement a national environmental education and awareness campaign.	1.1.5
Is the output being accomplished?		Yes <b>Partially</b> No
What are the targets?		
1.1.1	The project design anticipated that TSBR Secretariat structures and facilities would be strengthened by end-year 1.	
1.1.2	The project design anticipated that the Policy, Strategy, and Networking Division in the TSBR Secretariat would be strengthened by end-year 1.	
1.1.3	The project design anticipated that common policy objectives would be formulated by the TSBR Secretariat by the end of the first quarter of year 2, and that quarterly interministerial meetings would be held to refine and adopt them by end-year 2.	
1.1.4	The project design anticipated that the service provider would be appointed by the end of the third quarter of year 1, that the TSBR-ED would be operational by mid-year 2, and that TSBR-ED updating would be carried out on a continuing basis thereafter.	
1.1.5	The project design anticipated that the service provider would be appointed by the end of the third quarter of year 1 and that environmental education messages would be formulated by mid-year 2 and disseminated through appropriate media outlets and schools from mid-year 2 and on a continuing basis thereafter.	
How are the activities being implemented?		
<u>Strength</u>		<u>Weakness</u>
1.1.1	Completed successfully.	1.1.1 There is still scope for improving the administrative systems of the TSBR Secretariat.
1.1.2	Members of staff of the TSBR Secretariat have received on-the-job training by working with the policy and strategy advisor and through regular training sessions during his second phase input.	1.1.2 A clear path forward for members of staff of the TSBR Secretariat to engage in policy coordination still needs to be developed. They do not have strategically oriented work plans.
1.1.3	The policy and strategy advisor completed his terms of reference for the second phase input.	1.1.3 There is a need for a concise document stating the common policy framework and detailing the coordination mechanism and structure and function of the TSBR Secretariat.
1.1.4	The TSBR-ED contract is scheduled to begin in early 2006.	1.1.4 Data sources are not clear.
1.1.5	A service provider for the national environmental education and awareness campaign has commenced working.	1.1.5 None.
How can the activities be improved?		
<u>Proposed Change</u>		<u>Justification</u>
1.1.1	The administrative systems of the TSBR Secretariat should be developed, including formal archiving of electronic files, and day-to-day physical systems, such as routing.	1.1.1 Establishing the TSBR Secretariat as a viable government office will depend on the presence and efficiency of effective administrative systems.
1.1.2	Strategically oriented work plans should be developed for members of staff of the TSBR Secretariat to increase their motivation.	1.1.2 Members of staff of the TSBR Secretariat need to have roles and responsibilities defined in practical, real life terms.
1.1.3	Further work on policy and strategy should be performed to consolidate a clear set of recommendations, obtain approval, and perform analysis of policy alternatives.	1.1.3 Further work is needed to support practical policy options.
1.1.4	Initial work should be conducted to identify data sources and perform trials for data retrieval. It will	1.1.4 There is a risk that development of the TSBR-ED could be hampered by data availability.

Component	Strengthening Natural Resource Management Coordination and Planning for the TSBR	1												
1.1.5 None.	be important to conduct these investigations in consultation with the Cambodia Development Research Institute, which is being considered as the possible seat of a Tonle Sap Learning Information Center under TA 4376–CAM <i>Capacity Building for the Tonle Sap Poverty Reduction Initiative</i> .	1.1.5 Not applicable.												
Action plan to improve the activities														
1.1.1 The administrative systems of the TSBR Secretariat should be developed by the newly appointed financial and administration specialist. 1.1.2 Work plans for members of staff of the TSBR Secretariat should be developed by the PMCO. 1.1.3 The PMCO should consolidate the policy and strategy recommendations, seek national level review, and obtain their approval. 1.1.4 The Database, Research and Monitoring Division of the TSBR Secretariat should begin the process of obtaining statistical data prior to the start of the service provider. 1.1.5 None.	<table border="1"> <thead> <tr> <th data-bbox="380 527 812 558"><u>Action</u></th> <th data-bbox="812 527 1235 558"><u>Target Date</u></th> </tr> </thead> <tbody> <tr> <td data-bbox="380 558 812 632">1.1.1 The administrative systems of the TSBR Secretariat should be developed by the newly appointed financial and administration specialist.</td> <td data-bbox="812 558 1235 632">1.1.1 By 30 May 2006.</td> </tr> <tr> <td data-bbox="380 632 812 695">1.1.2 Work plans for members of staff of the TSBR Secretariat should be developed by the PMCO.</td> <td data-bbox="812 632 1235 695">1.1.2 By 28 February 2006.</td> </tr> <tr> <td data-bbox="380 695 812 779">1.1.3 The PMCO should consolidate the policy and strategy recommendations, seek national level review, and obtain their approval.</td> <td data-bbox="812 695 1235 779">1.1.3 By 28 February 2006.</td> </tr> <tr> <td data-bbox="380 779 812 884">1.1.4 The Database, Research and Monitoring Division of the TSBR Secretariat should begin the process of obtaining statistical data prior to the start of the service provider.</td> <td data-bbox="812 779 1235 884">1.1.4 By 31 December 2005.</td> </tr> <tr> <td data-bbox="380 884 812 909">1.1.5 None.</td> <td data-bbox="812 884 1235 909">1.1.5 Not applicable.</td> </tr> </tbody> </table>	<u>Action</u>	<u>Target Date</u>	1.1.1 The administrative systems of the TSBR Secretariat should be developed by the newly appointed financial and administration specialist.	1.1.1 By 30 May 2006.	1.1.2 Work plans for members of staff of the TSBR Secretariat should be developed by the PMCO.	1.1.2 By 28 February 2006.	1.1.3 The PMCO should consolidate the policy and strategy recommendations, seek national level review, and obtain their approval.	1.1.3 By 28 February 2006.	1.1.4 The Database, Research and Monitoring Division of the TSBR Secretariat should begin the process of obtaining statistical data prior to the start of the service provider.	1.1.4 By 31 December 2005.	1.1.5 None.	1.1.5 Not applicable.	
<u>Action</u>	<u>Target Date</u>													
1.1.1 The administrative systems of the TSBR Secretariat should be developed by the newly appointed financial and administration specialist.	1.1.1 By 30 May 2006.													
1.1.2 Work plans for members of staff of the TSBR Secretariat should be developed by the PMCO.	1.1.2 By 28 February 2006.													
1.1.3 The PMCO should consolidate the policy and strategy recommendations, seek national level review, and obtain their approval.	1.1.3 By 28 February 2006.													
1.1.4 The Database, Research and Monitoring Division of the TSBR Secretariat should begin the process of obtaining statistical data prior to the start of the service provider.	1.1.4 By 31 December 2005.													
1.1.5 None.	1.1.5 Not applicable.													

**Table A3.2: ANALYSIS OF OUTPUT ACCOMPLISHMENT**

<b>Component</b>	<b>Strengthening Natural Resource Management Coordination and Planning for the TSBR</b>			<b>1</b>
Output	The TSBR is mapped.			1.2
Targets	Prepare orthophotomaps at scale 1:5,000 from new aerial photographs at scale 1:25,000.			1.2.1
	Delineate biosphere zonation and boundaries of commercial and community fishing lots, fish sanctuaries, administrative regions, and physiographic features.			1.2.2
Is the output being accomplished?		<b>Yes</b>	Partially	No
What are the targets?				
1.2.1	The project design anticipated that aerial photography would be completed by mid-year 2 and orthophotomaps would be prepared immediately thereafter.			
1.2.2	The project design anticipated that biosphere zonation and other boundaries would be delineated from mid-year 2 and zonation maps would be prepared by end-year 2.			
How are the activities being implemented?				
<u>Strength</u>		<u>Weakness</u>		
1.2.1	Aerial photography, film and contact print development, signalization of check points, scanning of the photographed material, aerial triangulation, digital terrain modeling, and the final production of the orthophotomaps have been fully completed.	1.2.1	Some quality issues were discovered with the orthophotomap mosaic, which the service provider has corrected. (The service provider has assured that any additional errors discovered will also be promptly corrected.)	
1.2.2	Identification of core areas for aerial photography has been completed.	1.2.2	None.	
How can the activities be improved?				
<u>Proposed Change</u>		<u>Justification</u>		
1.2.1	None.	1.2.1	Not applicable.	
1.2.2	None.	1.2.2	Not applicable.	
Action plan to improve the activities				
<u>Action</u>		<u>Target Date</u>		
1.2.1	None.	1.2.1	Not applicable.	
1.2.2	None.	1.2.2	Not applicable.	

**Table A3.3: ANALYSIS OF OUTPUT ACCOMPLISHMENT**

Component	Strengthening Natural Resource Management Coordination and Planning for the TSBR		1
Output	Regulation and management planning are improved.		1.3
Targets	Prepare, complete, or as necessary amend the Fisheries Law and the Subdecrees, proclamations, and directives or circulars associated with it and develop the 5-year Tonle Sap fisheries management plan.		1.3.1
	Set standards and guidelines for formulation of community and commercial fisheries management plans.		1.3.2
	Build the capacity of the Community Fisheries Development Office (CFDO) within the Department of Fisheries (DOF).		1.3.3
Is the output being accomplished?			Yes Partially No
What are the targets?			
1.3.1	The project design anticipated that the regulatory framework would be prepared, completed, or amended and that a 5-year Tonle Sap fisheries management plan would be developed by mid-year 2.		
1.3.2	The project design anticipated that standards and guidelines for formulation of community and commercial fisheries management plans would be set by end-year 1 and disseminated thereafter.		
1.3.3	The project design anticipated that six key members of staff of the CFDO would be trained by mid-year 2 and that study tours would be conducted by mid-year 3.		
How are the activities being implemented?			
<u>Strength</u>		<u>Weakness</u>	
1.3.1	Detailed recommendations for improving the regulatory framework for fisheries and a 5-year Tonle Sap Fisheries Management Plan were prepared under TA 3993-CAM: <i>Improving the Regulatory and Management Framework</i> . The Royal Decree on Establishment of Community Fisheries and Subdecree on Community Fisheries Management were signed into law on 29 May 2005 and 10 June 2005, respectively.	1.3.1 The approval of the draft Fisheries Law is anticipated by end-year 2005.	
1.3.2	Guidelines associated with the Subdecree on Community Fisheries Management are being prepared to provide necessary details on implementation. Robust terms of reference have been prepared for the Fisheries Management Task Force.	1.3.2 In the absence of <i>prakas</i> , the regulatory and management framework is insufficiently in place to allow community fisheries management to proceed smoothly. DOF is still working on refining the Khmer version of the guidelines which should be in place by early 2006.	
1.3.3	Members of staff of the CFDO and the PIUs within DOF have continued to receive training. The Capacity 21 program grant funded a regional study tour for members of staff of the CFDO.	1.3.3 Training needs are not consolidated through practice.	
How can the activities be improved?			
<u>Proposed Change</u>		<u>Justification</u>	
1.3.1	None.	1.3.1 It is necessary invigorate support to community fisheries.	
1.3.2	DOF, with assistance from FAO's team, should seek peer review from legal, environment, fisheries, and institutional experts to review the draft guidelines prior to their presentation at a consultative forum. FAO's team should assist DOF to assemble the comments from the peer review and public forum to expedite the passage of the guidelines.	1.3.2 Guidelines will provide important direction to support work and implementation of component 2.	
1.3.3	The PIO in DOF, in consultation with the CFDO, should realign output 1.3, realize the training that has already been extended, and give it a more applied dimension in the field to buttress the implementation of component 2 and add thrust to the work of the CFDOs.	1.3.3 The CFDO is the primary arm of DOF responsible for community fisheries.	
Action plan to improve the activities			

Component	Strengthening Natural Resource Management Coordination and Planning for the TSBR	1
<p style="text-align: center;"><u>Action</u></p> <p>1.3.1 DOF should adopt the 5-year General Fisheries Plan for Management and Development of the Tonle Sap and extend proactive support the passage of the draft Fisheries Law.</p> <p>1.3.2 DOF should expedite the approval of prakas with the assistance of FAO.</p> <p>1.3.3 The CFDO should be involved in activities in the field, guiding FAO's team.</p>	<p style="text-align: center;"><u>Target Date</u></p> <p>1.3.1 By 31 December 2005.</p> <p>1.3.2 By 31 January 2006.</p> <p>1.3.3 By 31 January 2006.</p>	

**Table A3.4: ANALYSIS OF OUTPUT ACCOMPLISHMENT**

<b>Component</b>	<b>Organizing Communities for Natural Resource Management in the TSBR</b>		<b>2</b>
Output	An implementation structure is formulated.		2.1
Targets	Refine approach to community organization.		2.1.1
	Strengthen provincial office structures and facilities in the five project provinces.		2.1.2
	Implement a training program for members of staff of relevant provincial line agencies.		2.1.3
	Develop a selection process and identify communities for organization.		2.1.4
Is the output being accomplished?			Yes <b>Partially</b> No
What are the targets?			
2.1.1	The project design anticipated that previous approaches to organizing communities for natural resource management would be reviewed, that the preferred approach would be refined, and that the service provider would be appointed by end-year 1.		
2.1.2	The project design anticipated that provincial office structures and facilities would be strengthened by mid-year 2.		
2.1.3	The project design anticipated that, in each of the five project provinces, 16 members of staff from the Department of Agriculture, Forestry, and Fisheries, 4 members of staff from the Department of Environment, and 4–5 members of staff of selected non-government organizations would be nominated and trained by end-year 2.		
2.1.4	The project design anticipated that fisheries and forestry communities would be identified in each project provinces by end-year 2.		
How are the activities being implemented?			
<u>Strength</u>		<u>Weakness</u>	
2.1.1	The inception report for component 2 was approved by DOF in October 2005. It proposes to build on past experience with community fisheries in the TSBR, including TA 3993-CAM: <i>Improving the Regulatory and Management Framework for Inland Fisheries</i> , FAO's Participatory Natural Resources Management Project, and DOF, the CFDO, and CFDU experiences.	2.1.1 Past experiences and skills are too vaguely reflected in the implementation strategy proposed for component 2 to allow for a robust evolution of best practices applicable to the Cambodian development environment.	
2.1.2	The rehabilitation of the PIUs is complete.	2.1.2 The strengthening of PIUs needs to go beyond construction of mere structures and provision of equipment.	
2.1.3	Training continues under the Capacity 21 program grant. The PIO in DOF also carries out on-the-job training. Additionally the VSOs carried out in-house training for members of staff of the PIUs. The inception report for component 2 details an approach to training.	2.1.3 None.	
2.1.4	The Community Fisheries Baseline Assessment conducted by the PIUs provides a concrete assessment of the organizational status of community fisheries.	2.1.4 No strict criteria are proposed for prioritizing assistance to community fisheries.	
How can the activities be improved?			
<u>Proposed Change</u>		<u>Justification</u>	
2.1.1	None.	2.1.1 Not applicable.	
2.1.2	The PMCO should conduct an audit of the PIUs.	2.1.2 Fuller details of the capacities of the PIUs are necessary.	
2.1.3	FAO's team should flesh out training plans to focus training on the skills needed for community fisheries management.	2.1.3 Limited resources require a focused approach.	
2.1.4	Assistance to community fisheries should be prioritized.	2.1.4. FAO's team needs to prioritize its work plan.	
Action plan to improve the activities			
<u>Action</u>		<u>Target Date</u>	
2.1.1	FAO's team should detail its work plan, making more judicious use of previous approaches to	2.1.1 By 30 November 2005.	

Component	Organizing Communities for Natural Resource Management in the TSBR	2
<p>organizing communities for natural resource management. In doing so, it should enlist the assistance from NGOs.</p> <p>2.1.2 The PMCO should coordinate an audit of equipment, physical facilities, capacities, and skills of the PIUs to identify any outstanding needs or shortcomings for near-term remediation.</p> <p>2.1.3 FAO's team should prepare a strategic training approach to address needed skills in coordination with component 3 and project personnel associated with the national environmental education and awareness campaign.</p> <p>2.1.4 The PIO in DOF, in consultation with the PIUs, the CFDO, and FAO's team, should set criteria for prioritizing assistance to community fisheries. These may include provincial development needs, organizational status, existing conflicts, and the existence of critical habitats or resources.</p>		<p>2.1.2 By 31 January 2006.</p> <p>2.1.3 By 31 May 2006.</p> <p>2.1.4 By 31 December 2005.</p>

**Table A3.5: ANALYSIS OF OUTPUT ACCOMPLISHMENT**

<b>Component</b>	<b>Organizing Communities for Natural Resource Management in the TSBR</b>	<b>2</b>
Output	Communities are empowered.	2.2
Targets	Activate commune councils and appropriate village-level structures for natural resource management.	2.2.1
	Conduct community organization for natural resource management.	2.2.2
	Review boundaries and describe community resource rights.	2.2.3
	Encourage formulation by communities of natural resource management plans.	2.2.4
	Conduct independent progress audits.	2.2.5
Is the output being accomplished?		Yes <b>Partially</b> No
What are the targets?		
2.2.1	The project design anticipated that commune council and village-level meetings would address natural resource management by end-year 2.	
2.2.2	The project design anticipated that commune councils and village-level structures would be actively networking by mid-year 3 with support from nongovernment organizations (e.g., Community Aid Abroad, Leucaena Japonica, Southeast Asia Development Program, and Community Capacity for Development).	
2.2.3	The project design anticipated that agreements and endorsements on boundaries and resource rights would be obtained not later than end-year 3.	
2.2.4	The project design anticipated that formulation of natural resource management plans by communities would be encouraged from year 3.	
2.2.5	The project design anticipated that independent progress audit reports would be submitted annually from end-year 2.	
How are the activities being implemented?		
<u>Strength</u>		<u>Weakness</u>
2.2.1	FAO's team has prepared an inception report.	2.2.1 Component 2 has encountered much delay The work plan contained in the inception report is not sufficiently detailed.
2.2.2	FAO's team has prepared an inception report.	2.2.2 Component 2 has encountered much delay The work plan contained in the inception report is not sufficiently detailed.
2.2.3	Scheduled activities are not yet due.	2.2.3 None.
2.2.4	Scheduled activities are not yet due.	2.2.4 None.
2.2.5	Scheduled activities are not yet due.	2.2.5 None.
How can the activities be improved?		
<u>Proposed Change</u>		<u>Justification</u>
2.2.1	FAO's team should detail the work plan.	2.2.1 The work plan does not provide adequate guidance for implementation.
2.2.2	FAO's team should seek peer input from the CBNRM Learning Institute in order to flesh out a work plan that also clearly elaborates how NGOs are to contribute to the implementation of component 2.	2.2.2 The project documents laid out the requirements for close consultation with NGOs.
2.2.3	None.	2.2.3 Not applicable.
2.2.4	None.	2.2.4 Not applicable.
2.2.5	None.	2.2.5 Not applicable.
Action plan to improve the activities		
<u>Action</u>		<u>Target Date</u>
2.2.1	FAO's team should detail its work plan, making judicious use of previous approaches to organizing communities for natural resource management.	2.2.1 30 November 2005.
2.2.2	FAO's team should detail its work plan, making judicious use of previous approaches to organizing communities for natural resource management.	2.2.2 30 November 2005.
2.2.3	None.	2.2.3 Not applicable.
2.2.4	None.	2.2.4 Not applicable.
2.2.5	None.	2.2.5 Not applicable.

**Table A3.6: ANALYSIS OF OUTPUT ACCOMPLISHMENT**

<b>Component</b>	<b>Organizing Communities for Natural Resource Management in the TSBR</b>	<b>2</b>
Output	Technical packages in support of sustainable livelihoods are evaluated.	2.3
Targets	Survey previous and ongoing approaches to technical packages based on sustainable natural resource management.	2.3.1
	Recommend selected technical packages based on sustainable natural resource management for replication or further development.	2.3.2
Is the output being accomplished?		Yes <b>Partially</b> No
What are the targets?		
2.3.1	The project design anticipated that technical packages for sustainable fisheries, aquaculture, agro-forestry, and community forestry would be surveyed by the end of the third quarter of year 2.	
2.3.2	The project design anticipated that selected technical packages would be recommended for replication or further development by end-year 2.	
How are the activities being implemented?		
<u>Strength</u>		<u>Weakness</u>
2.3.1	FAO's team is on track to delivering the technical packages.	2.3.1 The review of previous and ongoing approaches to the development of technical packages is insubstantial. Past successes and failures need further investigation and the new technical packages proposed would benefit from technical comments and suggestions by the VSOs.
2.3.2	FAO's team is on track to delivering the technical packages.	2.3.2 The review of previous and ongoing approaches to the development of technical packages is insubstantial. Past successes and failures need further investigation and the new technical packages proposed would benefit from technical comments and suggestions by the VSOs.
How can the activities be improved?		
<u>Proposed Change</u>		<u>Justification</u>
2.3.1	There is a possible need for an extension of consultancy inputs toward development of the technical packages. If this is confirmed, the request for additional services should originate from FAO's team leader and be coursed through FAO's country representative and DOF for submittal to ADB, with copy to the PMCO.	2.3.1 It is necessary to ensure that results from output 2.3 are available to support the community livelihood investments envisaged under the proposed Tonle Sap Sustainable Livelihoods Project.
2.3.2	There is a possible need for an extension of consultancy inputs toward development of the technical packages. If this is confirmed, the request for additional services should originate from FAO's team leader and be coursed through FAO's country representative and DOF for submittal to ADB, with copy to the PMCO.	2.3.2 It is necessary to ensure that results from component 2.3 are available to support livelihoods investments envisaged under proposed Tonle Sap Sustainable Livelihoods Project.
Action plan to improve the activities		
<u>Action</u>		<u>Target Date</u>
2.3.1	A decision on a possible extension is contingent on incorporation of the recommendations from the midterm review workshop and evidence of a commitment to delivering a high quality product.	2.3.1 Not applicable.
2.3.2	A decision on a possible extension is contingent on incorporation of the recommendations from the midterm review workshop and evidence of a commitment to delivering a high quality product.	2.3.2 Not applicable.

### COMPLIANCE WITH LOAN COVENANTS

Reference in Loan Agreement	Covenant	Responsibility	Status of Compliance
LA, Art. IV, Sect.4.03 (a)	<u>Particular Covenants.</u> In the carrying out of the Project, the Borrower shall cause competent and qualified consultants and contractors, acceptable to the Borrower and ADB, to be employed to an extent and upon terms and conditions satisfactory to the Borrower and ADB.	CNMC, MAFF, MOE	Complied with. International and domestic consultants have been engaged to an extent and upon terms and conditions satisfactory to the Borrower and ADB.
LA, Art. IV, Sect. 4.06 (b)	<u>Particular Covenants.</u> The Borrower shall (i) maintain, or cause to be maintained, separate accounts for the Project; (ii) have such accounts and related financial statements audited annually, in accordance with appropriate auditing standards consistently applied, by independent auditors whose qualifications, experience, and terms of reference are acceptable to ADB; (iii) furnish to ADB not later than nine (9) months after the end of each related fiscal year, certified copies of such audited accounts and financial statements and the report of the auditors relating thereto; and (iv) furnish to ADB such other information concerning such accounts and financial statements and the audit thereof as ADB shall from time to time reasonably request.	CNMC, MAFF, MEF, MOE	Partly complied with. The audit report for FY2003 was received on 4 October 2004. The audit report for FY2004 was due on 30 September 2005.
LA, Art. IV, Sect. 4.07 (b)	<u>Particular Covenants.</u> The Borrower shall furnish, or cause to be furnished, to ADB quarterly reports on the carrying out of the Project and on the operation and management of project facilities.	CNMC, MAFF, MOE	Complied with. The latest quarterly progress report covered the period ending 30 June 2005.
LA, Art. IV, Sect. 4.07 (c)	<u>Particular Covenants.</u> Promptly after physical completion of the Project, but in any event not later than three (3) months thereafter or such date as may be agreed for this purpose between the Borrower and ADB, the Borrower shall prepare and furnish to ADB a report, in such form and in such detail as ADB shall reasonably request, on the execution and initial operation of the Project, including its cost, the performance by the Borrower of its obligations under the Loan Agreement, and the accomplishment of the purposes of the Loan.	CNMC, MAFF, MOE	Not yet due.
LA, Sch. 6, Para. 5	<u>NGOs.</u> The Borrower shall select and engage NGOs, with expertise in community organization for natural resource management, to assist in executing component 2 of the Project from the second year and to undertake annual independent progress audits from the end of the second year. The NGOs shall be selected from a shortlist agreed upon between ADB and MAFF.	MAFF	FAO's work is underway and the team leader for component 2 is in the process of identifying the NGOs that will be involved in the Project.
LA, Sch. 6, Para. 6	<u>Counterpart Funds.</u> Without prejudice to Section 4.02 of the Loan Agreement, the	CNMC, MAFF, MEF, MOE	Partly complied with. Delay in the release of

Reference in Loan Agreement	Covenant	Responsibility	Status of Compliance
	Borrower shall ensure that all necessary counterpart funds for project implementation are provided in a timely manner and, to such end, the Borrower shall make timely submissions of annual budgetary appropriation requests and take all other measures necessary or appropriate for prompt disbursement of appropriated funds during each year of project implementation.		counterpart funds has led the executing and implementing agencies to use of imprest funds to cover the Government's portion of financing
LA, Sch. 6, Para. 7	<u>Regulatory Framework.</u> The Borrower shall ensure that it will prepare an amendment to the current legislation on fisheries, including the law, subdecrees, proclamations and directives or circulars, on time and in the form and substance proposed and developed by the accompanying Technical Assistance on Improving the Regulatory and Management Framework for Inland Fisheries (the TA). Within 18 months of the Effective Date, the draft amendment to the Fisheries Law developed under the TA will have been submitted to the National Assembly. Within 6 months of the promulgation of the amended Fisheries Law, the Borrower shall issue the subdecrees or the necessary implementing regulations.	MAFF	Complied with. The TA's outputs included (i) comments and recommendations on the draft Fisheries Law, (ii) draft Proclamation on Community Fisheries Bylaws, (iii) revised Guidelines for the Establishment of Community Fisheries Management Organizations, and (iv) General Fisheries Plan for Management and Development of the Tonle Sap. The draft Fisheries Law has not yet been enacted; however, the Subdecree on Community Fisheries Management was passed by the Council of Ministers on 20 May 2005 and signed by the Prime Minister on 10 June 2005.
LA, Sch. 6, Para. 8	<u>Mapping.</u> The Borrower shall ensure and shall cause the executing agency to ensure that all maps and database products developed under Project will be made available to all interested parties.	MAFF	The orthophotomapping work is completed. Plans are in place for their use under component 2 and incorporation in the TSBR-ED database.
LA, Sch. 6, Para. 9	<u>Gender.</u> The Borrower shall ensure that the Project will provide full opportunities for women, particularly female-headed households, to participate in community organization, representation and decision-making. At least 40 percent of seats in community organizations shall be allocated to women. Women shall be organized for training and capacity building for participation and leadership development. The Borrower shall further ensure that women will be selected for training on livelihoods development, value adding activities and preparation of linkages with ongoing micro finance programs.	MAFF	Not yet due. Component 2 has only just started. But, the current situation is not encouraging and the DOF will have to make every effort to foster gender in development.
LA, Sch. 6,	<u>Ethnic Minorities.</u> The Borrower shall ensure	MAFF	FAO's team leader is

Reference in Loan Agreement	Covenant	Responsibility	Status of Compliance
Para. 10	that ethnic minorities will have equal opportunities to participate in training in community organization. The Project's impact on ethnic minorities will be observed during Project's monitoring and evaluation.		cognizant of the need to incorporate specific programs for ethnic minorities into the work plan for component 2.
LA, Sch. 6, Para. 11	<u>Project Performance Monitoring and Evaluation.</u> The Borrower shall ensure that the progress of the Project and the achievement of its benefits are monitored based on the design and monitoring framework. The Borrower shall further cause PMCO to submit to the Borrower and ADB six-monthly progress reports with close attention to project output accomplishment and improvement of activities.	CNMC, MAFF, MOE	Complied with. Six-monthly progress reports have been submitted on schedule.
LA, Sch. 6, Para. 12	<u>Involuntary Resettlement.</u> The Borrower shall ensure that persons who have traditionally lived within the TSBR be included as part of the environment planning and management activities, as their existence is recognized and guaranteed under the TSBR decree; and the rights of non-titled land users to remain within the area shall be recognized. The Borrower shall further ensure that prior to the award of civil works contracts, it shall screen for involuntary resettlement effects, to ensure that there are no losses of land, income, housing, community facilities and resources that would require compensation to be paid in accordance with ADB's <i>Policy on Involuntary Resettlement</i> .	MEF, MAFF	Not yet due.

**STATUS OF CONSULTING SERVICES**  
(as of 31 September 2005)

**A. Component 1: Strengthening Natural Resource Management Coordination and Planning for the TSBR**

Duty Station and Supervising Authority	Position	International		Domestic	
		Appraisal	Actual	Appraisal	Actual
		Person-Months		Person-Months	
<b>PMCO</b>	Project Management Advisor	30.0	18.0	0.0	0.0
	Strategy & Policy Advisor	6.0	10.0	0.0	0.0
	Finance & Administration Specialist	0.0	0.0	30.0	16.5
	Finance & Administration Advisor	0.0	0.0	0.0	0.0
<b>PIO/TSBR Secretariat</b>	Environmental Database Designer	4.0	0.0	0.0	0.0
	Publicity & Information Specialist	0.0	0.0	6.0	0.0
	Database Programmer	0.0	0.0	6.0	0.0
	Data Entry Technician (1)	0.0	0.0	6.0	0.0
	Data Entry Technician (2)	0.0	0.0	6.0	0.0
	Map Digitizer	0.0	0.0	6.0	0.0
	Environmental Journalist/Writer	0.0	0.0	8.0	0.0
<b>PIO/DOF</b>	Fisheries Management Advisor	30.0	19.0	0.0	0.0
	Imagery & Mapping Specialist	3.0	3.0	0.0	0.0
	GIS/Land Use Specialist	6.0	0.0	0.0	0.0
	Data Entry Technician (1)	0.0	0.0	6.0	0.0
	Data Entry Technician (2)	0.0	0.0	6.0	0.0
<b>PIO/DOF</b>	Map Digitizer	0.0	0.0	6.0	0.0
	Fisheries Legal Specialist	5.0	5.1	0.0	0.0
	Fisheries Legal Specialist	0.0	0.0	11.0	3.0
	Fisheries Management Specialist	5.0	5.2	0.0	0.0
	Fisheries Management Specialist	0.0	0.0	18.0	12.0
	Fisheries Biologist	3.0	0.0	0.0	0.0
	Fisheries Biologist	0.0	0.0	3.0	4.0
	Resource Planning & Inland Fisheries Specialist	3.0	4.2	0.0	0.0
	Resource Planning & Inland Fisheries Specialist	0.0	0.0	3.0	4.0
	Community Specialist	3.0	3.0	0.0	0.0
Community Specialist	0.0	0.0	6.0	6.0	
<b>PIO/MOE</b>	Training Specialist	0.0	0.0	6.0	6.0
	Environmental Education Specialist	6.0	1.2	0.0	0.0
	Environmental Education Specialist	0.0	0.0	18.0	2.0
	Media Specialist	0.0	0.5	0.0	0.0
	Media Specialist	0.0	0.0	18.0	3.0
	<b>Total</b>	<b>104.0</b>	<b>69.2</b>	<b>169.0</b>	<b>56.5</b>

**B. Component 2: Organizing Communities for Natural Resource Management in the TSBR<sup>1</sup>**

Duty Station and Supervising Authority	Position	International		Domestic		
		Appraisal	Actual	Appraisal	Actual	
		Person-Months		Person-Months		
PIU/DAFF	Natural Resource Management Specialist & Team Leader	24.00	6.5	0.0	0.0	
	Fisheries Specialist & Deputy Team Leader	0.0	0.0	0.0	6.0	
	Community Fisheries Specialist	20.0	6.2	0.0	0.0	
	Agriculture & Forestry Specialist	12.0	0.0	0.0	0.0	
	Environment Specialist	0.0	0.0	12.0	5.5	
	Training Organizer	0.0	0.0	12.0	6.0	
	Community Development Specialist	24.0	6.2	0.0	0.0	
	Agricultural Economist	3.0	3.5	0.0	0.0	
	Agricultural Economist	0.0	0.0	6.0	5.0	
	Fish Product Utilization Specialist	3.0	0.0	0.0	0.0	
	Information & Communications Specialist	0.0	0.7	0.0	0.0	
	Information & Communications Specialist	0.0	0.0	0.0	5.0	
	<b>Provincial Teams</b>					
	Community Organization Specialist (1 per province)	0.0	0.0	160.0	0.0	
	Community Fisheries Specialist (1 per province)	0.0	0.0	120.0	0.0	
	Agriculture & Forestry Specialist (1 per province)	0.0	0.0	120.0	19.5	
	Environment Specialist (1 per province)	0.0	0.0	120.0	15.7	
Surveyor (3 per province)	0.0	0.0	360.0	37.0		
<b>Total</b>		<b>86.0</b>	<b>23.1</b>	<b>910.0</b>	<b>99.7</b>	

<sup>1</sup> This does not yet include the services of the VSOs, which amount to about 59 person-months so far out of a committed total of 198 person-months.

### LIST OF PARTICIPANTS AT THE WRAP-UP MEETING

Name	Organization
Tsukasa Kimoto	FAO Representative in Cambodia
Neou Bonheur	Project Coordinator, Tonle Sap Environmental Management Project
So Sophon	Deputy Director, CNMC
Y Lavy	PIO Head, CNMC, Tonle Sap Environmental Management Project
Eng Cheasan	PIO Head, DOF, Tonle Sap Environmental Management Project
Long Kheng	PIO Head, MOE, Tonle Sap Environmental Management Project
Hourth Khieu	Component 3, Tonle Sap Environmental Management Project
Richard Salter	Team Leader, Component 3, Tonle Sap Environmental Management Project
Mio Nakao	ADB
Hak Ponnarin	MEF
Am Norin	Deputy Secretary, TSBR Secretariat
James Whitehead	Country Director, VSO
Vann Piseph	Area Manager, VSO
Clayton Hawkes	Volunteer, VSO
Sonja Endlweber	Volunteer, VSO
Jady Smith	Live and Learn Environmental Education
Roy Fenn	Deputy Tonle Sap Initiative Coordinator
Olivier Serrat	ADB