



## Aide-Mémoire

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Project Number: 33418 / Loan 1939–CAM  
15 December 2004

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

## CURRENCY EQUIVALENTS

(as of 14 December 2004)

Currency Unit	–	riel (KR)
KR1.00	=	\$0.0002600
\$1.00	=	KR3,846.00

## ABBREVIATIONS

ADB	–	Asian Development Bank
CFDO	–	Community Fisheries Development Office
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

## NOTES

- (i) The fiscal year (FY) of the Government ends on 31 December. FY before a calendar year denotes the year in which the fiscal year ends.
- (ii) In this Report, "\$" refers to US dollars.

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## I. BACKGROUND

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 35%. As of 30 November 2004, cumulative disbursements amounted to 13% of the loan amount.

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 envisages 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 are 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 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.

4. ADB's first loan review mission was dispatched in May 2003, soon after loan effectiveness.<sup>4</sup> It prepared a detailed project administration memorandum to guide Project

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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 staff of the Community Fisheries Development Office (CFDO) within the Department of Fisheries (DOF) to engage communities in natural resource management. The World 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. *Technical Assistance to the Kingdom of Cambodia for Improving the Regulatory and Management Framework for Inland Fisheries*. Manila.

<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.)

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

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 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 in 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.<sup>7</sup> This aide-mémoire records its findings and recommendations, which are subject to review and approval by higher authorities of the Government and ADB.<sup>8</sup>

## II. STATUS OF PROJECT IMPLEMENTATION

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

5. To improve project performance, the last loan review mission of June 2004 identified 12 follow-up actions that, by and large, concerned routine matters of project administration. The actions taken in response are itemized below:<sup>9</sup>

Follow-up Action Requested	Follow-up Action Taken
a. Responsibility centers should take prompt steps on issues identified by ADB's loan review missions.	The issues identified by the last loan review mission were generally acted upon quickly.
b. CNMC, DOF, and MOE, in consultation with the Ministry of Economy and Finance (MEF) as required, should debate each analysis of output accomplishment, refine it as warranted, and take the actions deemed necessary to improve activities.	Each analysis of output accomplishment was discussed on two occasions at meetings of the project implementation office (PIO) heads. In each instance, the proposed change and its justification were reviewed. The corresponding action plan and target date were recorded in updated forms.

<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> The Mission comprised O. Serrat (Mission Leader) and C. Garcia (Project Administration Officer). On 8–9 December 2004, the Mission cochaired in Siem Reap, with the project director and the PIO head in DOF, a loan review mission workshop organized to strengthen understanding of the Tonle Sap Initiative and the Project's contribution to its accomplishment. The Mission also reviewed the work plans of the project implementation unit (PIUs) as they relate to component 2. In the afternoon of 9 December 2004, the Mission traveled to Prek Toal, near one of the three core areas, to visit the future site of the core area management center to be built there in support of component 3. The Mission also caught sight of the rich bird colonies nesting nearby. Capacity to manage the conservation of such biodiversity will be built under component 3.

<sup>8</sup> The preparation of this aide-mémoire was facilitated by the quarterly progress report for the period July–September 2004 prepared by the project monitoring and coordination office (PMCO). The report tracks project implementation closely and offers pithy recommendations for improvement. It should be read in conjunction with this aide-mémoire. The PMCO is encouraged to continue to provide reports of such quality.

<sup>9</sup> On 25 June 2004, ADB wrote to the executing and implementing agencies, requesting them to kindly follow up on the actions that concerned their agency and to inform ADB of the steps taken. No response was received.

Follow-up Action Requested	Follow-up Action Taken
<p>c. CNMC and DOF should make every effort to progress direct selection of FAO and UNESCO to contract negotiations without further delay. To smooth the progress of contract negotiations and abridge reporting requirements, MEF's representative should be a deputy director.</p>	<p>Contract negotiations with FAO were held on 21–24 September 2004. They were attended by an ADB representative. All parties now await a statement of no-objection from MEF, which is expected before year-end. Contract negotiations with UNESCO were held on 8 October 2004. UNESCO's team cut the negotiations short and left Cambodia, citing irreconcilable differences. A representative of MEF attended both negotiations. A second attempt at negotiations took place on 29–30 November 2004. That too failed when the financial proposal was reviewed and found to include proposed lengthy inputs for permanent members of staff of UNESCO, to be paid for under the loan.</p>
<p>d. Since the design of the Project makes provision for multiple contracts for surveys, investigations, and associated services, DOF and MOE should consider engaging one volunteer per PIU and strengthening the PIO in DOF in like fashion. If they wish to avail of the economical services offered by voluntary service organizations, DOF and MOE should flesh out the rationale, prepare cost estimates, and draw terms of reference for consideration in ADB.</p>	<p>Four volunteers are now active at the PIUs of DOF in Battambang, Kompong Chhnang, Kompong Thom, and Siem Reap. A fifth will be mobilized in Pursat in February 2005.</p>
<p>e. All PIUs should be reminded that project performance and achievement of benefits depends on adherence to reporting requirements.</p>	<p>Renewed attention to reporting from the PIUs to the PIOs and then to the project monitoring and coordination office (PMCO) has been instilled. A concerted effort is underway to mobilize the PIUs. Once the work is underway, it is expected that the PIUs will be eager to report regularly on their accomplishments.</p>
<p>f. To facilitate report preparation, PIU and PIO heads should call quarterly meetings of members of staff.</p>	<p>PIU and PIO heads have met in conjunction with the PMCO. It is expected that such meetings will be held every quarter from now on. Their agenda will include updating of work plans and preparation of budgets for the next quarter.</p>
<p>g. To improve project administration and coordination, schedule activities and work plans, prepare or refine budgets, monitor progress, and analyze output accomplishment, the project coordinator should call quarterly meetings of PIO heads.</p>	<p>PIO heads have met every month during the past quarter, more frequently than recommended.</p>
<p>h. To ensure that it is informed of progress and fulfills its project management functions before the large-scale activities associated with the services of FAO get underway, the project steering committee (PSC) should be convened. To prepare this first meeting, the PMCO should request PIO heads to suggest an appropriate agenda, in consultation with the PSC, highlighting the decisions to be made. Henceforth, the PMCO, in consultation with PIO heads, should also submit quarterly briefing notes to the PSC.</p>	<p>The PSC met on 26 July 2004 and was considered a success. The progress of each project component was reviewed, with particular attention to the status of the draft Fisheries Law in the National Assembly's agenda. The meeting was attended by an ADB representative. The second meeting of the PSC is scheduled on 17 January 2005.</p>
<p>i. PIO heads, in consultation with the PMCO, should organize a meeting of PIUs to establish coordination mechanisms, including information sharing, and define areas for joint activities.</p>	<p>A meeting of PIUs was held in Siem Reap on 25–26 August 2004 to progress this matter.</p>

Follow-up Action Requested	Follow-up Action Taken
j. MEF should finalize selection of an independent auditor.	An audit was held in August 2004.
k. CNMC, DOF, and MOE should monitor the performance of all consulting services closely.	The services of consultants are now monitored through standardized monthly progress notes. A standard format for end-of-assignment reports has also been designed. Daily interactions continue as a matter of course.
l. DOF should apprise ADB of the actions it has taken to prioritize the draft Fisheries Law in the National Assembly's agenda and to send the 5-year General Fisheries Plan for Management and Development of the Tonle Sap to the Council of Ministers for formal recognition.	This topic was discussed at the first PSC meeting. The minister of agriculture, forestry, and fisheries mentioned that the draft Fisheries Law and accompanying subdecree on community fisheries would soon be on the National Assembly's agenda.

## B. Status of Project Components

### 1. Design Summary

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

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

- (i) Establishing a Coordination Framework and Information Dissemination Mechanisms.
- (ii) Mapping the TSBR.
- (iii) Improving Regulation and Management Planning.

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

- (i) Formulating an Implementation Structure.
- (ii) Empowering Communities.
- (iii) Evaluating Technical Packages in Support of Sustainable Livelihoods.

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

- (i) Enhancing Management Capacity.
- (ii) Developing Systems for Monitoring and Management.
- (iii) Promoting Biodiversity Conservation Awareness, Education, and Outreach.

### 2. Analysis of Output Accomplishment

10. Project implementation will span 5 years (Appendix 2). To focus attention on the cause-and-effect relationships between the basic elements of project design (as laid out in the project 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 component 1 and 2.<sup>10</sup> The analyses related to whether the targets for each of the six project outputs are being achieved, how the activities required to accomplish each output are being

<sup>10</sup> A synopsis of accomplishments under component 3, including the Capacity 21 program grant, is given in Section III.C below. Details are to be found in UNDP's project reports.

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 itemized action plans to improve activities (Appendix 3). The Mission identified the principal threats to the Project to be

- (i) Slow selection of service providers, and
- (ii) Slow and inadequate provision of counterpart funds.

#### Principal Threats to the Project

Comparison with the performance indicators and targets listed in the project framework and with the indicative activities schedule shows, in particular, that the activities associated with direct selection of FAO and UNESCO are more than 1 year behind schedule. This, together with shortage of counterpart funds and delay in their replenishment, explains all the difficulties that the Project is encountering (see Sections II.B.3 and II.C and II.D). These two root causes of slow project implementation are in turn largely explained by red tape in MAFF and MEF, as well as the inordinate time that it took FAO and UNESCO to prepare technical proposals. As of fielding of the Mission, those of UNESCO still had not been deemed satisfactory by CNMC and MOE.

11. Other threats to the Project, as well as direct and practicable responses thereto, were discussed and endorsed unanimously during the loan review mission workshop (see Section III.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>11</sup>

### 3. Selection of Service Providers

12. At appraisal, it was envisaged that four contract packages would be awarded to FAO and UNESCO under ADB's direct selection procedure. Those that concern FAO relate to (i) component 2, and (ii) TA 3993–CAM: *Improving the Regulatory and Management Framework for Inland Fisheries*. Those that concern UNESCO relate to (i) establishing the Tonle Sap Biosphere Reserve Environmental Management Information Database (TSBR-ED), and (ii) formulating and implementing a national environmental education and awareness campaign.

#### a. FAO

13. ADB engaged FAO on schedule and TA 3993–CAM: *Improving the Regulatory and Management Framework for Inland Fisheries* is now completed. After much delay,<sup>12</sup> MAFF and FAO concluded contract negotiations for long-term advisory support to component 2 in October 2004. MEF has been reviewing the letter of agreement since then and is expected to approve the contract. MEF should make every effort to finalize review of DOF's letter of agreement with FAO before 31 December 2004. FAO's services are long overdue and further delay imperils implementation of TA 4197–CAM: *Tonle Sap Sustainable Livelihoods*.<sup>13</sup>

<sup>11</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 report and recommendation of the president and the project administration memorandum.

<sup>12</sup> Reference is invited to the aide-mémoire dated 18 June 2004.

<sup>13</sup> TA 4197–CAM: *Tonle Sap Sustainable Livelihoods* began in April 2004 with a livelihoods analysis in the provinces that abut the Tonle Sap. The output of the TA will be a feasibility study that builds on component 2 to sustain and

## b. UNESCO

14. After much delay, concrete steps toward selection of UNESCO were taken on 29 July 2004 at a meeting of the PMCO and UNESCO, which an ADB representative attended. The meeting identified shortcomings in the technical and financial aspects of UNESCO's proposals, which UNESCO indicated it would correct in order to hold negotiations in late August 2004. This did not occur and the PMCO renewed contact with UNESCO on 8 September 2004. The PMCO strove to arrange negotiations in early October 2004. These were held on 8 October 2004 and extended into the following day.<sup>14</sup> That day, UNESCO announced that irreconcilable differences existed between the contracting approaches of the two parties and that "UNESCO no longer could proceed with negotiations, which may lead to unacceptable conclusions, but would continue to support the TSBR Secretariat and the project objectives in a variety of ways that it would enumerate in a letter to the Government."<sup>15</sup>

15. The situation remained in limbo throughout October 2004. On 3 November 2004, the PMCO received from UNESCO an electronic message stating that, on the basis of internal discussions and a meeting with the minister of environment, UNESCO was willing to continue negotiating with the Government the conditions of its involvement in the Project. The PMCO agreed and various dates were proposed. UNESCO suggested negotiations in January 2005. To curtail further delay, the PMCO arranged for negotiations to be held on 29 November 2004.<sup>16</sup> These too stretched over two days. Despite repeated requests for a final package, UNESCO's financial proposal was found to include proposed inputs for permanent members of staff of UNESCO—to serve in essentially administrative capacities—totaling 17.5 person-months and representing about 54% of international person-months and about 43% of the budget for international remuneration toward the combined outputs. UNESCO indicated during negotiations that UNESCO's Representative in Cambodia "was not authorized to be more flexible on the need for administrative support on both projects ..."<sup>17</sup> Meanwhile, the PMCO remains concerned about the qualifications of the team proposed for the TSBR-ED. The Mission is not encouraged by this chronic lack of progress. Regrettably, UNESCO's commitment to the provision of quality services and its understanding that the Government is borrowing from ADB to pay for services are evidently not clear. CNMC and MOE should rescind the two proposals for direct selection of UNESCO and seek elsewhere the services required.

## C. Contract Awards and Disbursements

16. Out of ADB's loan of \$10.91 million equivalent, about \$1.45 million (13%) had been disbursed as of 30 November 2004. So far, disbursements have related to simple civil works for the PIUs, procurement of office equipment and vehicles, and long-term contracts for consultants. Two large contracts with FAO and a consortium of FINNMAP and PASCO, amounting to about \$4.20 million in toto, await approval by MEF. However, due to delay in the award of these contracts, only about \$0.64 million (44%) of ADB's projected disbursements of about \$1.46 million for 2004 will be achieved. From the inception of the Project, slow processing of withdrawal applications in MAFF and MEF has significantly affected disbursements.

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improve livelihoods in the flooded area of the Tonle Sap. The TA will be completed in April 2005. The loan that the TA will help to prepare is a firm loan for that year, in the amount of \$15 million.

<sup>14</sup> 9 October 2004 was a Saturday.

<sup>15</sup> Reference is invited to the minutes of the meeting, dated 21 October 2004.

<sup>16</sup> 29 November 2004 was a national holiday.

<sup>17</sup> Reference is invited to the minutes of the meeting, dated 30 November 2004.

**Status of Loan Utilization<sup>18</sup>**  
**(\$)**

Category	Category Name	Allocation	Contract	Uncontracted Loan Balance	Disbursed	Undisbursed Loan Balance	Undisbursed Contract Balance
01	Civil Works	338,940	7,800	331,140	7,410	331,530	390
02A	Vehicles	722,951	138,600	584,351	99,000	623,951	39,600
02B	Equipment & Boats	234,398	47,539	186,859	31,955	202,443	15,584
03	Training & Workshops	368,616	913	367,703	-	368,616	913
04A	International Consultant	3,845,134	1,195,838	2,649,296	262,158	3,582,976	933,680
04B	Domestic Consultant	2,283,463	27,000	2,256,463	6,300	2,277,163	20,700
05A	Aerial Photography & Mapping	869,319	408	868,911	-	869,319	408
05B	Surveys, Investigations & NGOs	867,784	-	867,784	-	867,784	-
06	Operation & Maintenance	1,688,723	73,457	1,615,266	34,543	1,654,180	38,914
07	Interest Charge	345,253	-	345,253	8,227	337,026	-
08	Unallocated	1,078,202	-	1,078,202	-	1,078,202	-
99	Imprest Account	(62,470)	-	(62,470)	1,000,000	(1,062,470)	(1,000,000)
	<b>Total</b>	<b>12,580,312</b>	<b>1,491,555</b>	<b>11,088,758</b>	<b>1,449,593</b>	<b>11,130,720</b>	<b>50,189</b>

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

<sup>b</sup> The total contract amount includes the claims in withdrawal applications no. E0004 and F0002.

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

Source: Asian Development Bank.

17. The Mission expressed much concern that, after considerable progress in procurement and finalization of critical contracts, it now looks as though components 1 and 2 are losing the hard earned, very positive momentum achieved by CNMC, DOF, and MOE. The cumbersome approval process, particularly regarding final approvals by MEF, is a major source of dissatisfaction on all sides. It takes months for the simplest decisions to be taken. MEF, but also MAFF, should speed up consideration of pending contracts and approvals, many of which are on the critical path of the Project.

Pending Contracts and Approvals		
a.	Contract with Volunteer Service Organization for 5 Volunteer Professionals.	MEF's approval is still pending.
b.	Contract with FAO for the supply of consulting services toward component 2.	MEF's approval is still pending.
c.	Withdrawal application for the payment of mobilization advance to FAO.	MEF's approval is still pending.
d.	Contract with FINMAP/PASCO for the supply of aerial photographs and orthophotomaps.	MAFF's approval is still pending.
e.	Contract with RM Asia Co. Ltd. for the supply of 9 dual cab vehicles.	MEF's approval of contract and tax exemption is still pending.

<sup>18</sup> As of 30 November 2004.

Pending Contracts and Approvals		
f.	Opening of holding accounts for petty-cash requirements in the PIUs.	MEF's approval or confirmation that its approval is not required is still pending.

18. The Mission requests earnest consideration of ways to improve the approval process. 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. These meetings are after all conducted for the purpose of reviewing and approving actions and the benefits of additional processing are very limited, if they exist at all. ADB has, on numerous occasions, emphasized the need to delegate authority.<sup>19</sup>

#### D. Budget Allocation

19. For FY2004, the executing and implementing agencies projected expenditures of about \$3.47 million in anticipation of contracts such as that with FAO. That contract has not yet eventuated. There has also been delay in the release of counterpart funds, which have impacted PIU activities throughout the year. In FY2004, only about \$0.15 million were released from counterpart funds.

20. 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. The Mission conveyed to the executing and implementing agencies that this is not acceptable. The funds drawn from the imprest account to cover the Government's portion of financing should be returned immediately.

21. As a result of the failure to ensure that all necessary counterpart funds for project implementation are provided in a timely manner, the financial position of the PIO in DOF is in a precarious position. Day-to-day operations are coming to a halt and no immediate relief is in sight. There are insufficient funds to pay pending bills. There are insufficient funds available to meet contractual obligations when they become due, which can happen at any time. There are insufficient funds to meet urgently required procurements. Last and not least, funds are not available to support operations and accruing obligations, even when taking the replenishments being processed into account. This is a situation that cannot be allowed to persist.

#### The Financial Situation of the PIO in DOF as of 11 December 2004<sup>20</sup>

(\$)

Item	Description	Amount
a.	Imprest Account Balance	0.00
b.	Outstanding Unpaid Bills and Obligations	(155,010.53)
c.	Contractual Obligations Becoming Due	(273,500.00)
d.	Urgently Required Procurements	(178,300.00)
	<b>Balance</b>	<b>(606,810.53)</b>

22. For 2005, the projected expenditures amount to about \$5.08 million, out of which about \$0.92 million must come from counterpart funds. The requirement to provide necessary counterpart funds in a timely manner will acquire particular significance when project activities accelerate markedly with the fielding of FAO's consultants.

<sup>19</sup> Reference is invited, among others, to the aide-mémoire dated 14 November 2003.

<sup>20</sup> Details on the obligations, commitments, and urgent requirements are available from the PIO in DOF.

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

23. Major loan covenants relate to (i) the executing agency, (ii) the PSC, (iii) the PMCO, (iv) the PIOs, (v) nongovernment organizations (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 in FY2004 and the executing and implementing agencies have been forced to draw on the imprest account to cover the Government's portion of financing. 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**

24. 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 congratulated MEF for its timely appointment of an auditor.

## **G. Project Implementation Arrangements**

25. 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.<sup>21</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 has 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 are responsible for planning and budgeting project activities and, as required, supervising and monitoring provincial-level field activities through the PIUs. 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, more recently with the help of volunteers, and rehabilitation or construction of PIUs is almost completed. The project director and PIO heads have made dedicated efforts to ensure that all project entities adhere to reporting requirements. Equally, the PIO head in DOF should ensure that the monthly reports submitted by the PIUs are acknowledged and systematically provided with feedback.<sup>22</sup>

<sup>21</sup> At appraisal, it was envisaged that the PSC would meet every 6 months and, if possible, concurrent with CNMC board meetings.

<sup>22</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.

## H. Project Monitoring and Coordination

26. The PMCO has been established to assume responsibility for integrating operations. It is located in the TSBR Secretariat, and the permanent deputy (environment) of the secretariat has been appointed as project coordinator. A project management advisor, a finance and administration specialist, and full-time administrative, financial, and secretarial members of staff was engaged early 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 provide the PMCO with day-to-day technical support. Coordination among PIUs at the provincial level has begun despite the fact that FAO's services still have not started. This is a welcome development, which underscores the importance that the executing and implementing agencies assign to component 2.

## I. Status of Consulting Services

27. At appraisal, it was expected that the Project would use, over the 5-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>23</sup>

### Summary of Consulting Services

Component	Person-Months		Person-Months	
	International	% of Total	Domestic	% of Total
Component 1	104	38	169	12
Component 2	86	32	910	65
Component 3	81	30	323	23
<b>Total</b>	<b>271</b>	<b>100</b>	<b>1,402</b>	<b>100</b>

28. Accomplishment of component 1 has, so far, absorbed 48 person-months of international consulting services and 47 person-months of domestic consulting services. These amount to about 46% and 28%, respectively, of budgeted amounts. The consumption of international consulting services is somewhat out of proportion with the period elapsed under the loan. That of domestic consulting services is slightly below par. Actual needs for consulting services have, to date, been in line with estimates at appraisal. But, a word of caution is warranted in light of the tightness of the packages for component 1 and the likely requirements for additional international consulting services in the course of the Project. Implementation of component 2, which is yet to begin, has consumed no consulting services. Its accomplishment is expected to absorb 32% and 65%, respectively, of international and domestic consulting services for the project (Appendix 5).

29. In response to a recommendation of the last loan review mission of June 2004, which reckoned that the human resource capacities of the PIUs would soon be stretched, the PMCO estimated requirements, prepared terms of reference, and considered a mobilization schedule in consultation with DOF and MOE. The first two volunteers commenced work in Kompong Thom and Siem Reap in July 2004. Two other volunteers began working in Battambang and Kompong Chhnang, respectively, in mid-November 2004. A fifth volunteer is expected to be stationed in Pursat from February 2005. Despite initial teething difficulties, sometimes caused by a higher-than-expected workload, they have been received well and are already contributing to the

<sup>23</sup> This includes the international and domestic consulting services associated with TA 3993-CAM: *Improving the Regulatory and Management Framework for Inland Fisheries*.

Project.<sup>24</sup> 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. The PIUs will in any case rely on the volunteers increasingly because activities will accelerate when component 2 begins. The volunteers are invited to report to the PIO head in DOF, with copy to the PMCO, the problems they encounter. ADB has agreed that the services of the volunteers could be funded from the project's budget allocation for surveys, investigations, and associated services.

### III. OTHER MATTERS

#### A. Loan Review Mission Workshop

30. On 8–9 December 2004, the Mission cochaired in Siem Reap, with the project director and the PIO head in DOF, a loan review mission workshop organized to strengthen understanding of the Tonle Sap Initiative and the Project's contribution to its accomplishment.<sup>25</sup> The Mission also reviewed the work plans of the PIUs as they relate to component 2. The workshop attracted about 50 participants from CNMC, MEF, MOE, the PIUs, UNDP, and Voluntary Service Overseas. It gave opportunities to discuss the Tonle Sap Initiative, concepts and success factors for community fisheries and natural resources management, approaches to community fisheries management under the Project, FAO's experience in community-based natural resource management, the state of affairs in the TSBR Secretariat and MOE's contributions to the Project, issues deemed critical to the Project, and the work plans of the PIUs. The workshop was considered by all a success. It generated timely and practical suggestions for improvement. 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.

Recommendations from the Loan Review Mission Workshop	
DOF	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.
	b. DOF should confirm the status of the draft Fisheries Law and associated subdecree on community fisheries. It should also crosscheck the acceptability of the text currently incorporated into the subdecree and expedite passage of the legislation.
	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 staff 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.

<sup>24</sup> The volunteer based in Kompong Thom, for example, has already prepared a document titled "Success Factors for Community Fisheries in Cambodia".

<sup>25</sup> At the Mission's suggestion, the consultants associated with TA 4197–CAM: *Tonle Sap Sustainable Livelihoods* attended the workshop. This was deemed worthwhile given the interconnections between the two projects.

Recommendations from the Loan Review Mission Workshop	
	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.
MEF	f. MEF should prepare a letter of support to the PIO head in DOF to endorse the opening of provincial holding accounts.
TSBR Secretariat	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.
	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.
	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 progress reports reach the PIUs and contain an executive summary in the Khmer language.
	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.
Consultants	k. The international and domestic consultants should train staff members of the PIUs in the use of the Internet.

## B. Technical Assistance

31. 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. TA activities began in July 2003 and have just concluded. 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 (Appendix 6). 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 to its Board of Directors on 31 August 2004, 1 year ahead of schedule (Appendix 7).

## C. Cofinancing<sup>26</sup>

32. 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's Capacity 21 program determined to provide grant assistance to strengthen the ability of CFDO to engage communities in natural resource management.

<sup>26</sup> This section draws on inputs provided by UNDP's Country Office in Phnom Penh.

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

33. Implementation of this TA began in earnest in July 2003 upon recruitment of a project coordinator, capacity building advisor, and administrative assistant. An annual review and a tripartite review were conducted, respectively, in July 2004 and September 2004 to assess the progress achieved during the first year implementation of the TA and to provide recommendations for the second year of its implementation. The TA, which is well integrated in the Project, is the source of considerable synergies.

34. **Component 1: strengthening natural resource management coordination and planning for the TSBR.** The TA has contributed to the third related output and activities of this component, which regards improving regulation and management planning. Specifically, the TA has since the last loan review mission of June 2004 supported

- (i) *Field Site Visits by Members of Staff of CFDO.* This aimed to consolidate or establish communities fisheries around the Tonle Sap and test a new community fisheries model in Boeung Trapang Thma in Banteay Meanchay.
- (ii) *Training of Members of staff of CFDO.* This allowed 5 members of staff of CFDO to participate in a regional workshop on comanagement of fisheries resources organized by the Mekong River Commission in August 2004. It also allowed 17 members of staff of CFDO to take part in training on planning and monitoring in September 2004. Furthermore, it enabled 3 members of staff of CFDO to take part in training on effective communication skill training in December 2004. Last this permitted 23 members of staff of CFDO to attend a basic English language course and 13 members of staff of CFDO to attend an information technology courses.
- (iii) *Study Tours.* This enabled 8 members of staff of CFDO to participate in a visit to the fishing community in Ream in July 2004. It also financed the attendance of 9 members of staff of CFDO at a study program on inland fisheries management in the Philippines in November 2004. Last, it enabled 2 members of staff of CFDO to visit the fishing community in Kompong Phluk in Siem Reap in December 2004.
- (iv) *Stakeholder Consultations.* This promoted discussions on the subdecree on community fisheries in Kompong Chhnang in August 2004, which 74 participants from local nongovernment organizations, community fisheries, and government attended. Awareness was also raised by the distribution of 800 video compact disks on community fisheries.

35. **Component 2: organizing communities for natural resource management in the TSBR.** The TA has contributed to the first related output and activities of this component, which regards formulating an implementation structure. Specifically, the TA has since the last loan review mission of June 2004 supported

- (i) *Field Sites Visits By Members of Staff of the PIUs.* This aimed to consolidate or establish communities fisheries around the Tonle Sap.
- (ii) *Training of Members of Staff of the PIUs.* This allowed 16 members of staff of the PIUs and 15 representatives from NGOs working in the provinces bordering the Tonle sap to receive training in planning and monitoring in September 2004. It also permitted provision of courses in basic English and information technology to 61 members of staff of the PIUs.
- (iii) *Study Tours.* This covered the participation of 16 members of staff of the PIUs in the visit to the Ream fishing community in July 2004. It also allowed 5 members of staff of the PIUs and 2 fishing community leaders to attend the study program

on inland fisheries management in the Philippines in November 2004. Further, it allowed 6 members of staff of the PIUs and 30 fisheries community management committee members to visit the fishing community in Kompong Phluk in Siem Reap in December 2004.

- (iv) *Stakeholders Consultations.* This promoted discussions on community fisheries development and management between members of staff of the PIUs and fishing communities, in cooperation with FAO. Specifically, the consultations organized a two-way communication training for 210 grassroots participants from 4 communes in Chikreng District in Siem Reap.

36. **Component 3: building management capacity for biodiversity conservation in the TSBR.** The TA has contributed to the third related output and activities of this component, which regards promoting biodiversity conservation awareness, education, and outreach. Specifically, the TA has since the last loan review mission of June 2004 supported

- (i) *Environment Education in Communities and Schools around the Tonle Sap.* Environmental education has been promoted through subcontracts with Osmose (in the core area at Prek Toal, Battambang), Save Cambodia Wildlife (in Kompong Chhnang and Pursat), Cambodian Family Development Services (in Pursat), the TSBR Secretariat (in the core areas at Stung Sen and Boeung Tonle Chhmar in Kompong Thom). The TA also enabled 8 environmental officers (1 from the TSBR Secretariat and 7 from the PIUs) to attend a workshop organized by Osmose and FAO in Siem Reap to review and evaluate environmental education materials.

## 2. Tonle Sap Conservation Project

37. The chief executive officer of GEF approved the project document 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 director was appointed in July 2004. He is the same officer who acts as project director for the Project. The national project manager and the team leader were selected in November 2004 and are expected to begin their assignments in December 2004 and January 2005, respectively, initially through an inception phase of 3–6 months. The project has supported the participation of project coordinator in the Seventh International River Symposium in Australia in August–September 2004, and in the World Conservation Forum in Bangkok in November 2004. Incremental members of staff have been appointed in MOE. There are no outstanding concerns other than obtaining sufficient office space for members of staff working in Phnom Penh, about 10 persons maximum out of 15 positions.

38. Early and swift action by the PMCO and ADB has ensured that procurement of ADB-financed equipment associated with component 3 is mostly complete (with boats remaining to be procured). Civil works undertaken by MOE are soon to start and will not delay the schedule for component 3.

### D. Strategy and Policy Advisor

39. The strategy and policy advisor began his 6-months input on 3 June 2004. His terms of reference were to (i) create in the TSBR Secretariat capacity to address legal and policy issues, and (ii) formulate common policy objectives for management of the TSBR. Related tasks required defining common policies for the TSBR based on a shared vision and shared goals, defining the internal structure and function of the TSBR Secretariat, and defining a coordination

mechanism for achieving consensus on common policies. The key reports of the strategy and policy advisor were (i) *A Proposed Structure For the Tonle Sap Biosphere Reserve Secretariat: Discussion Paper* (September 2004), and (ii) *Coordination of Management of The Tonle Sap Biosphere Reserve: Proposed Structures and Mechanisms* (October 2004).<sup>27</sup> These papers were circulated and discussed at two interministerial meetings held on 1 October 2004 and 22–23 November 2004.

40. The PMCO is preparing an executive summary of the key recommendations of the strategy and policy advisor to facilitate reference and promote agreement. The executive summary will also explain what additional work is needed to provide a dynamic context for action by the strategy and policy division within the TSBR Secretariat. 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. Terms of reference for the additional input are being drafted and will be submitted to ADB for approval before 31 December 2004. The duration of the assignment is expected to be 3–4 months.

#### IV. SUMMARY OF FOLLOW-UP ACTIONS

41. The Mission estimates overall physical progress at not more than 20%. 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 immediate objective.<sup>28</sup> These actions, and their responsibility centers, are:

Follow-up Actions	
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.
b.	MEF should make every effort to finalize review of DOF's letter of agreement with FAO before 31 December 2004.
c.	CNMC and MOE should rescind the two proposals for direct selection of UNESCO and seek elsewhere the services required.
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.
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.
f.	The funds drawn from the imprest account to cover the Government's portion of financing must be returned immediately.
g.	MEF should comply fully with the provisions and requirements on counterpart funding covenanted in the Loan Agreement.
h.	The PIO head in DOF should ensure that the monthly reports submitted by the PIUs are acknowledged and systematically provided with feedback.
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.
j.	CNMC, DOF, and MEF should take prompt steps on the recommendations of workshop participants. The

<sup>27</sup> The strategy and policy advisor also produced an end-of-assignment report in November 2004.

<sup>28</sup> Some of these reinforce the recommendations from the loan review mission workshop.

Follow-up Actions	
	PMCO should inform ADB of the actions taken not later than 31 January 2005.
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.

## V. ACKNOWLEDGEMENTS

42. The Mission thanks CNMC, DOF, 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 the fisheries management advisor. This aide-mémoire incorporates revisions and comments from the wrap-up meeting held on 15 December 2004. The list of the persons who attended the meeting is attached (Appendix 8). The aide-mémoire should be circulated broadly to the parties listed below. The next loan review mission is planned for June 2005.

Phnom Penh, 15 December 2004.

Olivier Serrat  
Asian Development Bank

cc:
CNMC; DOF; FAO; MEF; MOE; UNDP; UNESCO; Consultants; Volunteers; Cambodia Resident Mission, ADB

## PROJECT 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 Project framework 1.2 Project completion report 1.3 Frequency of inter-Ministerial 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 end-year 2	1.1.4 Records of database usage and additions 1.1.5 Number of messages and feedback from audiences	
1.1.4 Develop a TSBR Environmental Information Database (TSBR-ED)			
1.1.5 Formulate and implement a national environmental education and			

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
awareness campaign	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  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		
1.2 <i>The TSBR is mapped.</i>  1.2.1 Prepare orthophotomaps at scale 1:5,000 from new aerial photographs at scale 1:25,000  1.2.2 Delineate biosphere zonation and boundaries of commercial and community fishing lots, fish sanctuaries, administrative regions, and physiographic features	1.2.1 Aerial photography completed by mid-year 2 and orthophotomaps prepared immediately thereafter  1.2.2 Biosphere zonation and other boundaries delineated from mid-year 2 and zonation maps prepared by end-year 2	1.2.1 Contract for aerial photography and processing  1.2.2 Number of zonation maps prepared	<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>
1.3 <i>Regulation and management planning are improved.</i>  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  1.3.2 Set standards and guidelines for formulation of community and commercial fisheries management plans  1.3.3 Build the capacity of the Community Fisheries Development Office (CFDO) within the Department of Fisheries (DOF)	1.3.1 Regulatory framework prepared, completed, or amended and 5-year Tonle Sap fisheries management plan developed by mid-year 2  1.3.2 Standards and guidelines for formulation of community and commercial fisheries management plans set by end-year 1 and disseminated thereafter  1.3.3 Six key members of staff of CFDO trained by mid-year 2 and study tours conducted by mid-year 3	1.3.1 Gazette records, plan publication, and advisory technical assistance (TA) reports  1.3.2 Standards and guidelines publication and advisory TA reports  1.3.3 Staff and performance records	<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>
<b>Organizing Communities for Natural Resource Management in the TSBR</b>			

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<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>2.2.4 Formulation of natural resource management plans by communities</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 truthing.</li> <li>• Stakeholder agreement on boundaries is</li> </ul>

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
	<p>encouraged from year 3</p> <p>2.2.5 Independent progress audit reports submitted annually from end-year 2</p>		<p>forthcoming.</p>
<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 of biodiversity</p> <p>3.2.3 Develop a strategy, carry out an awareness</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 system implemented from year 2 and on a continuing basis</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 exotic species are being controlled</p> <p>3.2.4 Records on</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 limits of spread with the resources available.</li> <li>Officials are not</li> </ul>

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<p>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>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>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>amenable to bribery.</p> <ul style="list-style-type: none"> <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	MOE	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			■	
	UNESCO-1	- 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		■		
UNESCO-2	1.1.4 Develop a TSBR Environmental Information Database (TSBR-ED)			■		
	- office equipment procured & set-up		■			
	- library materials & publications procured		■			
	- website designed & installed		■			
MOE	- database designed & developed		■			
	- database updating mechanism developed & continued		■			
	1.1.5 Formulate & implement a national environmental education & awareness campaign			■		
	- equipment & vehicles procured		■			
	- campaign for national environmental education & awareness formulated		■			
	- contract for production of videos prepared & implemented		■			
DOF	UNESCO-2	- publicity & educational material designed & produced		■		
		- training, seminars & conferences implemented		■		
		- school education campaign implemented		■		
		<b>1.2 The TSBR is Mapped</b>				
		UNESCO-2	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			■		
	UNESCO-2	- 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>						
FAO TECHNICAL ASSISTANCE		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)			■		
	UNESCO-2	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 Partially 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	The policy and strategy advisor has provided a draft discussion paper for circulation concerning the structure and functions of the TSBR Secretariat. Offices have been equipped and cars have been procured.	1.1.1 There is insufficient space for adequate functioning of the TSBR Secretariat. CNMC needs to consider the possibility of housing it in the former office of the Mekong River Commission.
1.1.2	A preliminary training needs assessment was conducted by the project management advisor. The policy and strategy advisor has provided further information related to training needs. Members of staff of the Policy and Strategy Division of the TSBR Secretariat has received on-the-job training by working with the advisor and through regular weekly training sessions.	1.1.2 Junior members of staff of the TSBR Secretariat have limited skills and experience. Work plans do not adequately involve secretariat members of staff in the functioning of the project.
1.1.3	The policy and strategy advisor completed his terms of reference.	1.1.3 Understanding among the stakeholders of common policies and strategies requires an incremental approach extending beyond the input of the strategy and policy advisor.
1.1.4	None.	1.1.4 This activity experienced more delay over the quarter due to protracted negotiations with the proposed service provider.
1.1.5	None.	1.1.5 This activity experienced more delay over the quarter due to protracted negotiations with the proposed service provider.
How can the activities be improved?		
<u>Proposed Change</u>		<u>Justification</u>
1.1.1	The historical, geographical, and administrative context of policy for the TSBR needs to be elucidated further in order to breathe life into the need for a coordinated policy structure.	1.1.1 Understanding of real life issues in practical, actionable terms that are relevant to the national and local interest is inadequate.
1.1.2	The training needs identified by the strategy and	1.1.2 Members of staff of the TSBR Secretariat need to

Component	Strengthening Natural Resource Management Coordination and Planning for the TSBR		1
	<p>policy advisor should be developed further over the next 6 months as actual roles and responsibilities of members of staff become clearer.</p> <p>1.1.3 The TSBR Secretariat should develop action agendas around gaps and redundancies in common policy objectives among stakeholder agencies.</p> <p>1.1.4 A plan should be put in place to negotiate and mobilize consulting services from other service providers.</p> <p>1.1.5 A plan should be put in place to negotiate and mobilize consulting services from other service providers.</p>	<p>have roles and responsibilities defined in practical, real life terms.</p> <p>1.1.3 Gaps in multi-sector policy represent opportunity for contribution by the TSBRs; redundancy indicates potential for overlapping policy and conflict, implying a further important intervention by the secretariat.</p> <p>1.1.4 UNESCO's commitment is not clear.</p> <p>1.1.5 UNESCO's commitment is not clear.</p>	
Action plan to improve the activities			
	<p style="text-align: center;"><u>Action</u></p> <p>1.1.1 Discussions among members of staff and constituent members of CNMC should focus on the geographical and historical context of policy for the TSBR to better identify potential roles for the TSBR Secretariat. Longer inputs from a strategy and policy advisor should be acquired.</p> <p>1.1.2 Training needs should be reviewed continuously as the roles and responsibilities for the members of staff of the TSBR Secretariat become more focused on actualities within the sociopolitical domain of the Tonle Sap.</p> <p>1.1.3 Members of staff of the TSBR Secretariat should identify gaps and redundancies in the policy, management, and technical aspects of the administrative structure overseeing the Tonle Sap.</p> <p>1.1.4 CNMC should consider all options toward securing reliable consulting services for the TSBR-ED, irrespective of their source. Sincere commitment to the provision of quality services is primordial.</p> <p>1.1.5 MOE should consider all options toward securing reliable consulting services for the national environmental education and awareness campaign, irrespective of their source. Sincere commitment to the provision of quality services is primordial.</p>	<p style="text-align: center;"><u>Target Date</u></p> <p>1.1.1 This is a continuous process. In the immediate the services of a strategy and policy advisor should be deployed from January or February 2005 for about 4 person-months.</p> <p>1.1.2 This is a continuous process.</p> <p>1.1.3 This is a continuous process.</p> <p>1.1.4 A service provider should be selected and appointed without further delay, hopefully in mid-January 2005.</p> <p>1.1.5 A service provider should be selected and appointed without further delay, hopefully in mid-January 2005.</p>	

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

Component	Strengthening Natural Resource Management Coordination and Planning for the TSB		1
Output	The TSB 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?		Yes	Partially
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	Procurement documents have been released and bids have been evaluated.	1.2.1	None.
1.2.2	The accomplishment of this target is contingent on the achievement of target 1.2.1.	1.2.2	This output will be delayed because of its dependency on the achievement of target 1.2.1.
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	MEF should accelerate approval of the contract for aerial photography and orthophotomaps. Sufficient counterpart funds should be made available to make the advance payment of the imagery and mapping specialist.	1.2.1	By 31 December 2004.
1.2.2	Preparatory actions should be initiated to ensure that the different maps are being produced as soon as possible after the delivery of aerial photographs. It may be necessary to engage additional services by an imagery and mapping specialist to control quality and ensure the highest standards.	1.2.2	It is expected the various types of maps will start being prepared from September 2005 onwards.

**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 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 fisheries framework and a 5-year Tonle Sap Fisheries Management Plan were prepared under TA 3993-CAM: <i>Improving the regulatory and Management Framework</i> .	1.3.1 The schedule for approval of the draft Fisheries Law and associated subdecree on community fisheries is not clear. It is not known either whether the changes formulated under TA 3993-CAM: <i>Improving the regulatory and Management Framework</i> are still included in the documents.	
1.3.2	Guidelines for the establishment of community fisheries management organizations and guidelines for preparing fisheries management plans for community and commercial fisheries have been drafted. Robust terms of reference have been prepared for the Fisheries Management Task Force.	1.3.2 Linkages between community and commercial fisheries management plans and national resources management, resources use rights and obligations are lacking.	
1.3.3	Members of staff of CFDO and the PIUs within DOF have continued to receive training. The Capacity 21 program funded a regional study tour for members of staff of CFDO.	1.3.3 None.	
How can the activities be improved?			
<u>Proposed Change</u>		<u>Justification</u>	
1.3.1	DOF should adopt the 5-year General Fisheries Plan for Management and Development of the Tonle Sap and proactively support the draft Fisheries Law and associated sub-decree on community fisheries.	1.3.1 It is necessary invigorate support to community fisheries.	
1.3.2	It is necessary to improve linkages between DOF and fishing communities to communicate the need for better management.	1.3.2 FAO's services are expected to begin in January 2005.	
1.3.3	Six key members of staff of CFDO have been trained.	1.3.3 FAO's services are expected to begin in January 2005.	
Action plan to improve the activities			
<u>Action</u>		<u>Target Date</u>	
1.3.1	DOF should encourage adoption of the subdecree on community fisheries.	1.3.1 By 31 December 2004.	
1.3.2	MEF should expedite approval of the letter of agreement between DOF and FAO.	1.3.2 By 31 December 2004.	
1.3.3	MEF should expedite approval of the letter of agreement between DOF and FAO.	1.3.3 By 31 December 2004.	

Table A3.4: ANALYSIS OF OUTPUT ACCOMPLISHMENT

Component	Organizing Communities for Natural Resource Management in the TSBR	2
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 Partially 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 nongovernment 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	Contact negotiation between DOF and FAO have been completed and a letter of agreement has been signed.	2.1.1 The letter of agreement between DOF and FAO is still held in MEF and FAO's services are not expected to begin until January 2005.
2.1.2	The rehabilitation of the PIUs is almost complete.	2.1.2 None.
2.1.3	Training continues under UNDP's Capacity 21 program. The PIO in DOF also carries out on-the-job training.	2.1.3 None.
2.1.4	Outputs from TA 3993-CAM: <i>Improving the Regulatory and Management Framework for Inland Fisheries</i> provide valuable support to the establishment of guidelines for organizing communities under component 2.	2.1.4 It is necessary to activate incorporation of outputs from TA 3993-CAM: <i>Improving the Regulatory and Management Framework for Inland Fisheries</i> in component 2.
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	None.	2.1.2 Not applicable.
2.1.3	None.	2.1.3 Not applicable.
2.1.4	None.	2.1.4 Not applicable.
Action plan to improve the activities		
<u>Action</u>		<u>Target Date</u>
2.1.1	MEF should expedite approval of the letter of agreement between DOF and FAO.	2.1.1 By 31 December 2004.
2.1.2	None.	2.1.2 Not applicable.
2.1.3	Continued attention should be given to activating the PIUs. Additional training will be planned and scheduled after FAO's services have begun.	2.1.3 This is a continuous process.
2.1.4	The PIUs have begun to organize field trips to support existing areas and identify new areas for additional community development.	2.1.4 This is a continuous process.

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

Component	Organizing Communities for Natural Resource Management in the TSBR	2	
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	Partially	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, 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	Scheduled activities are not yet due.	2.2.1	None.
2.2.2	Scheduled activities are not yet due.	2.2.2	None.
2.2.2	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	None.	2.2.1	Not applicable.
2.2.2	None.	2.2.2	Not applicable.
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	None.	2.2.1	None.
2.2.2	None.	2.2.2	None.
2.2.3	None.	2.2.3	None.
2.2.4	None.	2.2.4	None.
2.2.5	None.	2.2.5	None.

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

Component	Organizing Communities for Natural Resource Management in the TSBR	2
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 Partially No
What are the targets?		
2.3.1	The project design anticipated that technical packages for sustainable fisheries, aquaculture, agroforestry, 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	Scheduled activities will benefit from the work done in connection with TA 3997–CAM: <i>Chong Kneas Environmental Improvement</i> and TA 4197–CAM: <i>Tonle Sap Sustainable Livelihoods</i> .	2.3.1 Delays in generating the output may result in lost opportunities to reduce fishing pressure through the generation of alternative income opportunities.
2.3.2	Scheduled activities will benefit from the work done in connection with TA 3997–CAM: <i>Chong Kneas Environmental Improvement</i> and TA 4197–CAM: <i>Tonle Sap Sustainable Livelihoods</i> .	2.3.2 Scheduled activities will benefit from the work done in connection with TA 3997–CAM: <i>Chong Kneas Environmental Improvement</i> and TA 4197–CAM: <i>Tonle Sap Sustainable Livelihoods</i> .
How can the activities be improved?		
<u>Proposed Change</u>		<u>Justification</u>
2.3.1	None.	2.3.1 Not applicable.
2.3.2	None.	2.3.2 Not applicable.
Action plan to improve the activities		
<u>Action</u>		<u>Target Date</u>
2.3.1	DOF should instruct the service provider for component 2 to prioritize and accelerate implementation of this output in relation to the work program.	2.3.1 Previous and ongoing approaches to technical packages should have been surveyed and a report should have been presented by 30 June 2005.
2.3.2	DOF should instruct the service provider for component 2 to prioritize and accelerate implementation of this output in relation to the work program.	2.3.2 Recommendations on selected packages should be made available by 30 September 2005.

### COMPLIANCE WITH LOAN COVENANTS

Reference in Loan Agreement	Covenant	Responsibility	Status of Compliance
LA, Sch. 6, Para. 1	<b>Project Executing Agency.</b> MAFF shall be the project executing agency and shall directly implement components 1 and 2 of the Project relating to the strengthening natural resources management coordination and planning for the TSBR and organizing communities for natural resources management in the TSBR.	MAFF	Complied with.
LA, Sch. 6, Para. 2	<b>Project Steering Committee.</b> A PSC consisting of the Minister of MAFF, Minister of MOE, Minister of MEF, Chairman of CNMC and the Governors of the project provinces, or their representatives, shall be chaired by the Minister of MAFF and shall be responsible for (i) providing advice on project implementation, (ii) providing mechanism for resolving project implementation problems beyond single ministerial mandates and (iii) reviewing project progress. PSC shall hold meetings every 6 months and, to the extent possible, concurrent with CNMC Board meetings.	CNMC, MAFF, MEF, MOE	Complied with. The first meeting of the PSC was held on 26 July 2004. The next meeting is scheduled on 17 January 2005.
LA, Sch. 6, Para. 3	<b>Project Monitoring and Coordination Office.</b> A PMCO shall be responsible for integrating project operations, including consolidating financial statements, harmonizing equipment specifications and procurement procedures, scheduling project activities and general administration. The PMCO shall be located in the TSBR Secretariat. The Permanent Deputy Secretary (Environment) of the TSBR Secretariat shall be the project coordinator. An international project management advisor, a domestic finance and administration specialist, a strategy and policy advisor, and other local members of staff for clerical, financial matters, shall assist the project coordinator. The three divisions of the TSBR Secretariat shall provide day-to-day technical support to serve the PMCO.	CNMC	Complied with. The PMCO has been established and is located in the TSBR Secretariat. A project coordinator has been appointed. A project management advisor, a strategy and policy advisor, a domestic finance and administration specialist, and other domestic members of staff for clerical and other matters have been recruited to assist the project coordinator.
LA, Sch. 6, Para. 4	<b>Project Implementation Offices.</b> The PIOs shall assume responsibility for planning and budgeting of project activities and, as required, supervision and monitoring of provincial level field activities through PIUs. The PIOs will be set up, respectively, in the DOF, the Department of Nature Conservation and Protection within MOE and the TSBR Secretariat. Each of the PIOs shall be staffed by, at least, one full-time members of staff designated to supervise and manage direct implementation activities under the Project. A PIU shall be set up within 3 months of the Loan Effectiveness in each of the project provinces and to be	CNMC, MAFF, MOE	Complied with. PIOs and PIUS have been established and are fully staffed.

Reference in Loan Agreement	Covenant	Responsibility	Status of Compliance
	located in the Office of Fisheries in the Department of Agriculture, Forestry and Fisheries and in the Department of Environment. The PIUs shall be responsible for implementing project activities at the provincial level.		
LA, Sch. 6, Para. 5	<b>NGOs.</b> 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	Not yet due.
LA, Sch. 6, Para. 6	<b>Counterpart Funds.</b> Without prejudice to Section 4.02 of the Loan Agreement, 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.	CNMC, MAFF, MEF, MOE	Partly complied with. There is delay in the release of counterpart funds.
LA, Sch. 6, Para. 7	<b>Regulatory Framework.</b> The Borrower shall ensure that it will prepare an amendment to the current legislation on fisheries, including the law, sub-decrees, 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 sub-decrees or the necessary implementing regulations.	MAFF	Complied with. The TA's outputs included (i) comments and recommendations on the draft Fisheries Law, (ii) a draft Proclamation on Community Fisheries By-Laws, (iii) revised Guidelines for the Establishment of Community Fisheries Management Organizations, and (iv) a General Fisheries Plan for Management and Development of the Tonle Sap. The draft Fisheries Law is awaits consideration in the National Assembly.
LA, Sch. 6, Para. 8	<b>Mapping.</b> The Borrower shall ensure and shall cause the executing agency to ensure that all maps and database products developed under the Project will be made available to all interested parties.	MAFF	Not yet due.
LA, Sch. 6, Para. 9	<b>Gender.</b> 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	MAFF	Ongoing. At present, women make up about 9% of the 900 member positions in community fisheries committees.

Reference in Loan Agreement	Covenant	Responsibility	Status of Compliance
	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.		
LA, Sch. 6, Para. 10	<b>Ethnic Minorities.</b> The Borrower shall ensure 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.	MAFF	Not yet due.
LA, Sch. 6, Para. 11	<b>Project Performance Monitoring and Evaluation.</b> The Borrower shall ensure that the progress of the Project and the achievement of its benefits are monitored based on the project framework. The Borrower shall further cause the 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. 6-monthly progress reports have been submitted.
LA, Sch. 6, Para. 12	<b>Involuntary Resettlement.</b> 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.
LA, Art. IV, Sect.4.03 (a)	<b>Particular Covenants.</b> 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 recruited.
LA, Art. IV, Sect. 4.06 (b)	<b>Particular Covenants.</b> 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 9 months after the end of each related fiscal year, certified copies of such audited accounts and financial statements and the	CNMC, MAFF, MEF, MOE	Complied with. The first audit report was received on 4 October 2004.

Reference in Loan Agreement	Covenant	Responsibility	Status of Compliance
	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.		
LA, Art. IV, Sect. 4.07 (b)	<b>Particular Covenants.</b> 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 September 2004.
LA, Art. IV, Sect. 4.07 (c)	<b>Particular Covenants.</b> Promptly after physical completion of the Project, but in any event not later than 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.

**STATUS OF CONSULTING SERVICES**  
(as of 30 November 2004)

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

Duty Station & Supervising Authority	Position	International		Domestic	
		Appraisal Person-Months	Actual	Appraisal Person-Months	Actual
<b>PMCO</b>	Project Management Advisor	30.0	11.5	0.0	0.0
	Strategy & Policy Advisor	6.0	6.0	0.0	0.0
	Finance & Administration Specialist	0.0	0.0	30.0	9.0
	Finance & Administration Advisor	0.0	0.0	0.0	3.0
<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
	Fisheries Management Advisor	30.0	10.5	0.0	0.0
<b>PIO/DOF</b>	Imagery & Mapping Specialist	3.0	2.5	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
	Map Digitizer	0.0	0.0	6.0	0.0
	Fisheries Legal Specialist	5.0	5.0	0.0	0.0
<b>PIO/DOF</b>	Fisheries Legal Specialist	0.0	0.0	11.0	3.0
	Fisheries Management Specialist	5.0	5.0	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	4.0	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
	Training Specialist	0.0	0.0	6.0	6.0
	<b>PIO/MOE</b>	Environmental Education Specialist	6.0	0.0	0.0
Environmental Education Specialist		0.0	0.0	18.0	0.0
Media Specialist		0.0	0.0	18.0	0.0
	<b>Total</b>	<b>104.0</b>	<b>47.5</b>	<b>169.0</b>	<b>47.0</b>

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

Duty Station & Supervising Authority	Position	International		Domestic	
		Appraisal Person-Months	Actual	Appraisal Person-Months	Actual
PIU/DAFF	Natural Resource Management Specialist & Team Leader	24.0	0.0	0.0	0.0
	Community Fisheries Specialist	20.0	0.0	0.0	0.0
	Agriculture & Forestry Specialist	12.0	0.0	0.0	0.0
	Environment Specialist	0.0	0.0	12.0	0.0
	Training Organizer	0.0	0.0	12.0	0.0
	Community Development Specialist	24.0	0.0	0.0	0.0
	Agricultural Economist	3.0	0.0	0.0	0.0
	Agricultural Economist	0.0	0.0	6.0	0.0
	Fish Product Utilization Specialist	3.0	0.0	0.0	0.0
	<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	0.0
	Environment Specialist (1 per province)	0.0	0.0	120.0	0.0
	Surveyor (3 per province)	0.0	0.0	360.0	0.0
	<b>Total</b>		<b>86.0</b>	<b>0.0</b>	<b>910.0</b>

<sup>1</sup> This does not yet include the services of the volunteers assisting the PIUs, which amount to date to about 5 person-months.

## EFFECTIVENESS OF ADB ASSISTANCE IN CAPACITY BUILDING

### TA Data

TA Title	Improving the Regulatory and Management Framework for Inland Fisheries
TA Number	TA 3993-CAM
Executing Agency	Ministry of Agriculture, Forestry, and Fisheries
TA Amount	\$540,000
Date Approved	21 November 2002
TA Objective	The TA's objective was to improve the regulatory and management framework for inland fisheries, with special attention to the subdecree on community fisheries. Specifically, the TA was to prepare, complete, or, as necessary, amend the draft Fisheries Law and as many as possible of the subdecrees, proclamations, and directives or circulars associated with it, giving early attention to the subdecree on community fisheries. The TA was also to prepare a 5-year Tonle Sap fisheries management plan and set standards and guidelines for formulating community and commercial fisheries management plans, to be disseminated by DOF. The management plans are to facilitate implementation of component 2 of L1939-CAM. To implement the 5-year Tonle Sap fisheries management plan and make possible its updating, the TA was also to establish a Tonle Sap fisheries management task force within DOF and build it with on-the-job training.

### TA Preparation

1. How high was the TA's objective in the Government's overall priorities at the time, as indicated, for instance in the Five-Year Development Plan at the time or later?	High	Medium	Low	Do Not Know
2. Was the TA's objective a high priority of the executing agency at that time?	Yes	No		Do Not Know
3. Who was the principal player in identifying the need for the TA?	ADB	Government	Executing Agency	Do Not Know
4. How satisfactory was the process of developing the terms of reference for the TA in terms of adequate consultation with the members of staff of the executing agency?	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
4a. <i>If not satisfactory</i> : please indicate the major reasons.				
5. Was a satisfactory process for institutional strengthening (i.e., enabling the executing agency itself to build on the outputs of the TA) developed before the TA was accepted by the executing agency (e.g., starting with a diagnostic analysis)?	Yes	No		Do Not Know
6. Before the start of the TA, did the executing agency realistically consider that by the end of the TA, it would gain the technical expertise to do the desired work itself?	Yes	No		Do Not Know
7. Were the major constraints, both inside and outside the executing agency, which could prevent the effective completion of the TA satisfactorily addressed prior to the terms of reference being finalized?	Yes	No		Do Not Know
7a. <i>If yes</i> : please indicate whether the	Internal		External	

constraints were	
7b. <i>If no:</i> please list the major constraints not addressed.	

## TA Design

8. How satisfactory was the design of the TA to achieve its objective?	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
8a. <i>If satisfactory:</i> please list strengths.	<i>If not satisfactory:</i> please list weaknesses.			
9. How important was the TA's objective to the work of the executing agency?	Very Important	Important	Not Very Important	No Opinion
9a. In what way were they important? <ul style="list-style-type: none"> <li>From a technical point of view</li> <li>From an institutional strengthening point of view</li> </ul>	- Provided valuable input to the DOF - Strong DOF Participation			
10. Did the design seek to transfer skills to the executing agency by the end of the TA?	Yes	No		Do Not Know
10a. <i>If yes:</i> how satisfactory was the approach to technology and skills transfer? <sup>1</sup>	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
10b. <i>If not satisfactory:</i> please state in what way.				
11. Did the senior management of the executing agency play a major role in the design of the TA?	Yes	No		Do Not Know

## TA Implementation

12. Were appropriate counterpart members of staff available to participate in the TA and benefit from it? <sup>2</sup>	Yes	No		Do Not Know
12a. <i>If yes:</i> were the counterpart members of staff and trainees released as required without jeopardizing other high priorities of the executing agency?	Yes	No		Do Not Know
12b. When were counterpart members of staff made available for the TA?	From The Outset	Shortly After The Beginning	Late In The Project	Not At All
12c. Was the counterpart approach to skills transfer effective?	Yes	No		Do Not Know
12d. <i>If no:</i> please indicate the major reasons.				
13. Were recommendations made under the TA to improve the functioning of the executing agency?	Yes	No		Do Not Know
13a. <i>If yes:</i> were the recommendations appropriate?	Yes	No		Do Not Know
13b. <i>If yes:</i> were the recommendations accepted?	Yes	No		Do Not Know
13c. <i>If yes:</i> how substantially were the recommendations acted upon?	Significantly	Partially		Not At All
14. Did the TA do any training for members of staff?	Yes	No		Do Not Know
14a. <i>If yes:</i> approximately how many members of staff were planned to be	Planned To Be Trained 6 members of staffs	Actually Trained 6 members of staffs		

<sup>1</sup> Refers to transfer of technology and skills to counterparts and to the executing agency as distinct from trainees.

<sup>2</sup> Staff nominated to facilitate the consultants' work and sometimes assist it. Counterparts are not trainees.

trained and how many were actually trained?				
14b. What level of long-term improvement in performance of members of staff did the training produce?	Marked Improvement	Some Improvement	No Improvement	Do Not Know
15. Were the trainers	Very Competent	Competent	Not Very Competent	Do Not Know
16. Was the training	Just Long Enough	Slightly Too Short	Too Short	Do Not Know
17. At the end of the TA, how well could the counterparts and trainees, without further technical assistance, perform the tasks they were supposed to perform?	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
17a. <i>If not satisfactory</i> : please indicate the major reasons.				
18. How satisfactorily was the TA's objective achieved?	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
18a. Please identify one significant and enduring outcome directly resulting from the implementation of the TA's objective.	Competent counterpart			
19. Did the senior management of the executing agency play a major role in the implementation and general guidance of the TA?	Yes	No		Do Not Know
19a. <i>If no</i> : did the lack of involvement have an adverse effect on the outcomes of the TA?	Yes	No		Do Not Know
20. Would the TA have been more effective if members of staff in central agencies (e.g., the Ministry of Economy and Finance) had been more involved?	Yes	No		Do Not Know
20a. <i>If yes</i> : please indicate in what way.				
21. Did women working in the executing agency benefit from the TA?	Yes	No		Do Not Know
21a. <i>If yes</i> : please indicate approximately how many and in what way.	Only one woman worked as assistant.			
22. Please list the major problems with TA implementation.	None			

### Performance of Consultants

23. Please rate the overall performance of the consultants.	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
23a. In terms of technical competence.	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
23b. In terms of training and skills transfer.	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
24. How well did the consultants understand the needs of the executing agency?	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
25. Please rate how well the consultants adapted their technical competencies to the needs and competencies of the executing agency.	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
26. How culturally sensitive was the work of the consultants?	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
27. How well did the consultants	Very	Satisfactory	Not	Do Not Know

understand the professional needs of the people working in the executing agency?	Satisfactory		Satisfactory	
28. Did the consultants pay any special attention to the needs of the women working in the executing agency?	Yes		No	Do Not Know
29. Did the consultants	Help The Executing Agency To Do Things		Do Things For The Agency	Do Not Know
30. Would you employ the consultants again?	Yes		No	Do Not Know
30a. <i>If no:</i> please indicate why.				

### Institutional Development

31. Please rate the contribution of the TA in the improvement of the following:				
31a. Management competencies of the executing agency (i.e., is the executing agency better managed as a result of the TA?).	Major	Minor	None At All	Do Not Know
31b. Policy capacity of the executing agency.	Major	Minor	None At All	Do Not Know
31c. Operating systems of the executing agency (i.e., did the TA improve budget, planning, information systems, and procedures on a sustainable basis?).	Major	Minor	None At All	Do Not Know
31d. Organizational efficiency of the executing agency (i.e., has productivity of the executing agency increased as a direct result of the TA?).	Major	Minor	None At All	Do Not Know
31e. Technical competencies of members of staff working in the executing agency.	Major	Minor	None At All	Do Not Know
31f. Operational effectiveness of the executing agency (i.e., does the executing agency provide a better quality of service for the Government?).	Major	Minor	None At All	Do Not Know
31g. Planning, monitoring and control of the executing agency.	Major	Minor	None At All	Do Not Know
32. Did the TA result in the development of any performance indicators?	Yes		No	Do Not Know
32a. <i>If yes:</i> are those performance indicators still being used?	Yes		No	Do Not Know
32b. <i>If no:</i> can you suggest performance indicators to assess the long-term effectiveness of the TA?				
32c. Over time, has the performance rating on the basis of these indicators	Improved	Remained The Same	Declined	Do Not Know

### General

33. To achieve the best sustainable results for the executing agency, was the length of time for the TA	Just Right	Slightly Too Short	Far Too Short	Do Not Know
33a. <i>If too short:</i> please indicate why it was too short.				

34. Do the majority of the counterparts still work in the executing agency?	Yes	No	Do Not Know	
34a. <i>If no:</i> do they still work in the public sector?	Yes	No	Do Not Know	
34b. <i>If no:</i> broadly, why did they leave the executing agency and the public sector?				
35. Do the majority of trainees still work in the public sector?	Yes	No	Do Not Know	
35a. <i>If no:</i> broadly, why did they leave the executing agency and the public sector?				
36. Have the facilities created under the TA continued to receive funding even after TA completion?	Yes	No	Do Not Know	
37. Did public service rules and procedures constrain the full effectiveness of the TA?	Yes	No	Do Not Know	
37a. <i>If yes:</i> please indicate in what way.				
38. Were there any incentives to encourage executing agency officers to participate in training provided under the TA?	Yes	No	Do Not Know	
38a. <i>If yes:</i> please describe the incentives.				
39. How could TA implementation be improved?	Do not know.			
40. Would earlier reform of central agencies (e.g., the Central Bank of Cambodia, the Ministry of Economy and Finance) and their rules and procedures have improved the effectiveness of the TA?	Yes	No	Do Not Know	
40a. <i>If yes:</i> please indicate in what way.				
41. Have the benefits of the TA been sustainable?	Yes	No	Do Not Know	
41a. <i>If no:</i> please indicate the major reasons.				
42. Please rate the performance of the ADB in TA preparation, administration, and supervision.	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
42a. <i>If not satisfactory:</i> please indicate in what way.				
42b. Please rate the ADB's responsiveness and flexibility.	Very Satisfactory	Satisfactory	Not Satisfactory	Do Not Know
42c. <i>If not satisfactory:</i> please indicate in what way.				
43. In retrospect, please rate the long-term effectiveness of the TA on the executing agency.	Successful	Partly Successful	Unsuccessful	Do Not Know

## TECHNICAL ASSISTANCE COMPLETION REPORT

<b>TA No. and Name</b> TA 3993–CAM: Improving the Regulatory and Management Framework for Inland Fisheries		<b>Amount Approved</b>	\$540,000
		<b>Revised Amount</b>	\$540,000
<b>Executing Agency</b> Department of Fisheries	<b>Source of Funding</b> ADB TA Funding Program	<b>TA Amount Undisbursed</b> 0	<b>TA Amount Utilized</b> \$540,000
<b>Date</b>		<b>Completion Date</b>	
<b>Approval</b> November 2002	<b>Signing</b> February 2003	<b>Fielding of Consultants</b> July 2003	
		<b>Original</b> December 2004	<b>Actual</b> June 2004
		<b>Closing Date</b>	
		<b>Original</b> December 2004	<b>Actual</b> September 2004 <sup>1</sup>
<b>Description</b>			
<p>The Government of Cambodia marked a bold step when it released in October 2000 a large part of the Tonle Sap's fishing lots for community management. This decision gave impetus to the reform of the regulatory framework for inland fisheries. Work toward a new Fisheries Law had begun in August 1999 and a draft was made available in August 2001.<sup>2</sup> However, many felt that it should be subjected to critical review in light of its far-reaching implications and the sensitive nature of community fisheries. Much additional associated legislation was also called for and the Department of Fisheries (DOF) within the Ministry of Agriculture, Forestry, and Fisheries was struggling to keep up in a transparent and consultative way, especially in the absence of a management plan for the Tonle Sap. The TA was approved together with L1939–CAM: Tonle Sap Environmental Management,<sup>3</sup> the objective of which 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.</p>			
<b>Objectives and Scope</b>			
<p>The objective of the TA was to improve the regulatory and management framework for inland fisheries, with special attention to the subdecree on community fisheries. Specifically, the TA was to prepare, complete, or, as necessary, amend the draft Fisheries Law and as many as possible of the subdecrees, proclamations, and directives or circulars associated with it, giving early attention to the subdecree on community fisheries. The TA was also to prepare a 5-year Tonle Sap fisheries management plan and set standards and guidelines for formulating community and commercial fisheries management plans, to be disseminated by DOF. The management plans are to facilitate implementation of component 2 of L1939–CAM. To implement the 5-year Tonle Sap fisheries management plan and make possible its updating, the TA was also to establish a Tonle Sap fisheries management task force within DOF and build it with on-the-job training.</p>			
<b>Evaluation of Inputs</b>			
<p>FAO was deemed to be the most qualified and competent agency to provide the services required based on its experience, capacity, and commitment. It was selected directly to provide, over 12 months, about 19 person-months of international and about 41 person-months of domestic expertise in fisheries law, fisheries management, fisheries biology, resource planning and inland fisheries, community organization, and training.</p> <p>The consultant rendered its services over three distinct periods, each of which was the object of review by ADB. The range of expertise hired was sound and allowed a fair distribution of work. To enhance teamwork, the first team leader was replaced soon after TA inception. The team functioned effectively thereafter. The funds allocated to the TA were adequate and flexibility in their use permitted reallocation of resources among the team members. Some problems were experienced with disbursements because of FAO's internal rules on clearance of invoices for payment and its practice of releasing only 80% of the sums until after receipts have been received confirming full payment. This put pressure on DOF, which time and again had to draw upon scarce financial resources to meet the balance until the final 20% were released. A member of staff of ADB attended the initial and final tripartite meetings, and participated in</p>			

<sup>1</sup> This is the expected closing date. Proof of turnover of equipment included in the consultants' contract is pending.

<sup>2</sup> As of today, the principal legal instrument remains Fiat Law No. 33 on Fishery Management and Administration, dated 9 March 1987, which is widely acknowledged as irrelevant to the prevailing situation.

<sup>3</sup> ADB. 2002. *Report and Recommendation of the President to the Board of Directors on a Proposed Loan and Technical Assistance Grant to the Kingdom of Cambodia for the Tonle Sap Environmental Management Project*. Manila.

the mid-term tripartite review by video link. The final tripartite meeting was augmented by a presentation on accomplishments, undertaken jointly with the consultant for TA 4025–CAM to maximize outreach.<sup>4</sup>

With hindsight, the relevance of TA design is judged to have been correct and its objective and outputs, methodology and key activities, cost and financing, implementation arrangements, and terms of reference are deemed to have been appropriate. TA inputs were economical: adequate with no surplus. They were productive, enabling thorough participatory consultations, and drafting of all required reports. The TA design rightly placed strong emphasis on stakeholder participation. The performance of the executing agency, ADB, and the consultant is rated as highly satisfactory.

#### **Evaluation of Outputs**

TA outputs were generated efficiently, effectively, and on time. All were of high quality. The most valuable outputs included (i) comments and recommendations on the draft Fisheries Law and its Subdecree on Community Fisheries, which are now in the National Assembly, (ii) the draft Proclamation on Community Fisheries By-Laws and Area Agreement, (iii) revised Guidelines for the Establishment of Community Fisheries Management Organizations, and (iv) the first-ever General Fisheries Plan for Management and Development of the Tonle Sap. These outputs will play vital roles in improving the regulatory and management framework for inland fisheries. In the immediate, they will facilitate implementation of component 2 of L1939–CAM. The reports on stakeholder consultations and the national consultative conference are also valuable, not only on account of their technical content, but also because of the manner in which the consultations were planned, organized, and conducted.<sup>5</sup> The General Fisheries Plan for Management and Development of the Tonle Sap addresses all major concerns for sustainable management and conservation of the lake's fisheries, including social equity. It details measures to deal with illegal and destructive fishing practices, preserve endangered species, and minimize environmental degradation. It identifies and articulates pro-poor, sustainable development activities. It is founded on a grassroots survey of stakeholders and was confirmed and refined by a representative cross-section of these stakeholders at the national consultative conference, when competing interest groups reached agreement. The regulatory framework documents will provide a useful reference for years to come. Training of counterparts and target stakeholders took place largely through intense participation in the fisheries review that initiated the TA and related discussions in the provinces that adjoin the lake and at the national consultative conference. The Tonle Sap Fisheries Management Task Force that was established under the TA appears to be equipped to take on the challenge of updating the plan on a regular basis.

#### **Overall Assessment and Rating**

The TA is rated as highly successful.

#### **Major Lessons Learned**

Active participation by stakeholders smoothed the progress of the TA. This lesson, which holds true elsewhere, calls for considerable efforts in bridge building, providing information, and listening to concerns: provision for this must be made in the design of TA.

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

ADB has sought to promote the draft Fisheries Law and the 5-year General Fisheries Plan for Management and Development of the Tonle Sap. Because about 20 laws await endorsement in the National Assembly, DOF has agreed that the Minister of Agriculture, Forestry, and Fisheries should request the Prime Minister to contact the Standing Legal Committee of the National Assembly to prioritize the draft Fisheries Law. DOF has also agreed to send the 5-year General Fisheries Plan for Management and Development of the Tonle Sap to the Council of Ministers for formal recognition. DOF should apprise ADB of the actions that have been taken by the end of 2004.

Prepared by O. Serrat

Designation Senior Project Economist, MKAE

<sup>4</sup> ADB. 2002. *Technical Assistance to the Kingdom of Cambodia for Capacity Building of the Inland Fisheries Research and Development Institute*. Manila.

<sup>5</sup> FAO plans to prepare an illustrated summary of these two reports as a guide to how participatory fisheries development and management can be achieved.

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

Name	Organization
Neou Bonheur	Project Director, L1935–CAM: Tonle Sap Environmental Management
Long Rithirak	MOE
Y. Lavy	PIO Head, CNMC, L1935–CAM: Tonle Sap Environmental Management
Eng Cheasan	PIO Head, DOF, L1935–CAM: Tonle Sap Environmental Management
Tim Whittington	Project Management Advisor, L1935–CAM: Tonle Sap Environmental Management
Olivier Standaert	UNDP
Ernst Petersen	Fisheries Management Advisor, L1935–CAM: Tonle Sap Environmental Management
Imke Gilsing	UNESCO
Hourt Khieu	UNDP
Olivier Serrat	ADB