



## Aide-Mémoire

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Project Number: 33418 / Loan 1939–CAM  
5 May 2006

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

## CURRENCY EQUIVALENTS

(as of 5 May 2006)

Currency Unit	–	riel (KR)
KR1.00	=	\$0.0002490
\$1.00	=	KR4,015.95

## ABBREVIATIONS

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

## NOTE

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

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## I. BACKGROUND

### A. General

1. On 21 November 2002, the Asian Development Bank (ADB) approved a loan in various currencies equivalent to \$10.91 million from ADB's Special Funds resources for the Tonle Sap Environmental Management Project.<sup>1</sup> ADB also approved technical assistance (TA) for \$540,000 from ADB's TA funding program for improving the regulatory and management framework for inland fisheries.<sup>2</sup> The Loan Agreement was signed on 7 February 2003, became effective on 27 March 2003, and closes on 30 June 2008. The project completion date is 31 December 2007. The period elapsed under the loan is 60%. As of 31 March 2006, ADB had committed \$7.6 million (63% of the loan) and had disbursed \$5.6 million (46% of the loan).

2. The goal of the Project is sustainable management and conservation of natural resources and biodiversity in the Tonle Sap basin.<sup>3</sup> Its objective is to enhance systems and develop the capacity for natural resource management coordination and planning, community-based natural resource management, and biodiversity conservation in the Tonle Sap Biosphere Reserve (TSBR) (Appendix 1).

3. The design and monitoring framework anticipates that accomplishment of three components and their related outputs and activities will enable the Project to achieve its objective:<sup>4</sup>

- **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 mechanism; (ii) mapping the TSBR; and (iii) improving regulation and management planning.
- **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; and (iii) evaluating technical packages in support of sustainable livelihoods.
- **Component 3: building management capacity for biodiversity conservation in the TSBR.** The monitorable outputs of component 3 are: (i) enhancing

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

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

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

<sup>4</sup> The design of the Project also envisaged direct selection of agencies such as the Food and Agriculture Organization (FAO) of the United Nations and the United Nations Educational, Scientific, and Cultural Organization (UNESCO), which were understood to have particular related expertise.

management capacity; (ii) developing systems for monitoring and management; and (iii) promoting biodiversity conservation awareness, education, and outreach.

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

## **B. Key Facts on Loan Review Missions**

5. ADB has conducted loan review missions every 6 months. So far, these as well as daily project administration work from ADB's headquarters have served well to assess developments in project implementation, take necessary actions, and promote project quality. ADB also receives quarterly progress reports from the project monitoring and coordination office (PMCO), which oversees the work of the project implementation offices (PIOs) and the project implementation units (PIUs), as well as monthly progress notes from the international consultants engaged under the Project. In addition, the project steering committee (PSC) has met regularly to advise on implementation, provide a mechanism to resolve problems that go beyond single ministerial mandates, and review progress.

6. ADB's first loan review mission was in Cambodia from 5–7 May 2003, soon after loan effectiveness.<sup>5</sup> It prepared a detailed project administration memorandum to guide Project implementation. It also explained to the executing and implementing agencies ADB's guidelines and procedures on project implementation, consulting services, procurement, bid evaluation, and disbursement. In conformity with ADB's undertaking to carry out semiannual loan reviews, ADB's second loan review mission of ADB was fielded in 10–12 November 2003 to conduct a detailed review of overall progress under the Project.<sup>6</sup> That mission appraised the status of project components, analyzed output accomplishment, and formulated measures to improve activities. ADB's third loan review mission visited Cambodia from 14–18 June 2004. It also measured progress against the same project performance monitoring and evaluation framework, paying particular attention to continuing impediments to engagement of key service providers.<sup>7</sup> ADB's fourth loan review mission assessed developments from 6–15 December 2004. It took action to address red tape in MAFF and MEF and, in the face of persistent lack of progress, recommended that CNMC and MOE should rescind the two proposals for direct selection of UNESCO and seek elsewhere the services required.<sup>8</sup>

7. ADB's fifth loan review mission conducted a midterm review from 14–28 October 2005.<sup>9</sup> The mission overlaid the regular review process but also

<sup>5</sup> Reference is invited to its aide-mémoire, dated 7 May 2003.

<sup>6</sup> Reference is invited to its aide-mémoire, dated 14 November 2003.

<sup>7</sup> Reference is invited to its aide-mémoire, dated 18 June 2004.

<sup>8</sup> Reference is invited to its aide-mémoire, dated 15 December 2004.

<sup>9</sup> Reference is invited to its aide-mémoire, dated 26 October 2005.

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

8. ADB's sixth loan review mission audited progress from 24 April to 3 May 2006.<sup>10</sup> This aide-mémoire records the findings and recommendations of the Mission, which are subject to review and approval by higher authorities of the Government and ADB.<sup>11</sup> Following practice, it assesses broadly the status of project implementation and then focuses on specific matters hindering progress.

## II. STRATEGIC OVERVIEW

9. The Aide-Mémoire of the midterm review mission gave a synopsis of major events leading up to the Project. It noted that the Government's joint action with UNESCO to establish the Tonle Sap Biosphere Reserve as well as the momentous decision to release large areas of fishing lots for community management were pivotal acts that made the Project possible. However, the Project also occurs within the broader framework of the Tonle Sap Initiative.<sup>12,13</sup> It is intended to build on accomplishments. It is also meant to contribute to, be encompassed by, and bolster the other operating outputs of the Tonle Sap Initiative that are at various stages of implementation or conceptualization. Therefore, it is necessary to clarify repeatedly a normative vision for the Tonle Sap that can serve as a guide for implementation in the numerous detailed aspects of the Tonle Sap Initiative.<sup>14</sup> This vision is expressed by means of the strategic

<sup>10</sup> The Mission comprised O. Serrat (Mission Leader). On 26–28 April 2006, the Mission traveled to Kompong Chhnang and Kompong Thom to canvass the PIUs operating there for DOF and DOE. In Kompong Chhnang, it visited a community fisheries to assess first hand the difficulties that it faces. (In Kompong Chhnang, the Mission also witnessed delivery by the CBNRM Learning Institute of the first skills-and-awareness-building package conducted under TA 4376–CAM: Capacity Building for the Tonle Sap Poverty Reduction Initiative. The intended synergies with the Project show promise, not least with regard to components 2 and 3.)

<sup>11</sup> The drafting of this aide-mémoire was considerably facilitated by the draft quarterly progress report for the period January–March 2006 prepared by the PMCO. The report tracks project implementation closely and offers pithy recommendations for improvement. It should be read in close conjunction with this aide-mémoire after it has been finalized. The PMCO is encouraged to continue to provide quality quarterly progress reports.

<sup>12</sup> The Tonle Sap Initiative was announced in 2002 as a partnership of organizations and people working to meet the poverty and environment challenges of the Tonle Sap. The partnership rests on three propositions. First, it affirms that progress can best be addressed by recognizing the importance of the Tonle Sap basin for what it has always been. Next, the linked interests of the millions of people living in the basin require that it be recognized as an organic whole. Then, unless this occurs, there can be no confidence that any forward path will lead to sustainable gains.

<sup>13</sup> In 2003, the Tonle Sap Basin Strategy gave a geographical focus to ADB's Country Strategy and Program, 2005–2009 and its annual updates. It marked the introduction of basin-level strategic planning in Cambodia to foster, promote, and facilitate pro-poor, sustainable economic growth; access to assets; and management of natural resources and the environment. Because the threats to the lake cannot all be tackled at the same time, the Tonle Sap Basin Strategy favored geographical and temporal phasing of interventions, working on the core areas of the lake to the upper catchments over an 8-year period, aiming to repeat this cycle as may be needed to build on accomplishments and embed lessons learned from the first iteration.

<sup>14</sup> The midterm review mission noted a tendency among project personnel to concern itself only with the accomplishment of immediate tasks within the various components and outputs of the Project. It requested project

principles and crosscutting themes of the Tonle Sap Initiative.<sup>15</sup> Among the cross-cutting themes, perhaps the most important relates to governance, defined here as open, transparent communication and mutual consent regarding the means for natural resource utilization, which is expected engage civil society in decision making.

<b>Tonle Sap Initiative Assistance Trajectory</b>	
<b>Completed Assistance</b>	
1998	<ul style="list-style-type: none"> <li>• Protection and Management of Critical Wetlands in the Lower Mekong Basin</li> </ul>
2002	<ul style="list-style-type: none"> <li>• Improving the Regulatory and Management Framework for Inland Fisheries</li> <li>• Chong Kneas Environmental Improvement</li> <li>• Capacity Building of the Inland Fisheries Research and Development Institute</li> </ul>
2003	<ul style="list-style-type: none"> <li>• Establishment of the Tonle Sap Basin Management Organization</li> <li>• Living with Floods on the Tonle Sap</li> <li>• Tonle Sap Sustainable Livelihoods</li> </ul>
2004	<ul style="list-style-type: none"> <li>• Developing and Testing Methodologies and Tools for Environmental Education and Awareness</li> <li>• Establishment of the Tonle Sap Basin Management Organization II</li> </ul>
2005	<ul style="list-style-type: none"> <li>• Sustainable Rural Water Supply and Sanitation</li> </ul>
<b>Ongoing Assistance</b>	
2002	<ul style="list-style-type: none"> <li>• Tonle Sap Environmental Management</li> </ul>
2003	<ul style="list-style-type: none"> <li>• Participatory Poverty Assessment of the Tonle Sap</li> </ul>
2004	<ul style="list-style-type: none"> <li>• Capacity Building for the Tonle Sap Poverty Reduction Initiative</li> </ul>
2005	<ul style="list-style-type: none"> <li>• Improving the Access of Poor Floating Communities on the Tonle Sap to Social Infrastructure and Livelihood Activities</li> <li>• Tonle Sap Rural Water Supply and Sanitation Sector</li> <li>• Tonle Sap Sustainable Livelihoods</li> <li>• Capacity Building of the Inland Fisheries Research and Development Institute II</li> <li>• Study of the Influence of Built Structures on the Fisheries of the Tonle Sap</li> <li>• Tonle Sap Lowland Stabilization</li> </ul>
2006	<ul style="list-style-type: none"> <li>• Enhancing the Role of Women in Inland Fisheries in Cambodia</li> </ul>
<b>Planned Assistance<sup>16</sup></b>	
2006	<ul style="list-style-type: none"> <li>• Establishment of the Tonle Sap Basin Management Organization III</li> <li>• Study of Inland Aquatic Resource Trade Patterns</li> </ul>
2007	<ul style="list-style-type: none"> <li>• Capacity Building for the Tonle Sap Poverty Reduction Initiative II</li> <li>• Establishment of the Tonle Sap Basin Management Organization IV</li> </ul>
2008	<ul style="list-style-type: none"> <li>• Tonle Sap Watershed Management</li> <li>• Establishment of the Tonle Sap Basin Management Organization V</li> </ul>
2009	<ul style="list-style-type: none"> <li>• Inland Fisheries Fish Processing Enterprise Development</li> </ul>

10. Above all, the Project is a particularly challenging project. For instance, it is guided by a common policy framework put into place under output 1.1 and supported by a comprehensive environmental information database. It provides institutional tools for preparing the basis for natural resource management, such as detailed mapping with aerial photographs under output 1.2, and a regulatory framework for fisheries management under output 1.3. It also, again under output 1.1, educates broad sections of civil society and government in the need for sustainable management. These elements prepare the soil for growth of community-based natural resource management through three outputs of component 2 and for building management capacity for biodiversity conservation through three outputs of component 3.

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personnel to locate all efforts in the context of the Tonle Sap Initiative and rest more on the Tonle Sap Initiative Coordination Unit.

<sup>15</sup> The underpinning strategic principles are sustainable livelihoods, social justice, and a basin-wide approach. The crosscutting themes ensure that attention is paid to vulnerable groups, governance, resource cooperation, and the private sector.

<sup>16</sup> All planned assistance is indicative and subject to the approval of authorities in ADB.

11. There is a temporal dimension of progress in accomplishment of outputs from one stage to the next. There is also an institutional dimension most evident in the organization of the Project. For instance, under component 2, the extension of fisheries institutions onto the lake bridge governmental and civil society structures. The temporal and institutional dimensions encompassed by the components of the design and monitoring framework involve numerous linkages and interdependencies, e.g., information, education, extension, and capacity building. There is a longer-term temporal dimension that exhibits numerous tracks to the future as line agencies work out their exigencies with people through a process of policy resolution. A very evident aspect of this latter dimension is the need for provincial governments, who are key day-to-day decision makers regarding resource allocation, to engage with the rules that emerge at central level. There is also a longer-term institutional dimension related to extensibility and to whether the institutions and processes established and fostered under the Project will continue beyond it.

12. And so, tracking the numerous dimensions of the Project is no easy matter. What can be said at this stage is that a recognizable form for natural resource management is emerging, that is, a coherent common policy framework followed by its recognition both within and outside the Project's boundaries. Hence, a comprehensive model, though still superficial in many of its aspects, is becoming increasingly recognizable and provides increasing degrees of guidance, even though many outstanding issues remain to be resolved.

13. At this stage of project implementation, it is not possible to say how the common policy framework (or indeed the implied policies built into the design and monitoring framework) rebound within the Project's implementation mechanics. Sufficient reporting is not in place to gauge this aspect which, it should be reminded, reflects all of the outputs of the Project. The insufficiency of reporting is manifold. It involves the obvious progress reporting, but progress reporting lacks significance if not measured against a baseline. Reporting for project management purposes, i.e., the monitoring and redirecting of activities for purposes of more efficient implementation, is deficient especially in component 2. This involves a series of agencies because of the engagement of community fisheries with the PIUs in DOF and the engagement of the PIUs in DOF with FAO's team. It is still not clear, against a baseline, what is occurring among these juxtaposed elements.<sup>17</sup>

14. There may be a deficiency in reporting, or sizing-up, in the policy work done under component 1 as well. First, the magnitude of the challenge to introduce common policies is extensive. What must actually occur to achieve a relaxation of positions around common policies is not fully appreciated. While outputs defined for common policies by the design and monitoring framework are mostly achieved, and while there is a reasonably defined coordination mechanism, their actualizations lie clearly in the future and are major undertakings. Likewise, outputs of TA 3993–CAM: *Improving the Regulatory and Management Framework for Inland Fisheries* were delivered but have gone mostly unutilized and untested. They might have been incorporated in and reported through a framework that would serve as the basis for work conducted under component 2. Elsewhere, various issues have been raised related to reporting under component 3 but the situation is in some respects unique due to the 7-year duration of the work. While there have been times when the nature of the work unfolding is not clear, it is also felt that work is progressing according to plan.

15. The penetration of the Project into the workings of institutions is pervasive, be it in the executing and implementing agencies for the Project, in the partner agencies with whom policy

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<sup>17</sup> This deficiency is being addressed by the PIO in DOF in conjunction with FAO's Country Representation.

dialogue is held, or in the community fisheries assisted under the Project.<sup>18</sup> There is even a UNDP-Capacity 2015-funded bridging component aimed at training among these groups. In a comprehensive sense, if all government and civil society institutions are considered, capacity building is the primary outcome of the Project. And so, it is especially regrettable that measuring the success of this endeavor against a baseline has not yet been made possible. Project performance evaluation will need to consider how such an evaluation can be accomplished.

16. There is concern over how skills and processes developed within the Project will be extended into the future, beyond the project timeframe. These may relate to coordinating functions of the TSBR Secretariat, the continual process of community fisheries development, and the further consolidation and acceptance of common policies for the Tonle Sap. Other Tonle Sap Initiative operating outputs can assist to extend project benefits and their linkages with the Project are numerous. MOE, responsible for management of core areas, will need to establish a mechanism for continuous funding, which should be enunciated through the core area management planning process undertaken under component 3. The mature role of the TSBR Secretariat, and its presence on the Tonle Sap, must also be financed ultimately by the Government. Finally, numerous management and monitoring plans will be put into place in their incipient phases, and will need to be carried out for the long term. It is enough at this stage to be cognizant of the need to address and to monitor this aspect of performance.

### III. STATUS OF PROJECT IMPLEMENTATION

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

17. To improve project performance, the midterm review mission contained recommendations from the midterm review mission workshop held in Siem Reap on 19–20 October 2005 as well as a list of follow-up actions needed to accelerate accomplishment of project outputs.

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

Recommendation		Follow-up Action Taken
PMCO	The PMCO should lay out more clearly the reporting requirements for the Project. Pursuant to this, it should review and circulate the draft communications framework, receive any further comments from project personnel, update the framework, and distribute it as guidance for reporting and other forms of communications.	The communications framework was revised and distributed on 3 February 2006 to project participants. Part of the revision process included updating the quarterly progress report guidelines contained in Annex A of the communications framework. Another quarterly progress report cycle has passed since the midterm review mission. For each cycle, the PMCO outlines reporting requirements to the various contributing parties. The VSOs at the PIO and PIUs in DOF manage project reporting for DOF. The PIO heads in MOE and the TSBR Secretariat report on their respective operations.
	The PMCO should ensure that the agenda for the next meeting of the PSC, scheduled for January	The last meeting of the PSC was held on 19 January 2006. The recommendations of the

<sup>18</sup> It is envisaged that, by project completion, based on the capacities developed and their effective application to support community fisheries under the Subdecree on Community Fisheries Management, 150–200 communities in the TSBR will be legally, organizationally, and technically enabled to play an active role in comanaging sustainably the Tonle Sap's natural resources.

Recommendation	Follow-up Action Taken
	<p>2006, will include the question of empowering communities for enforcement of fishing or fishery resource related laws and regulations. Further, the PMCO should invite the attendance of the Minister of Interior (or his representative) at the PSC meeting. At the meeting itself, the PMCO should move to include the Minister of Interior on the PSC and obtain a vote on the matter among the members of the PSC.</p>
	<p>The PMCO should coordinate an audit of the physical facilities, equipment, capacities, and skills of the PIUs and identify any outstanding needs or shortcomings for near-term remediation.</p>
	<p>The PMCO should receive comments from the PIUs on the validity of data obtained through the Community Fisheries Baseline Assessment. The PMCO should coordinate the conduct of a survey update around the end of 2006 to obtain an additional complete dataset for comparison with the original data. A report should be prepared that describes the result of the original assessment, for placement on the Tonle Sap Initiative website. These last two activities should be facilitated by the PIO in DOF and receive inputs from the VSOs who based in it.</p>
DOF	<p>Peer review was conducted via FAO's professional network. (Reportedly, FAO expended \$8,000 in fees for the reviews). A review also was conducted by a legal counsel to the Council of Ministers. FAO's team synthesized comments and provided them to the PIO in DOF. The <i>prakas</i> were also sent to NGOs so that these organizations can consult with community fisheries and among themselves. The NGOs requested that comments be allowed until March 2006. Public consultations on the <i>prakas</i> will be held in that month. Given a favorable outcome, they could be approved shortly thereafter.</p> <p>The VSOs located in the PIUs in DOF report every month to the PIO in DOF. On 24 January 2006, the PIO in DOF conducted a Volunteer Professional Consultation Meeting. The session was beneficial in identifying ways to improve their outputs and work experience. It was agreed to request ADB to source replacements when positions become vacant.</p> <p>Following approval of the inception report and within 1 month, FAO's team should provide definitive work plans for their activities vis-à-vis each individual PIU, perhaps covering a 6-month timeframe and updated on a quarterly basis,</p>

Recommendation	Follow-up Action Taken
	including definition of milestones of accomplishment for strengthening community fisheries, with reference to the overall challenge within the province.
	achieve the project results, and support the implementation of work and capacity building at the PIUs in DOF.
	The team leader of FAO's team should show incisive leadership and bring about a more hard working and deliberate effort on the part of project personnel associated with component 2, including that of the PIO and PIUs in DOF, and VSOs, recognizing that the team's role is dependent on good will and constructive working relationships among the parties.
	FAO's team leader worked closely with the PIUs in DOF to develop joint work plans and is reportedly taking a more practical approach to project implementation, aimed at achieving benchmarks associated with the Subdecree on Community Fisheries Management. However, the Project needs a way to measure progress in achieving these benchmarks. It does not currently have it. There also continues to be dissatisfaction about lax reporting, persistent delay in accomplishment of outputs, and occasional absence from meetings.
MOE	FAO's team should consider seeking peer input from the CBNRM Learning Institute to develop a work plan elaborating how NGOs are to be used under component 2. This should be balanced with the possibility of having the PIUs develop the framework for use of NGOs in each province.
	Discussions were held with the CBNRM Learning Institute regarding what training may need to be extended to NGOs. Current thinking is that the PIO in DOF will work with its PIUs to develop scopes for involvement of NGOs participating in community fisheries management. However, this action is insufficient. Monitoring and coordinating large numbers of NGO contracts is not easy. The CBNRM Learning Institute is an implementing partner of ADB in a related endeavor. It has skilled trainers, training methodologies, and materials in natural resource management and bears on sustainable livelihoods. The PIO in DOF should take advantage of its expertise for monitoring and coordination.
	Concerning output 2.3, the following aspects are noted and recommendations made: <ul style="list-style-type: none"> <li>• The review of lessons learned is insufficient. There should be a review of previous technical packages for sustainable livelihoods to identify successes and failures, and benefit from prior experience.</li> <li>• The five types of capital assets commonly associated with the livelihoods approach were referenced in the presentation at the workshop, e.g., human, social, natural, financial, and physical capital. FAO's team should retroactively evaluate the extent to which the proposed technical packages provide benefits within any or all of these forms of capital assets.</li> <li>• There is a possible need for an extension of consulting inputs, which will not exceed 3 months. The request should originate from FAO's team, be coursed through DOF and FAO's country office for submittal to ADB with copy to the PMCO.</li> </ul>
	FAO's team has explained that progress is being made on this and remaining issues. A report was to be made available in mid-March 2006 under an extended deadline. It was submitted in late April 2006.
	Live and Learn Environmental Education should provide additional information on the types of venues and media to be used in the national
	Additional information on environmental education venues and media has been incorporated into the provisional funds

Recommendation	Follow-up Action Taken
	<p>environmental education and awareness campaign. It should also exploit every opportunity for use of outputs and resources available from the WorldFish Center, now working on dissemination of research findings at the Inland Fisheries Research and Development Institute in DOF, including, potentially, joint media and education efforts.</p>
<p>Concerning component 3, the following aspects are noted and recommendations made:</p> <ul style="list-style-type: none"> <li>• Cooperation between, indeed complete integration of, component 3 with the overall Project is imperative given the importance of component 3 for laying the groundwork for output 2 of Grants 0034/0035–CAM: Tonle Sap Sustainable Livelihoods. In regard to this, the project personnel for component 3 should inform and liaise with the WorldFish Center, which will be selected directly to perform technical work under that output.</li> <li>• The project personnel for component 3 should coordinate work under output 3.3 with the national environmental education and awareness campaign. Both the campaign and the environmental awareness, education, and outreach program should work with FAO's team to provide environmental education contributions to FAO's information and communications work in the community fisheries.</li> </ul>	<p>proposals, which are submitted to the PMCO prior to approval of specific funds from the provisional budget. Concerning outputs from the WorldFish Center, Live and Learn Environmental Education held a joint meeting with the WorldFish Center and the Inland Fisheries Research and Development Institute on 24 October 2005. Live and Learn Environmental Education hopes to obtain up-to-date information on Tonle Sap fisheries for upgrading of the schools textbooks and development of other environmental education materials. More detailed reports may also be useful to share with media interns in promoting more up-to-date information on the Tonle Sap through the media.</p> <p>The team leader for component 3 considers that adequate measures are in place to ensure integration within the overall Project. Its environmental education team has also established a good working relationship with Live and Learn Environmental Education at the latter's initiative. Reports from Kompong Chhnang and Kompong Thom, however, suggest frustration about insufficient coordination within component 3 itself.</p>
<p>Concerning the activities and accomplishments of the PIO and PIUs in MOE, the following is noted and recommendations made:</p> <ul style="list-style-type: none"> <li>• The results of the field surveys conducted by the PIO and PIUs in MOE should be disseminated to other units in the Project, i.e., the PIUs in DOF, the PIOs in CNMC, and the PMCO.</li> <li>• ADB has produced a video on the Tonle Sap. It is possible—perhaps desirable—to produce it in Khmer language and ADB will assume responsibility for that.</li> <li>• The PIO in MOE should produce a matrix detailing such important factors as inputs, outputs, media, and target audiences to permit monitoring and evaluation of the national environmental education and awareness campaign. This should be available and updated in the quarterly progress reports of the PIUs in MOE.</li> </ul>	<p>Survey results generated by the PIUs in MOE are disseminated to project personnel, a practice that will be continued into the future. ADB is taking action to produce a Khmer version of the video on the Tonle Sap. Trees with nesting birds are no longer used as observation points at Prek Toal. Live and Learn Environmental Education has also produced a matrix of outputs to permit monitoring and evaluation of the national environmental education and awareness campaign. But no action to secure private sector involvement in sponsorship of activities aimed at environmental education and awareness has been attempted thus far.</p>

Recommendation	Follow-up Action Taken
	<ul style="list-style-type: none"> <li>The PIO in MOE should look toward securing private sector involvement in sponsorship of activities aimed at environmental education and awareness.</li> </ul>

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

Follow-up Action Requested	Follow-up Action Taken
All Units	<p>The PMCO, DOF, and MOE should take prompt steps on the recommendations of the midterm review mission workshop's participants. The PMCO should inform ADB of the actions taken not later than 31 January 2006.</p> <p>The PMCO, DOF, MEF, and MOE should debate each analysis of output accomplishment, refine it as warranted, and take with all speed the actions deemed necessary to improve activities. The PMCO, DOF, MEF, and MOE should continue to ensure routine discussion of output accomplishment and prompt decisions on improvement of activities. The project management advisor, the fisheries management advisor, the team leader of FAO's team, and the team leader of component 3 also need to elaborate further how the activities are being implemented, how they can be improved, and what action plans are necessary to improve the activities.</p>
PMCO/TSBR Secretariat	<p>The PMCO should finalize the common policy objective platform, the associated coordination mechanism, and the proposal for the structure of the TSBR Secretariat, conduct additional national workshops as relevant, perhaps before the next PSC meeting planned in January 2006, and seek approval of the policy proposal from the Council of Ministers.<sup>19</sup></p> <p>The PMCO should facilitate the translation of key documents into the Khmer language. These include the design and monitoring framework, the project management and organizational chart for the Project, and the general approach to community organization.</p> <p>The PMCO should closely involve the Tonle Sap Initiative Coordination Unit in consultation on and reviews of project activities in order to enhance coordination and contribute to the advancement of the Tonle Sap Initiative.</p> <p>The TSBR Secretariat should use the orthophotomaps in the context of the TSBR-ED to identify land cover within the TSBR, estimate the current extent of forest cover, and classify selected areas for preferred types of land use.</p>

<sup>19</sup> If a consensus on these items can be reached swiftly, approval by the Council of Ministers may reduce the need for, or frequency of, the quarterly interministerial meetings originally envisaged in the project design.

Follow-up Action Requested	Follow-up Action Taken
	<p>The TSBR Secretariat should seek agreements among partner agencies for zoning of limited areas of land according to intended use within the TSBR. The TSBR Secretariat should also find solutions to pressing policy issues within the Project through the policy and strategy work.</p>
	<p>The national environmental education and awareness campaign and the environmental awareness, education, and outreach program should coordinate their work on the lake with FAO's team in the context of its information and communications work in community fisheries.</p>
DOF	<p>FAO's team should provide a means for engaging the PIUs in MOE in component 2 work by means of tasks laid out in its work plan, with priority tasks being the national environmental education and awareness campaign, the environmental awareness, education, and outreach program, and biodiversity monitoring activities undertaken at the community fisheries.</p>
	<p>The PIO in DOF should deliver, in consultation with the PIUs in DOF, FAO's team, the PMCO, and the PIOs in CNMC and MOE, the milestones identified for boundary delineation.</p>
	<p>A provincial workshop was held in Kompong Thom to discuss land use change. The TSBR Secretariat attempted to stimulate interest in land use classification as a means to stem the tide of ongoing land use change, especially in that particular province. Other field work was undertaken to better understand ongoing resource management conflicts on the lake.</p>
	<p>Direct collaboration among Live and Learn Environmental Education and project personnel working under component 3 is ongoing. This relates in particular to approaches for the collection of formal education information. Live and Learn Environmental Education has increased levels of communication with FAO, especially through VSOs, and has worked collaboratively, providing a joint training to the PIUs in DOF and MOE on basic participatory approaches to working with communities.</p>
	<p>There has been insufficient dovetailing of work under component 2 with the PIUs in MOE. This is a matter for concern. The PIUs in MOE may need to step up proactivity and be equipped for it.</p>
	<p>Orthophotomaps of a very high quality have been prepared and progress is under way to digitize these photographs and demarcate geographical and physical features. Considerable progress has also been made in respect of demarcating community fisheries areas. Of the total 153 such areas in the TSBR, 100 organizations or 65% have simple participatory maps. Sixty four or 42% of the total have coordinates for community fisheries boundaries and 46 organizations or 30% have maps of community fisheries boundaries. Seventeen organizations or 11% have boundaries confirmed with key stakeholders and only 8 organizations or 5% of the total number of organizations have completed maps that are undergoing the public notification process. FAO has prepared preliminary technical guidelines for boundary demarcation. These were issued in December 2005 and are now being tested in the field. The GIS consultant, who commenced working in January 2006, has also proposed guidelines for boundary demarcation. The two approaches share common features but it looks as though the guidelines provided by the GIS consultant offer innovative features that will make better use of orthophotomaps in stakeholder consultations and thereby shorten the</p>

Follow-up Action Requested	Follow-up Action Taken
	demarcation process.
The PIO in DOF should assist in the development of FAO's team work plans within each provincial setting in order to ensure agreement by all parties, e.g., FAO's team, the PIO in DOF, and its PIUs.	Efforts have been made to develop and assure compatibility of work plans.
The VSOs should review the technical packages for sustainable livelihoods proposed under component 2 and provide technical comments and suggestions for improvement.	The VSOs were not approached.
The PIO in DOF, in consultation with the CFDO, should realign output 1.3, realize the training that has already been extended, and give it a more applied dimension in the field to buttress the implementation of component 2 and add thrust to the work of the CFDUs.	No effort has been made to improve the relevance of past and planned work. Attention to this matter lacks focus.
MOE	The PIO in MOE has spent considerable time working with its PIUs in a concerted effort to refine their work plans and assure consistency with the national environmental education and awareness campaign and component 3. These efforts have not been extended elsewhere in the Project.
Administrative & Financial	Government procedures concerning filing are being followed. Electronic archiving is improving but needs some policing to assure completeness.
	Increased attention was given to project expenditures following the independent financial and management audit in FY2004. It is hoped that there will be better conformance of projected and actual expenditures in FY2006.
	No attention has been given to this matter.

18. In general, the responsibility centers acted promptly on the recommendations from the midterm review mission workshop as well as the list of follow-up actions. As a result, accomplishments since the midterm review mission include further development and circulation of the strategic policy framework for the TSB; progress in implementing the national environmental education and awareness campaign, the TSB-ED, and GIS mapping contracts; improved coordination among FAO's team and the PIUs in DOF to strengthen community fisheries; progress on preparation of subcontracts with NGOs to assist in various aspects related to organizing communities for natural resource management; and advances in training, capacity building, biodiversity monitoring, study of livelihoods, and environmental education and awareness under component 3. FAO's team, however, continues to submit late reports and to deliver behind schedule.<sup>20</sup> The executing and implementing agencies should deliver where little or no follow-up action has been taken in response to the midterm review mission's requests.

<sup>20</sup> FAO's team has generated concept papers and draft preliminary guidelines. The time taken for review and comment by DOF may have had knock-on effects.

## B. Status of Project Components

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

19. Despite problems in being able to precisely evaluate progress, some statements can be made with regard to it. A draft common policy framework and coordination mechanism is complete and is being reviewed by partner agencies. But, as noted earlier, implementation will require resources beyond those made available by the Project. In the meantime, the regular undertakings of the PSC<sup>21</sup> and the organization of numerous national and provincial policy workshops provide a sound basis for continuous policy dialogue. Work is also underway toward the environmental information database, but teething problems may be faced in sourcing data from partner agencies. There may be a need for assisting the latter on an in-house basis in the task of organizing data, thus benefiting both the partner agencies and the TSBR Secretariat. The environmental education and awareness subcontract under component 1 is underway and demonstrating success in most all aspects; however monitoring against a baseline is problematic for easily understandable reasons.<sup>22</sup> However, dedicated efforts are being deployed in this direction. Under component 1, orthophotomapping is an essentially technical exercise that has been successfully completed, albeit with a delay of 5 months. Follow-up GIS work is showing satisfactory progress. Finally, the main targets related to regulatory management of inland fisheries are being achieved, with the passage of the Subdecree on Community Fisheries Management, drafting and public consultation on four *prakas* by MAFF, and further consultation on the draft Fisheries Law in the Council of Ministers and its expected passage in the latter part of 2006.

20. Component 2 involves organizing communities for natural resources management, focusing on community fisheries and implemented by DOF, supported by a sizable contract with FAO. The CFDO has Community Fisheries Development Units (CFDUs) in the Provincial Offices of Fisheries. Staff at the PIO in DOF, and in the PIUs at the five Provincial Offices of Fisheries around the Tonle Sap, overlap partially or confer in varying degree with these agencies. PIU heads are high-ranking staff members in the Provincial Offices of Fisheries and bear the responsibility for extending community fisheries onto the lake. FAO's team is at once responsible for development of community fisheries but through the agency of the PIUs. Hence, FAO must strengthen, urge, and assist PIUs in the accomplishment of their duties. FAO must also deliver guidelines for development of management plans and for boundary demarcation and is contractually obligated to develop an adaptive management system for directing the course of activities under component 2. A selection process for identifying communities for organization, a training needs assessment and training program, and a plan for support of sustainable livelihoods are required under the project design. While significant progress has likely occurred for many outputs required of FAO's team, it has been slow in finalizing work and providing documentation for judging the quality of its undertakings. An accurate assessment of the status of the individual community fisheries on the lake is not available. (This differs from the statistical approach taken by the Community Fisheries Baseline Assessment, which did not attempt to reflect precisely the condition at any particular community fisheries.) The degree of day-to-day coverage by the PIUs of the organizational needs of community fisheries is not reflected by any comprehensive management tool. (Such coverage would primarily serve project management needs.) The adaptive management framework, which would address both PIUs and community fisheries, is not in place. Finally, it is not known the extent to which

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<sup>21</sup> The PSC has held four meetings thus far.

<sup>22</sup> How much and what types of environmental education and awareness are needed on the Tonle Sap? Also, how does one measure achievement of milestones?

community fisheries management, as a management technique, will benefit natural resource sustainability, and thus far no means for measuring this all-important outcome has been suggested. (A report on success factors for community fisheries management was prepared by the PIO in DOF to address this aspect, but has not been adopted as a mode of operations for the Project.) In summary, while considerable work has been done, there does not exist the means for assessing progress of its many features, an all important aspect that would allow decision makers to weigh the appropriateness of their judgments.

21. Component 3 is being accomplished in line with the plan put forth in the inception report of July 2005. In connection with components 1 and 2, concerns relate only to the fact that technical recommendations related to biodiversity monitoring, environmental education and awareness, and core area management planning are not sufficiently shared with project personnel responsible for related work. The Mission has noted a measure of reluctance on the part of personnel working on component 3 to associate itself fully with project personnel. Adjustment of the inception period's work plan to achieve greater outcomes may require more flexibility on the part of personnel working on component 3. More informal communications over these matters could assist to remedy the concerns.

## **2. Analysis of Output Accomplishment**

22. 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 design and monitoring framework) and to work out measures to resolve the problems affecting project implementation, the Mission and the PMCO carried out detailed analyses of project output accomplishment for components 1 and 2.<sup>23</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 implemented (giving details of strengths and weaknesses), and how implementation of the activities can be improved (proposing changes and justifying the recommendations). Based on these analyses, this aide-mémoire itemizes specific action plans to improve activities (Appendix 3). 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 is routine. The project management advisor, the fisheries management advisor, the team leader of FAO's team, and the team leader of component 3 should elaborate how the activities are being implemented, how they can be improved, and what action plans are necessary to improve the activities.

## **C. Contract Awards and Disbursements**

23. As of 15 April 2006, about \$7.66 million (64%) and \$5.56 million (46%) of ADB's loan of \$12.0 million equivalent had been contracted and disbursed, respectively. The contract awards and disbursement projections for the year are \$1.20 million and \$3.09 million, respectively. About \$0.39 million (32%) of contract awards and about \$1.54 million (50%) of disbursements have been achieved as of 15 April 2006. The status of loan utilization is specified below.

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<sup>23</sup> A synopsis of accomplishments under component 3, including the Capacity 21 program grant, is given below. Details are to be found in UNDP's project reports.

**Status of Loan Utilization<sup>24</sup>**  
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Category	Category Name	Allocation	Contract	Uncontracted Loan Balance	Disbursed	Undisbursed Loan Balance	Undisbursed Contract Balance
01	Civil Works	324,730	239,917	84,813	217,948	106,782	21,969
02A	Vehicles	695,239	448,250	246,989	437,900	257,339	10,350
02B	Equipment & Boats	226,184	443,380	(217,196)	443,380	(217,196)	0
3	Training & Workshops	349,664	103,152	246,512	103,152	246,512	0
04A	International Consultants	3,691,184	5,731,459	(2,040,275)	2,722,474	968,710	3,008,985
04B	Domestic Consultants	2,149,805	41,600	2,108,205	25,400	2,124,405	16,200
05A	Aerial Photography & Mapping	820,409	331,755	488,654	325,805	494,604	5,950
05B	Surveys, Investigations & NGOs	817,854	44,235	773,619	44,235	773,619	0
06	Operation & Maintenance	1,596,188	277,835	1,318,353	277,693	1,318,495	142
07	Interest Charge	326,012	0	326,012	51,252	274,760	0
08	Unallocated	1,014,853	0	1,014,853	0	1,014,853	0
99	Imprest Account	10,448	0	10,448	919,597	(909,149)	(919,597)
	<b>Total</b>	<b>12,022,570</b>	<b>7,661,583</b>	<b>4,360,987</b>	<b>5,568,836</b>	<b>6,453,734</b>	<b>2,143,999</b>

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

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

Source: Asian Development Bank.

24. A reallocation of loan proceeds must now be carried out since the categories for equipment and boats (02B) and international consultants (04A) have exceeded their original allocation. The PMCO, PIOs, and PIUs should prepare an estimate of their required expenditures for the remaining project period to enable ADB to prepare a revised allocation of loan proceeds in time for the next loan review mission, tentatively scheduled in October 2006.

#### **D. Counterpart Funds<sup>25</sup>**

25. For the past 2 years, delay in the release of counterpart funds has incited the executing and implementing agencies to use the imprest account to cover the Government's portion of financing. ADB's Controller's Department has indicated on several occasions that this is not acceptable. MEF should make sure that counterpart funds are released in timely fashion.

#### **E. Project Implementation Arrangements**

26. 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

<sup>24</sup> As of 15 April 2006.

<sup>25</sup> See also Section III. H below.

single ministerial mandates, and review progress. Pleasingly, the PSC has met regularly.<sup>26</sup> PIOs have been set up in DOF, the Department of Nature Conservation and Protection within MOE, and the TSBR Secretariat. Senior members of staff of these institutions have been appointed as PIO heads and are now supported by full-time administrative, financial, and secretarial members of staff to supervise and manage direct implementation activities under the Project. PIOs, in consultation with PIUs, are planning and budgeting project activities and, as required, supervising and monitoring provincial-level field activities through the PIUs. Their rapport may need further detailing and more regular meetings. PIUs have also been set up in the project provinces in the Office of Fisheries in the Department of Agriculture, Forestry, and Fisheries and in the Department of Environment. Senior members of staff of these institutions has been seconded on a full-time basis as PIU head and are supported by full-time administrative, financial, and secretarial members of staff to implement activities in the project provinces. Much effort has been devoted to activating the PIUs, for a while now with the help of VSOs, and rehabilitation or construction of PIUs is completed.<sup>27</sup> The project coordinator and PIO heads have made dedicated efforts to ensure that all project entities adhere to reporting requirements. Equally, the PIO head in DOF has ensured that the monthly progress reports submitted by the PIUs are acknowledged and systematically provided with feedback.<sup>28</sup>

## F. Project Monitoring and Coordination

27. The PMCO continues to tracks project implementation closely and to offer pithy recommendations for improvement. The Mission noted, however, that project personnel does not pay sufficient and necessary attention to the guidance proffered. The project coordinator and the PIO head in DOF should, jointly, remind project personnel that it behooves professionals to pay respect to the efforts that the PMCO makes for monitoring and coordination, read quarterly progress reports, and comply speedily with the recommendations for improvement that the PMCO prepares. Now that the Project is reaching its full stride, the PMCO should consider whether to reduce frequency of periodic reporting to semi-annual (6-monthly), rather than the current quarterly, frequency.

### Summary Findings and Recommendations of the Draft Quarterly Progress Report, April 2006

Outputs from component 1 are substantially complete but there remains to: (i) obtain approval by the Council of Ministers of draft common policies and the coordination mechanism for the TSBR; (ii) complete passage of *parkas*; (iii) improve use of orthophotomaps in land cover classification; (iv) obtain operational status for the database and better access to data; (v) achieve all expected deliverables associated with the media component of the national environmental education and awareness campaign; and (vi) integrate buffer zone monitoring undertaken by the PIUs in MOE with the broader aims of the Project. For component 2, the PMCO recommends that compilation of data on status of community fisheries be updated and its accuracy improved, and that NGOs should be involved soon in the various aspects of community fisheries development. For component 3, the PMCO recommends that: (i) outputs should be described in status reports; (ii) the status of management plans should be clarified and draft materials be circulated for comment; (iii) the comments prepared by the PMCO in respect to the biodiversity monitoring subcontract be responded to; (iv) biodiversity monitoring should address the gaps highlighted by the biodiversity status report; (v) the scope and strategy for awareness raising should include support for activities at management centers, should expand to promote awareness raising in priority areas, and should provide a clear objective for integrating activities with other outputs of component 3; and (vi) an overview of the evolving strategy for alternatives livelihoods should be provided for review by the PMCO. Concerning environmental and social covenants to the Loan Agreement, the PMCO notes progress on hiring of

<sup>26</sup> The project design specified that the PSC would meet every 6 months and, if possible, concurrent with CNMC board meetings.

<sup>27</sup> However, the imminence of large-scale field work under component 2 probably warrants an audit of equipment, facilities, capacities, and skills to identify remaining needs or shortcoming for near-term remediation.

<sup>28</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.

### Summary Findings and Recommendations of the Draft Quarterly Progress Report, April 2006

NGOs, progress in the establishment of a regulatory framework for community fisheries, dissemination of orthophotomaps, and the beginnings of improvement in the means for providing opportunities for women in community organization via NGO involvement in tasks under Component 2. No similar effort is visible for ethnic minorities as specified in the Loan Agreement.

#### G. Status of Consulting Services

28. The project design provided for 190 person-months of international consulting services and 1,079 person-months of domestic person-months of consulting services (Appendix 5). Subsequent changes resulted in an increase of international consulting services to 209 person-months. However, domestic consulting services were reduced to 631 person-months by their reallocation under component 2 to staff of the CFDO within DOF. Currently, 61% of the revised allocation of international person-months and 47% of the revised allocation of domestic person-months have been utilized. Significantly, about 70% of the inputs of the Project Management Advisor and the Fisheries Management Advisor have been expended. The need to engage additional consulting services may develop. The PMCO, PIOs, and PIUs should estimate essential requirements of consulting services for the remaining project period to enable ADB to prepare a revised allocation of loan proceeds in time for the next loan review mission.

#### Summary of Consulting Services (as of 31 March 2006)

Item		Person-Months		Percent Utilized
		Approved	Utilized	
<b>Component 1</b>				
PMCO	International	40.0	31.7	79.0
	Domestic	30.0	22.2	74.0
TSBR Secretariat	International	8.0	1.0	12.5
	Domestic	21.0	9.0	43.0
PIO/DOF	International	58.0	42.7	74.0
	Domestic	65.0	39.4	61.0
PIO/MOE	International	14.0	8.5	61.0
	Domestic	65.0	28.0	43.0
<b>Component 2</b>				
PIU/DAFF	International	89.0	43.5	49.0
	Domestic	450.0	195.2	43.0
PIU/DOE	International	49.0	22.5	46.0
	Domestic	298.0	35.0	12.0

#### H. Complying with Loan Covenants

29. Major loan covenants relate to: (i) the executing agency; (ii) the PSC; (iii) the PMCO; (iv) the PIOs; (v) NGOs; (vi) counterpart funds; (vii) the regulatory framework; (viii) mapping; (ix) gender; (x) ethnic minorities; (xi) project performance monitoring and evaluation; and (xii) involuntary resettlement. Particular covenants have also been specified. The Borrower only partly complies with the provision on counterpart funds. The Loan Agreement specifies that the Borrower shall ensure that all necessary counterpart funds for project implementation are provided in a timely manner and, to such end, the Borrower shall make timely submissions of annual budgetary appropriation requests and take all other measures necessary or appropriate for prompt disbursement of appropriated funds during each year of project implementation. This has not been the case so far and the executing and implementing agencies have been forced to draw on the imprest account to cover the Government's portion of financing. 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).

## I. Complying with Environmental and Social Requirements

30. A number of covenants to the Loan Agreement relate to environmental and social requirements. These have been reviewed regularly in the quarterly progress reports of the PMCO since the third quarter of 2004. With very few exceptions, they have been adhered to. DOF should formulate a coherent plan to engage ethnic minorities in community fisheries management.

Meeting Environmental and Social Requirements
<p><i>LA, Sch. 6, Para. 5: NGOs. 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.</i></p> <p>FAO's team has established and is implementing, albeit with much delay, the process for hiring of NGOs under component 2. DOF's initial reluctance to utilize the services of NGOs was not conducive to compliance to this covenant.</p>
<p><i>LA, Sch. 6, Para. 7: Regulatory Framework. The Borrower shall ensure that it will prepare an amendment to the current legislation on fisheries, including the law . . . [and] the draft amendment to the Fisheries Law developed under the TA will have been submitted to the National Assembly [and] . . . shall issue the sub-decrees or the necessary implementing regulations.</i></p> <p>Prakas in support of the sub-decree are likely to be approved by June 2006. The draft Fisheries Law will likely be approved in the second half of 2006.</p>
<p><i>LA, Sch. 6, Para. 8: Mapping. The Borrower shall ensure and shall cause the executing agency to ensure that all maps and database products developed under Project will be made available to all interested parties.</i></p> <p>GIS contract work and the TSBR-ED contract are underway. Orthophotomaps have been made available to the Wildlife Conservation Society for implementing its work under component 3.</p>
<p><i>LA, Sch. 6, Para. 9: Gender. The Borrower shall ensure that the Project will provide full opportunities for women, particularly female-headed households, to participate in community organization, representation and decision-making. At least 40 percent of seats in community organizations shall be allocated to women. Women shall be organized for training and capacity building for participation and leadership development. The Borrower shall further ensure that women will be selected for training on livelihoods development, value adding activities and preparation of linkages with ongoing micro finance programs.</i></p> <p>Some of the terms of reference to be used in hiring NGOs under component 2 aim at assisting women and female-headed households to improve their capacity for community organization, representation, and decision making. The PIUs in DOF must continue to record figures on participation of women in community fisheries and move beyond what is available through the Community Fisheries Baseline Assessment.</p>
<p><i>LA, Sch. 6, Para. 10: Ethnic Minorities. 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.</i></p> <p>There has been no coherent plan put forth for engaging ethnic minorities on the lake in community fisheries management. More work is needed by the PIUs in DOF, supported by FAO's team, on this aspect of the design and monitoring framework.</p>

## J. Complying with Audit Requirements

31. The Loan Agreement specifies the submission of audited financial statements not later than 9 months after the end of each fiscal year. The audit report for FY2005 was received on 28

October 2005. The PMCO must ensure that audit reports are submitted on time.<sup>29</sup> Based on the auditor's recommendations, ADB's concerns were related to the PMCO on 18 November 2005 and 20 March 2006. The PMCO should respond to ADB's request for feedback on actions taken to integrate suggestions to improve the financial and administrative procedures for the Project.

#### **IV. SPECIFIC MATTERS**

##### **A. Enhancing Community Fisheries Management**

32. The project design anticipated a thorough review of previous approaches to community organization for natural resource management and the development of a management and regulatory framework that can support formation of sustainable community fisheries and natural resources management organizations now and in future.

33. Considerable progress has been made towards establishing a sound foundation for this. The Subdecree on Community Fisheries Management prepared with ADB-assistance was approved in May 2005. The draft Fisheries Law is in its very final stages and its approval is expected soon. *Prakas*, four in all, have been under preparation for a long time. They are reaching their final stages of reviews and their final approval may be expected in July or August 2006.

34. However, despite a genuine effort by all concerned, there is still doubt about the adequacy of the Subdecree on Community Fisheries Management and its *prakas*. Concerns relate to the limitation of rights given to community fisheries. DOF should conduct a thorough review of the adequacy of the Subdecree on Community Fisheries Management and its *prakas* with the help of a small and mixed team from FAO and NGOs, for which provision would need to be made. This would prepare a set of recommendations that might allow for: (i) a longer area agreement; (ii) some measure of exclusivity to fisheries and broad-based natural resource management in the demarcated areas; (iii) expansion of family fishing livelihood rights to include other capture fishing rights and aquaculture activities; (iv) expansion of natural resources use rights to include all natural resources use rights and obligations to support livelihoods in the fisheries domain, under the administrative powers of MAFF; and (v) a mechanism whereby the participation of non-Khmer citizens in community fisheries can be allowed under a dispensation, or similar arrangements, when the individual non-Cambodian citizen can demonstrate a tradition and dependency for using natural resources in TSBR for his/her livelihood. Effectively addressing these few limitations will considerably strengthen DOF's ability to extend and maintain support to the development of community fisheries.

##### **B. Accelerating Demarcation**

35. The project design intended that community fisheries areas should be properly demarcated with reference to boundaries, biosphere zonation, and other relevant mapping features. Considerable progress has been made in respect of this. Orthophotomaps of a very high quality have been prepared and progress is well under way to digitize them and demarcate geographical and physical features.

36. FAO's team has prepared preliminary technical guidelines for boundary demarcation that are now being tested in the field. However, the GIS consultant has proposed alternative technical guidelines that require only two days to complete mapping for a single location by

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<sup>29</sup> The selection of the auditor for the next audit report is ongoing.

making better use of the orthophotomapping material in stakeholder consultations. Continuing use of guidelines of the FAO's team guidelines will require excessive time, since about 10 days of field work is needed to map a single location. FAO's team and the GIS consultant should reconcile their different approaches to boundary demarcation with an eye to efficiency and effectiveness.

37. Using the reconciled technical guidelines, the PIUs in DOF and the PIUs in MOE, working in consultation with the GIS Office in DOF and the GIS consultant, should finalize demarcation of 2–3 community fisheries areas in each of the five project provinces by end-June 2006.<sup>30</sup> They should demarcate all remaining fisheries communities sites using the accelerated process thereafter. The PIO in DOF should prepare a proposal for any additional budgetary support needed to expedite mapping and boundary demarcation. It should also investigate and confirm, subject to ADB's endorsement, the acceptability of charging the cost of providing each area with signboards and charging physical demarcation of the area polygon, in amounts not exceeding \$400 for each demarcated area, to the operating budgets of the PIUs.

### **C. Planning and Monitoring for Community Fisheries<sup>31</sup>**

38. The project design recognized the laborious complexity of organizing communities for natural resource management. It accepted that the progress of the Project could not be made even across the board and stressed the need to prioritize based, for example, on expressions of interest, commitment, extent of environmental degradation, and occurrence of conflict. It expected that success would breed success: communities hitherto unconvinced by the advantages of community-based management would quickly seek to emulate the achievements of neighbors once benefits became apparent.<sup>32</sup> Therefore, the design and monitoring framework for the Project made explicit the need to develop a selection process and to identify communities for organization.

39. However, the PIUs have failed to prioritize community fisheries and have extended assistance to communities at a distance from the lake even though the sources of livelihoods there are primarily agricultural.<sup>33</sup> The Mission considers that not only does this multiply the difficulty of the task at hand but it will also severely dampen overall progress in organizing communities. In most cases, meeting the four conditions that qualify community fisheries has been slow thus far.<sup>34</sup>

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<sup>30</sup> Reports that the PIUs in MOE are under-funded would pose a serious constraint to any implementing activity in support of this. The PMCO, in consultation with MOE, should examine whether the PIUs in MOE are sufficiently resourced to implement their work plans.

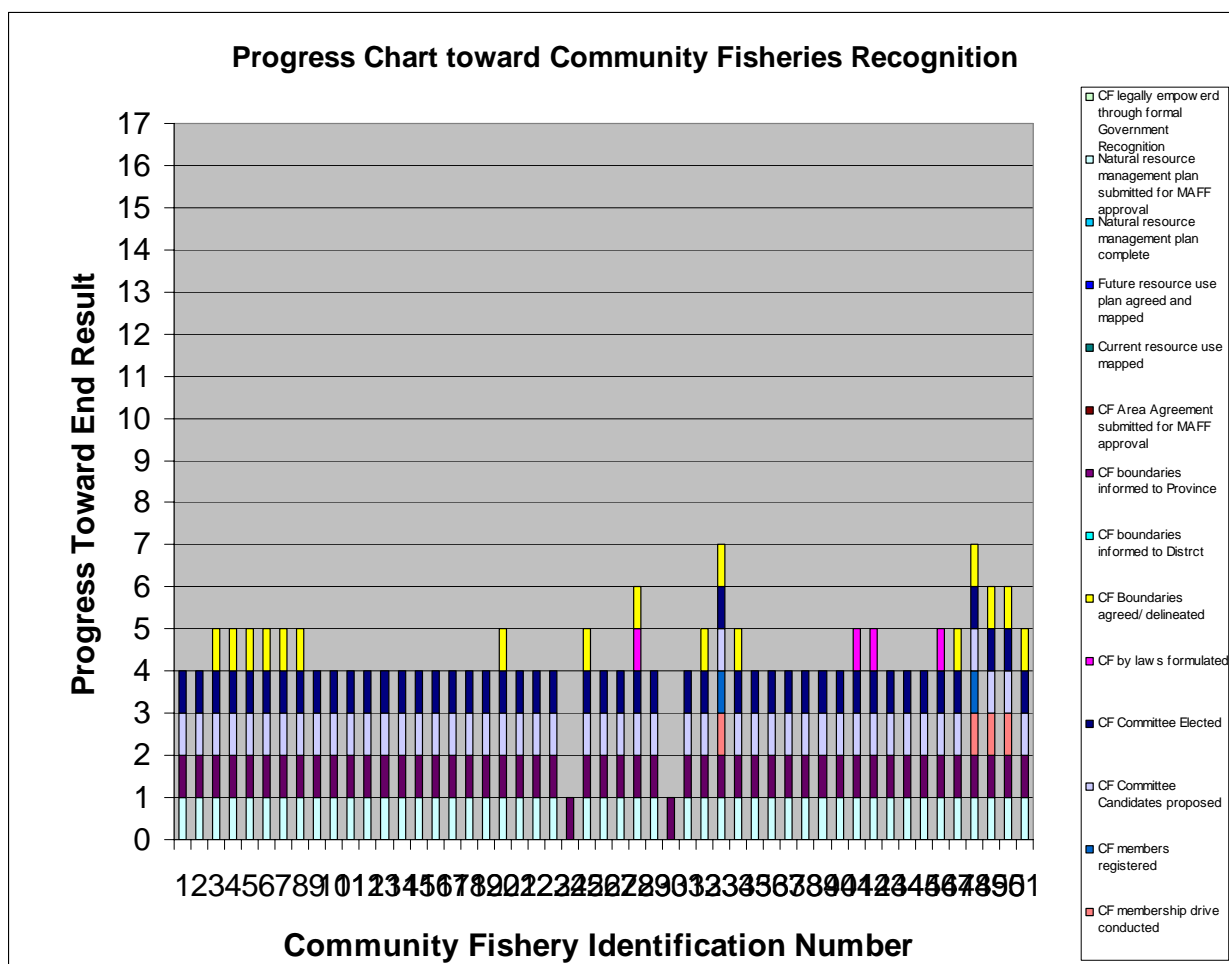
<sup>31</sup> See also Section IV. G below.

<sup>32</sup> The benefits are: (i) fishers cooperate in planning to increase or conserve fish stocks; (ii) fishers share the costs and benefits of improved management; (iii) there is better conflict management; (iv) the position of fishers vis-à-vis other stakeholders is enhanced by their being organized; (v) fishers and the Government are willing to share data on and their understanding of the fisheries resources; (vi) fishers are encouraged to adopt a longer perspective; and (vii) enforcement of rules is more effective since they have a high level of acceptance: accordingly, compliance and self-regulation are high.

<sup>33</sup> The transition from top-down prescriptive to bottom-up facilitative approaches requires fundamental attitudinal and behavioral changes that take time. The PIUs are more accustomed to delivering messages on government policy to communities and much less to serving as facilitators of participatory rural decision making. And, at heart, the Subdecree on Community Fisheries Management and its prakas are still products of centralized governance perspectives. Nevertheless, the general approach to organizing communities under component 2 is based on two decades of process development in mobilizing local initiative for community-based natural resource management.

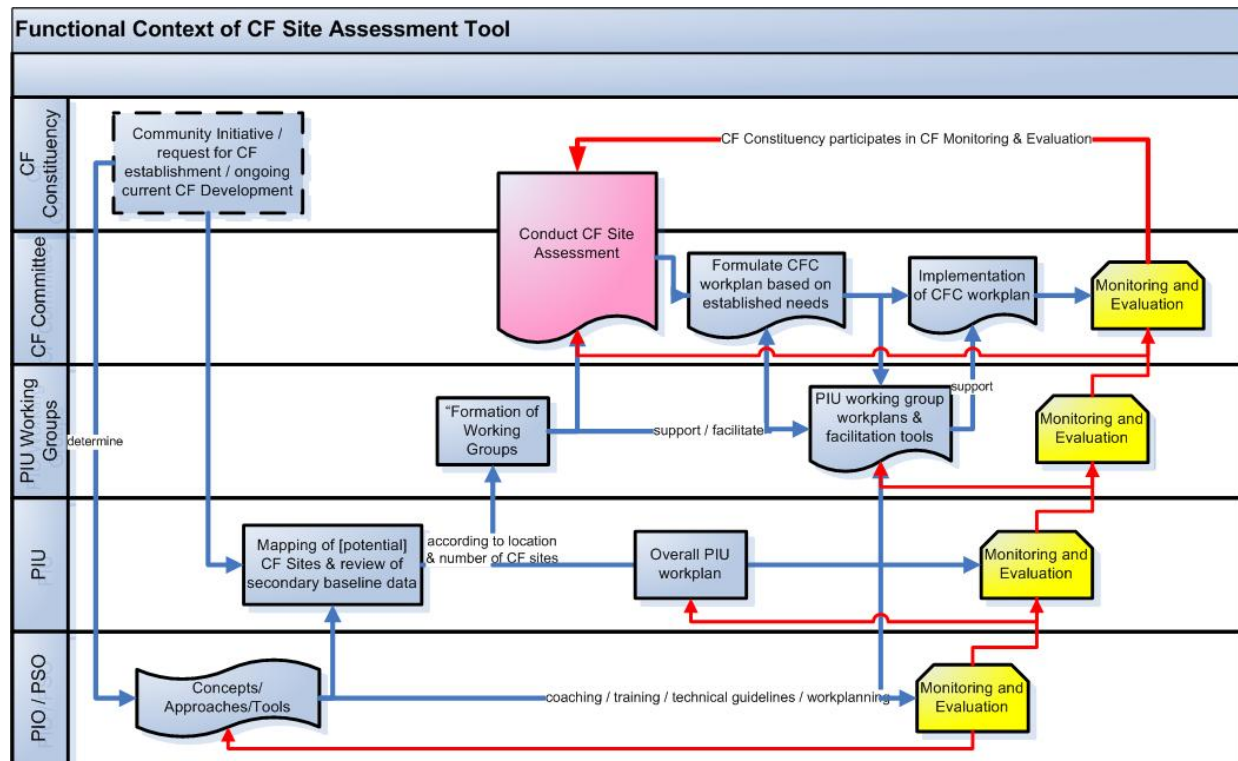
<sup>34</sup> Community fisheries must have: (i) area agreements, (ii) by-laws and internal regulations, (iii) area management plans, and (iv) guidelines for community fisheries.

40. The monitoring of progress has also been static, probably to the detriment of efforts to prioritize. The database that registers progress toward recognition as community fisheries, for instance, tracks numbers of community fisheries members registered, by-laws formulated, boundaries agreed or delineated, area agreements submitted, and natural resource plans completed. Tracking such indicators is worth the Project's while. But it does not capture the inherent fluctuations of institutional development and, more importantly, cannot offer the necessary horizontal entry points for homogeneous activities aimed at addressing common constraints, for example through NGO contracts.



41. The Community Fisheries Site Assessment tool developed by FAO's team shows promise. It may enable assess the status of organizational development and progress of community fisheries. The review of progress toward developing community fisheries should provide a basis for prioritizing work, and for planning and implementing activities to develop legally recognized, as well as organizationally strong and sustainable, community fisheries. Using the tool, the status of all community fisheries with respect to the legal requirements of the Subdecree on Community Fisheries Management and their degree of empowerment is being tracked using 20 indicators, which are in turn disaggregated into 77 key parameters, many of which draw from the Community Fisheries Baseline Assessment. (Others were developed during the rapid participatory appraisal conducted by FAO's team and the PIUs and verified through key informant interviews.) The Community Fisheries Site Assessment tool ought to

- provide a systematized opportunity to reflect on the progress and status of community fisheries, which allows the formulation of work plans to yield the legally required documents for registration of community fisheries while ensuring broad participation of the constituency in the process;
- enable the Project to target support to community fisheries work plans in a meaningful and effective manner that addresses needs for training, facilitation, and coaching;
- allow the Project to systematize approaches for supporting the PIUs (and CFDO) while setting strategic support priorities to be reflected in the PIU work plans; and
- generate baseline information against which the Project can compare progress toward legal recognition and high-quality management of community fisheries.



42. The Project needs highly integrated work planning and monitoring for community fisheries. DOF and FAO's team, in consultation with the PMCO and MOE, should debate the usefulness of the Community Fisheries Site Assessment tool and the extent to which it can be used in support of prioritizing the coverage, extent, and nature of project activities toward organizing communities for natural resource management. With a view to its general application in support of work planning and implementation, as well as monitoring and evaluation, they should also expedite pilot testing in 2–3 community fisheries areas in each of the five project provinces by end-June 2006 on a par with progress in demarcation.

#### D. Sustaining Livelihoods with Technical Packages

43. Work conducted under component 2 has evaluated technical packages for sustainable livelihoods and is complete except for the conduct of a national workshop on sustainable livelihoods in the TSB. Reportedly, much enthusiasm was generated at village-level regarding opportunities to access support for livelihood improvement activities. FAO's headquarters have

cleared the final report which was submitted behind schedule in late April 2006. The final report is acceptable but has shortcomings. This relates, in particular, to poor circumscription of the nature and range of benefits that might be derived from the packages recommended for pilot testing. Notwithstanding, enhancing livelihoods activities is of such an importance that proactive actions are required to ensure that: (i) livelihoods opportunities, potentials, and an action plan are identified for each community fisheries in the TSBR; (ii) pilot livelihoods projects are initiated in progressive community fisheries to demonstrate concepts and prove viabilities for replication elsewhere; (iii) capacity to develop and incorporate livelihoods activities is established in DOF; and (iv) a bridge is built to Grants 0034/0035–CAM: Tonle Sap Sustainable Livelihoods is established.

44. FAO's team should hold a national workshop on sustainable livelihoods as soon as practically possible to review the findings and recommendations of the final report. (June 2006 appears to be the earliest possible date.) The two volume final report should be distributed to participants representing a broad spectrum of stakeholders including, government representatives, national and international experts, community representatives, and representatives from Cambodia's diverse NGO community. (The volume circulated should circumscribe better the nature and range of the benefits expected from the packages recommended.) Working groups would be expected to provide guidance on the following topics: (i) resource access for the poor; (ii) sustainable livelihoods and natural resources management; (iii) funding modalities; and (iv) the role of entrepreneurs and market links. The cost of the national workshop is already included in FAO's budget. Based on positive outcome from the workshop, detailed terms of reference, budgets, and implementation modalities for pilot testing the recommended technical packages will be prepared for consideration by DOF and ADB.

## **E. Enlisting Nongovernment Organizations for Project Support**

45. The project design ascribed a prominent role to NGOs.<sup>35</sup> Much of this would relate to formulation of an implementation structure for organizing communities for natural resource management and empowerment of the latter for that purpose. The role of NGOs is spelled out in the general approach to community organization contained in the project documents. But, the project design also envisaged that independent progress audit reports prepared by an external research institute would be submitted annually from end-year 2 examine the degree and manner of empowerment.

46. The midterm review mission noted the constructive interactions between the executing and implementing agencies and NGOs but urged the PIO in DOF to accelerate contracting of NGOs in support of component 2. Progress has now been made towards this. Following the specific provisions of the Loan Agreement and the harmonized procurement procedures established by MEF in close collaboration with ADB's Cambodia Resident Mission, the Mission was pleased to note that: (i) an NGO recognizance and consultation mission was conducted by representatives of the PMCO, PIO in DOF, and FAO's team to each of the five project provinces to assess the need for NGO services and the capacity of local NGOs to deliver these; (ii) advertisements have been issued in Khmer and English language newspapers to invite expressions of interest in supplying NGO services; (iii) about 50 NGOs have responded to the advertisements and 40 have submitted their registration for inclusion on DOF's shortlist of potential suppliers; (iv) formats for contracting had been prepared by the PIO in DOF in consultation with MEF and ADB's Cambodia Resident Mission; and (v) a procurement review

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<sup>35</sup> A total of \$1.6 million (including government contributions) is allocated to surveys, investigations, NGO contracts and other contracts.

committee meeting is scheduled to review and approve the shortlist and framework documents on 8 May 2006. The committee's decision will be forwarded to ADB for its review and approval.

47. The PIO in DOF has also drawn preliminary terms of reference for NGO contracting. The award of the first NGO contracts is targeted for July–August 06. The PIO in DOF should ensure that: (i) NGO services are incremental and complementary to the very large capacity that is already available for implementation of component 2; (ii) special attention is given to identifying and formulating NGO contracts that provide horizontal support to a selected number of community fisheries in areas where there are no specific provisions under the Project;<sup>36</sup> and (iii) NGO contracts are performance-based and therefore monitored closely in all areas.

## **F. Improving the Performance of FAO's Team**

48. The midterm review mission requested that the team leader of FAO's team should show incisive leadership and bring about a more hard working and deliberate effort on the part of project personnel associated with component 2, including that of the PIO and PIUs in DOF, and VSOs, recognizing that the team's role is dependent on good will and constructive working relationships among the parties. In particular, FAO's team leader should apply himself in the areas of: (i) planning and organizing work; (ii) analytical, technical, and conceptual skills; (iii) quality, accuracy, and timeliness of work; (iv) oral and written communication skills; (v) productivity and initiative; (vi) innovativeness; (vii) client orientation; (viii) teamwork; and (ix) leadership and managerial skills.

49. The Mission recognizes also that there is room for improvement in the way FAO's team as a whole operates. The project design provided for the direct selection of FAO in order to benefit from FAO's experience in community-based natural resources management and community fisheries, including in Cambodia. Following a considerably delayed contracting and mobilization process, FAO's team began to work in mid-March 2005. The services that it is charged with providing under the \$3.8 million contract between DOF and FAO are of critical importance to component 2. Indeed, success or failure hinge critically on the timing, quality, and quantity of deliverables as well as on the ability of FAO's team to lead and coordinate with key stakeholders.

50. The midterm review mission paid attention to evaluating the early performance of FAO's team in fulfilling contractual obligations. It highlighted the positive features of the team's work but expressed concerns before providing a host of recommendations. The Mission noted that progress that has been made. The final report on the evaluation of technical packages for sustainable livelihoods activities conducted under component 2 has been completed and formally delivered to DOF and key stakeholders. The specific recommendation to include a thorough evaluation of benefits that might be derived from livelihoods activities, however, was ignored. Progress has also been made in the preparation of guidelines for field work planning, implementation, and reporting. The Mission noted too the active role taken by FAO's Country Representation in organizing meetings and finding mutually satisfactory solutions to finalization of the evaluation of technical packages and in resolving problems related to lack of regular progress reporting by FAO's team. The first progress report for year one of the assignment is due on 15 May 2006 and FAO's team has at last agreed to keep up with its quarterly progress reporting requirement. The constructive follow-up meeting between the PIO in DOF and FAO's Country Representation needs mentioning.

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<sup>36</sup> These should include social service activities aimed at strengthening social wellbeing of communities, particularly activities aimed at strengthening the participation of women, children, and other vulnerable groups.

51. However, despite the good intentions shown, 1 year of the 3 year input by FAO has been consumed and there are still significant shortages in the approach to component 2 implementation, coordination of activities, and management. The project documents, the contract between DOF and FAO, and the inception report of FAO's team clearly mention and outline procedures for carrying out baseline assessments of community fisheries to form a basis for trust, collaboration, and development. This fundamental requirement of the community fisheries development process is not being followed, or if followed, only on a very modest scale.<sup>37</sup> Implementation of component 2 consequently lacks focus on the issues that are most important to communities, e.g., measures to improve social and economic wellbeing. Focus on the management and administration of natural resources, both aquatic and terrestrial, within community fisheries is also being lost and important monitoring and evaluation activities are being reduced to a ticking-off process with little basis in the community fisheries development process. What is being implemented is strictly focused on having communities understand and comply with the registration requirements of the Subdecree on Community Fisheries Management. But, registration is in fact a very small part of the processes required to improve livelihoods through community-based natural resources management.

52. The midterm review mission identified areas where strengthened coordination was required. The Mission has noted continuing shortcomings in the ability of FAO's team to effectively coordinate with other agencies. Lack of coordination between the PIUs in DOF and MOE in Kompong Chhnang and Kompong Thom was obvious despite the midterm review mission's specific recommendation to remedy that. Coordination is taking place over the circulation of documents and guidelines for review and comments, but this is not effective coordination as exemplified by the unacceptably long time it takes to have documents finalized. It would clearly be more efficient and effective to sit down, discuss, and resolve issues or differences of opinions as they emerge and then agree to some result-oriented action, such as the recent meeting between the PIO in DOF and FAO's Country Representation. Management meetings for component 2, although provided for in the contract between DOF and FAO and the inception report are not held on a regular basis. These and a number of other indicators point to deficiencies in focus and direction in the management of FAO's team.

53. FAO's team should, in close collaboration with the PIO in DOF and the PMCO, decisively address shortcomings in its approach to implementation, coordination, and management of component 2. Using the project documents, the contract between DOF and FAO, and the inception report as a base, FAO's team should first act on last year's recommendation to review implementation through a collaborative effort with key stakeholders. It should then prepare a short and concise document outlining the strategy that will be followed for the remainder of the Project. Also, using the same documents, FAO's team should clearly identify the roles and responsibilities of key stakeholders and outline when and how coordination shall take place. It should then prepare guidelines that become institutionalized and implemented.

54. FAO's team and the PIO in DOF should work together to strengthen management of the PIUs. This relates to preparation and institutionalization of clear guidelines, systems, and procedures for work planning, implementation, and reporting that incorporates a focus on community fisheries as distinct subprojects that draw on the Community Fisheries Site Assessment tool to orientate the fieldwork of PIUs and deliver related inputs with the help of

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<sup>37</sup> FAO did carry out a baseline survey of a selected number of communities in April–May of 2005. However, that survey does not provide the community-specific information necessary for planning, development, and monitoring and evaluation.

NGOs. FAO's team and the PIO in DOF should inform ADB of progress made in these areas as the actions are being implemented. It is expected that all written outputs are finalized and the proposed management changes being institutionalized when the next loan review mission visits Cambodia 6 months from now.

## **G. Monitoring and Evaluating Organization of Communities for Natural Resource Management**

55. The Loan Agreement stipulates that the progress of the Project and the achievement of its benefits will be monitored based on the design and monitoring framework and all loan review missions have paid close attention to assess compliance in this regard.<sup>38</sup> However, the Mission noted a severe shortage of factual data and information during its visit to Kompong Chhnang and Kompong Thom and through discussions with project personnel. In Kompong Thom for example, it observed disagreement on the number of community fisheries established in the province. The number reported varied from 22 to more than 40 and the discrepancy was apparently made up of communities that had previously been supported by the Gesellschaft für Technische Zusammenarbeit and were now being looked after by provincial authorities. In that province, the Mission identified other systemic shortcomings not simply limited to community fisheries work planning and reporting: the PIU in DOF cannot relate inputs and outputs to results and therefore cannot prioritize work to address the specific needs of community fisheries. This failing is likely to apply in other PIUs too. And so, training, capacity building, awareness raising, and information campaigning is carried out without evaluation of results.

56. Lack of factual information and management response to this situation is particularly worrisome because of FAO's focus on adaptive management. It is right for the Project to use an adaptive management style. Adaptive management cannot be implemented without information. FAO has made efforts to address the shortage of factual information. It is, however, still difficult to determine where FAO's team is heading. It has designed the Community Fisheries Site Assessment tool that relies on 74 yes/no questions related to: (i) bylaws and internal regulations; (ii) area agreement; and (iii) management planning. All pertain to the implementation of the Subdecree on Community Fisheries Management and registration of community fisheries. Another proposal, which had been tabled by FAO's team and apparently abandoned, included 36 indicators and 145 specific parameters. In April 2006, the PIO in DOF, was informed that the newly mobilized community organization specialist would revisit earlier endeavors to establish an effective monitoring and evaluation system. It can be remarked that all these efforts deals with monitoring of actions taken or not taken by community fisheries and only to a very limited extent involve evaluation of results. To repeat, any of the proposed monitoring refers in the main to compliance with the requirements of the Subdecree on Community Fisheries Management, not project performance.

57. The current uncertainty and indecision in respect of monitoring and evaluation cannot be allowed to persist. The Project requires an effective, yet simple system for: (i) managing and administrating site-specific community fisheries at the level of the PIU; (ii) monitoring and evaluating performance towards realizing the objective of component 2; and (iii) managing and administrating natural resources at the specific community fisheries level and feeding into DOF's lake-wide level of management. FAO's team should, in collaboration with the PIO in DOF and

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<sup>38</sup> As explained earlier, a Community Fisheries Baseline Assessment was carried out in late 2004. The survey that led to it was formulated by the PMCO and implemented by DOF with the support of the PMCO and the VSO in the PIO in DOF. The assessment remains the most comprehensive carried out under the Project so far. The midterm review mission requested DOF to review the survey's questionnaire, strengthen it as necessary, and update the assessment each year.

the PMCO, take urgent and decisive actions to establish and institutionalize a monitoring and evaluation system for effective and prudent organization of community fisheries that are in reality and should be treated as discrete subprojects of the Project.

#### **H. Formulating and Implementing a National Environmental Education and Awareness Campaign**

58. Activities under component 1 include formulation and implementation of a national environmental education and awareness campaign. The purpose of the campaign is to support strengthening of natural resources management coordination and planning for the TSBR. It targets the general public, decision-makers, the media, and school children and is intended to be a national application. But, special attention is also being paid to action-based approaches in communities living within the boundaries of the TSBR. The campaign builds on accomplishments under the ADB-assisted pilot and demonstration activity for developing and testing environmental education and awareness methodologies and tools that was carried out on the Tonle Sap between April 2004 and February 2005. One of the outputs of the pilot and demonstration activity was the development and publication of *Building A Sustainable Future: A Strategic Approach to Environmental Education in the Tonle Sap Region, Cambodia*, which is now being used to guide the campaign.<sup>39</sup>

59. The campaign is founded on a collaborative approach and strong links have been developed between the campaign, which focuses on sustainable development, and the environmental awareness, education, and outreach program in component 3, which concentrates on biodiversity conservation. These two components synergize and continue to strengthen through developing curriculum methodologies and training tools. A significant achievement of the campaign has been capacity building of PIUs, curriculum developers, teachers, and journalists to advance and facilitate action-based environmental education at community level. Training forums for the PIUs in MOE have been conducted in collaboration with FAO. The training focused on community environmental management planning, awareness of the TSBR, participatory resource mapping, transect walk, problem ranking, seasonal calendar, and problem solving. Formal education officers and curriculum writers have also been mobilized, through the Department of Pedagogical Research within the Ministry of Education, Youth, and Sport, to enhance the profile of the Tonle Sap in school textbooks. These activities are underway and will tie in with teacher training at four targeted teachers colleges in Cambodia in the next 6–8 months. Moreover, internships in five provinces have increased the awareness and knowledge of journalists on Tonle Sap issues. This heightened awareness is envisaged to stimulate objective and informed media reporting on solutions and challenges facing the Tonle Sap. Finally, the Government's commitment to environmental education has been strengthened through the endorsement by the Minister for Environment of the campaign-initiated *Status Report of Environmental Education in Cambodia*.<sup>40</sup>

60. Where the campaign has focused on capacity building for improved environmental education, it has also advanced more immediate public awareness of Tonle Sap issues through 96 feature articles in leading newspapers (to which the five interns contributed 82)), 3 television programs, 4 monthly radio broadcasts, and theater performances for at least 10,000 people in communities bordering the Tonle Sap. All outputs are detailed in a matrix prepared in response to a request by the midterm review mission. The matrix indicates that the campaign has reached an estimated 1,077,064 people in Cambodia at very low cost. It highlights how focus areas and

<sup>39</sup> Available: [http://www.adb.org/projects/tonle\\_sap/](http://www.adb.org/projects/tonle_sap/).

<sup>40</sup> Available: [http://www.adb.org/projects/tonle\\_sap/](http://www.adb.org/projects/tonle_sap/).

target groups have benefited from the campaign proportionally. Linkages to the PIO in MOE, the PIUs in MOE, and other groupings are also outlined on an activity-to-activity basis. This information will be used to evaluate impact and the many partnerships developed and achievements accomplished will create entry-points for the education and community mobilization effort planned under Grants 0034/0035–CAM: Tonle Sap Sustainable Livelihoods. Live and Learn Environmental Education should review the output matrix on environmental education and awareness for clarity and ease of use and regularly update it.

### Output Matrix on Environmental Education and Awareness

Output	Date	Verifiable Data	Cost (\$)	Quantity, Attendance	Cost Per Unit	Cost Benefit	Awareness	Knowledge	Attitude	Skills	Participation	Project Personnel	National	Provincial	Community	Individual	PIO in MOE	PIUs in MOE	Others		
		Indicator			Media	Focus Area					Target Group				Linkage						
1.																					
2.																					

61. To ensure environmental education reach its full potential and impact, sustained commitment is needed. This was pointed out in *Building A Sustainable Future: A Strategic Approach to Environmental Education in the Tonle Sap Region, Cambodia* and has been confirmed through the implementation of the campaign. The goodwill achieved through campaign from the Ministry of Environment, the Ministry of Education, Youth, and Sport, and the Department of Pedagogical Research within it must be captured to further strengthen the use of education and learning in reducing poverty on the Tonle Sap. Training and mobilization of government officers has proven a particular effective approach. There are significant needs to equip and support government staff with skills in: (i) community mobilization; (ii) high impact education techniques; (iii) community participatory approaches; and (iv) assessing impact and change. Immense opportunities for Tonle Sap awareness and action rest within formal education as teachers and youth are important community mobilizers. Specific opportunities lie in teacher training, environmental youth-leadership projects, sustained curriculum support and provision of high quality resources. Based on the above observations and the lessons learnt from the campaign, there would appear to be great advantages to mainstreaming environmental education and awareness into all aspects of environmental planning, institutional frameworks, and poverty-reduction strategies.

#### I. Developing a Tonle Sap Biosphere Reserve Environmental Information Database

62. The Project seeks to establish an environmental information database within the TSBR Secretariat that will support the Secretariat's coordination function and serve the information needs of partner agencies, non-governmental institutions, and civil society. The TSBR-ED would help all the key stakeholders in the Tonle Sap region by providing a central, easily accessible, repository of environmental information to facilitate more informed decision making and better coordination and planning at all levels.

63. The TSBR-ED consultant mobilized in January 2006. It is collecting textual, tabular, and spatial data from different agencies. A catalogue (metadata) of over 500 non-spatial documents,

e.g., reports and database tables, and spatial data covering more than 80 themes has already been compiled. The spatial data would be organized as different thematic layers on a unified GIS application. This GIS application would use the digitized orthophotomaps being prepared in DOF. Considerable work has also been done on the development of the TSBR-ED website, the alpha version of which is expected to go live in the early May 2006. (Its domain has already been reserved at [www.tsbr-ed.org](http://www.tsbr-ed.org).) In addition, the consultants are preparing a draft memorandum of association to provide the operable framework for data sharing between different stakeholders. With a view to building partnerships, a stakeholders workshop will be held in early May 2006. It will provide an opportunity to discuss data and information needs and address gaps. It is envisaged that this workshop would pave the way for subsequent signing of the memorandum of association with the agencies.

64. A challenge has been the lack of timely, accurate, and appropriate data. One of the main reasons for this is that different agencies, often with overlapping functional domains, are responsible for collecting and maintaining data on different aspects of environment. Most do not have the vision, capacity, or resources required to perform this function. And, where limited data exists, it is guarded and treated as a source of power rather than as a useful tool to be shared with all. Incentives must be provided to agencies to share data with others, along with a mechanism to ensure that this is implemented in spirit, rather than by letter. One way to encourage data sharing between stakeholders would be to build ownership and commitment to the TSBR-ED at the highest possible level in Cambodia. The TSBR Secretariat should approach a suitable high office such as the National Information Communications Technology Development Authority and request that it actively support, encourage, and direct the agencies to cooperate in data sharing initiatives. The TSBR Secretariat should consider the possibility of having a team of domestic consultants work in the agencies to assist in data organization and collation for the TSBR-ED. It is estimated that 42 person-months of domestic expertise and 4 person-months of international expertise would be required for this. VSO inputs in support of this would benefit the Project.

## **J. Working with Voluntary Service Overseas**

65. The project design made no provision for incorporation of voluntary service. However, the relevance of its programs in the project area offered the promise of capacity building in support of the Project. The executing and implementing agencies, in consultation with ADB, thereafter concluded partnership arrangements with VSO and volunteers were assigned to work with the PMCO, PIOs, and PIUs.

66. So far, the partnership arrangements have operated to the satisfaction of all parties and have occasioned transfer of skills and knowledge. The integration of VSOs into the Project has improved with attention to this matter. In the early stages, for instance, terms of reference were, surprisingly, not defined. Later, ADB requested that: (i) the quarterly progress reports of PIUs should include a separate section about volunteer activities and achievements, and (ii) VSO and DOF would analyze the achievements and outcomes of the volunteers and submit reports demonstrating the strength of the VSO-DOF partnership, the effectiveness of VSO support, and the contribution that VSOs have made to the accomplishment of the Project's objective. The VSOs are now considered part of project personnel and their contributions are taken seriously. This has resulted in positive changes in the way the PIOs and PIUs are run, tasks are planned and reported, and fieldwork is carried out. VSOs regularly take part in these activities and conduct capacity building of PIUs. They also often initiate informal cooperative activities that lead to better use of resources and share skills and experiences. In Kompong Chhnang, for example, the VSO has used small VSO grants to support women's groups. In Siem Reap, the

VSO used small VSO grants to promote community fishery ecotourism. Cooperation with NGOs, other line agencies, and project personnel has been good. In January 2006, in response to a request of the midterm review mission, project personnel and VSOs worked out other ways to enhance the partnership arrangements.

67. But, there are opportunities for improvement. Ease of access to PIU heads and willingness to change are major factors that determine whether VSO placement can adequately share skills and experiences in order to benefit PIU operations and the progress of the Project. This has not been the case in Kompong Thom. The first group of VSOs in the PIUs in DOF has also been affected by delays in project implementation, a feeling on occasion that their professional skills were unrecognized and underutilized by DOF and FAO's team, a perceived indecisiveness and lack of project guidance by DOF and FAO's team, frustration with defective coordination among project personnel, and a VSO-driven investigation to reduce their living allowances.

68. There are 12 volunteer positions on the Project, one of which is unfilled. The committed 216 person-months of volunteer professional services are 46% utilized and, among the volunteers supporting the PIUs in DOF, commitments are 63% utilized.

**Allocation of Personnel from Voluntary Service Overseas<sup>41</sup>**  
(person-months)

Location	Time Allocation	
	Committed	Expended
<b>Department of Fisheries</b>		
PIU, Siem Reap	24	20
PIU, Kompong Chhnang	24	16
PIU, Battambang	24	16
PIU, Pursat	24	14
PIU, Kompong Thom	24	4
PIO, Phnom Penh	24	20
<b>TSBR Secretariat</b>		
TSBR Secretariat, Phnom Penh	24	6
<b>Ministry of Environment</b>		
PIU, Battambang (no candidate as yet)	24	0
PIU, Kompong Thom	24	4

69. VSOs will be concluding their engagements in Siem Reap, Kompong Chhnang, Battambang, and Phnom Penh in 2006. The Mission recognizes that the VSOs play an important role in the PIUs and recommends that replacements be carried out and the cooperation with VSO continued. The executing and implementing agencies should move quickly on the matter of requesting replacements as VSO requires several months, typically six, to recruit and place new in-country volunteers. The PIO in DOF should discuss with VSO proposals to maximize benefits from VSO placements on a mutual basis, including attaining VSO's Livelihoods Program, based on lessons learned.

<sup>41</sup> Live and Learn Environmental Education has also secured, at its own initiative, the presence of two Australian volunteers for a total of 20 person-months, in support of the national environmental education and awareness campaign.

## **K. Building Management Capacity for Biodiversity Conservation**

70. Implementation of component 3 began in December 2004 and will run for 7 years to 2011. The inception report of June 2005 was approved in August 2005 and provides basic guidance for implementation. Component 3 has three outputs, the accomplishment of which is detailed in progress reports to UNDP. The Mission generally commends the personnel working on component 3 for the progress achieved to date. It requests that personnel working on component 3 keep the PMCO fully informed of events during preparation and execution of technical elements through improved informal dialogue and sharing of draft reports and other relevant documentation. Coordination would it seems need to be improved with the PIO in DOF, the PIUs in MOE, project personnel working on component 2, other operating outputs of the Tonle Sap Initiative, technical groups such as the WorldFish Center, and among the personnel working on component 3 itself. Personnel working on component 3 should share the biodiversity status report with a broad audience, including the World Fish Center.

## **L. Coordinating within the Tonle Sap Initiative**

71. The Tonle Sap Initiative is a highly integrated suite of interventions temporally and geographically phased over four stages. There is the expectation that once the first iteration of loan and grant projects is completed there will be a further set beginning once again in the core areas of the Tonle Sap and expanding outward to the watersheds. The Tonle Sap Initiative is, therefore, a comprehensive program and not a collection of stand-alone projects implemented in the same geographic locale. Project implementation has an added dimension in that project activities are designed not only to achieve certain stated objectives but also to identify communities of practice and implementing partners which can be utilized in future projects. Concepts, methodologies and implementation arrangements are tested and validated in current projects in order to feed them into the subsequent stages of the Tonle Sap Initiative. The monitoring and evaluation of this process is one of the key functions of the Tonle Sap Initiative Coordination Unit which was established to maintain a long-range, multi-sectoral, global perspective of the Tonle Sap Basin. The Tonle Sap Initiative Coordination Unit is not another layer of management coordination but is a specialist unit involved with maintaining the integration and focus of the Tonle Sap Initiative. The Mission commends the executing and implementation agencies for improved communication with the Tonle Sap Initiative Coordination Unit since the midterm review mission. The Mission notes however that communication and cooperation with Tonle Sap Initiative Coordination Unit could be enhanced further. The executing and implementation agencies should involve the Tonle Sap Initiative Coordination Unit more closely in their planning and review processes. The Tonle Sap Initiative Coordination Unit will continue to facilitate technical coordination meetings at the practitioner level on subjects such as training and capacity building and livelihoods. A number of these have been held in the last 6 months and it has been observed that the information exchanges were beneficial and resulted in better cooperation. The Mission recommends that technical coordination, particularly amongst practitioners, be encouraged and facilitated.

### Principal Association Matrix: Tonle Sap Initiative Operating Outputs

Code	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23
1	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
2	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
3	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
4	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
5	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
6	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
7	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
8	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
9	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
10	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
11	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
12	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
13	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
14	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
15	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
16	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
17	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
18	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
19	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
20	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
21	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
22	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
23	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Score	3	15	11	6	7	10	3	12	6	7	20	10	7	7	13	8	7	5	20	10	11	8	9
Rating	Low	High	Medium	Low	Low	Low	Low	Medium	Low	Low	High	Low	Low	Low	Medium	Low	Low	Low	High	Low	Medium	Low	Low

Yes
No
Not Applicable

#### Legend

Code	Project Name
1	Protection and Management of Critical Wetlands in the Lower Mekong Basin (1998)
2	Tonle Sap Environmental Management (2002)
3	Improving the Regulatory and Management Framework for Inland Fisheries (2002)
4	Chong Kneas Environmental Improvement (2002)
5	Capacity Building of the Inland Fisheries Research and Development Institute (2002)
6	Establishment of the Tonle Sap Basin Management Organization (2003)
7	Living with Floods on the Tonle Sap (2003)
8	Tonle Sap Sustainable Livelihoods (2003)
9	Participatory Poverty Assessment of the Tonle Sap (2003)
10	Developing & Testing Methodologies & Tools for Environmental Education & Awareness(2004)
11	Capacity Building for the Tonle Sap Poverty Reduction Initiative (2004)
12	Establishment of the Tonle Sap Basin Management Organization II (2004)
13	Capacity Building of the Inland Fisheries Research and Development Institute II (2005)
14	Study of the Influence of Built Structures on the Fisheries of the Tonle Sap (2005)
15	Tonle Sap Lowland Stabilization (2005)
16	Enhancing the Role of Women in Inland Fisheries (2006)
17	Siphandon Environmental Management (2006)
18	Study of Inland Aquatic Resource Trade Patterns (2006)
19	Capacity Building for the Tonle Sap Poverty Reduction Initiative II (2007)
20	Establishment of the Tonle Sap Basin Management Organization III (2006)
21	Establishment of the Tonle Sap Basin Management Organization IV (2007)
22	Tonle Sap Watershed Management (2008)
23	Inland Fisheries Fish Processing Enterprise Development (2009)

Rating	Matrix Score
High	Score : 16-23
Medium	Score : 11-15
Low	Score : 0-10

Note: All planned assistance is indicative and subject to the approval of authorities in ADB.

## M. Institutionalizing Project-Related Inputs

72. The goal of the Project is sustainable management and conservation of natural resources and biodiversity in the Tonle Sap basin, with emphasis on the word sustainable. Three agencies benefit considerably from the Project during its term of input. CNMC is the parent agency of the TSBR Secretariat. DOF is charged with community fisheries management through its own mandate. MOE, through its Department of Natural Resources and Conservation, is responsible for management of core areas within the TSBR. There is a powerful need to sustain activity beyond the Project if true benefits are to be achieved.

73. Yet, despite substantial ADB assistance to the TSBR Secretariat under the project and other Tonle Sap Initiative operating outputs, numerous factors still constrain the sustainability of the TSBR Secretariat. Certainly, the work of the policy and strategy advisor is not definitive with respect to a plan for the TSBR Secretariat's operations, in part because the situation had not matured sufficiently for the advisor to make reasonable comment. Indeed, actual progress in policy coordination by the TSBR Secretariat during the time frame of the project is not clear.



raised relating to lack of harmonized project implementation procedures, limited effectiveness of project implementation arrangements, and insufficient attention to sustainability of physical investments, social safeguard requirements, and project monitoring and evaluation.

77. ADB's Mekong Department has recognized that its portfolio is in need of serious attention and has required its sector divisions, in collaboration with ADB's Resident Mission, to make special efforts to improve performance. Henceforth, ADB's Resident Mission will conduct in Phnom Penh a quarterly portfolio review meeting within the first two weeks following the end of each quarter structured as follows

- a half-day (morning session) meeting with representatives of all executing agencies and representatives of MEF to essentially discuss issues relating to the implementation of the annual country portfolio review mission's action plan, more particularly the following points of the plan: [3a] harmonization of incentives for project staff; [4a] sustainability and maintenance plan for physical investments; [5a] project readiness filters and advanced actions (especially for executing agencies involved in preparation of new projects); [6a] harmonized project implementation procedures (dissemination/familiarization and use of the harmonized manuals on standard operating procedures, financial management, and procurement officially adopted by the Government in August 2005); [6c] integration of project implementation unit/project management unit functions into executing agency structure (especially for executing agencies involved in preparation of new projects); [8a] ADB no-objection on procurements (following implementation of the new standard operating procedures and procurement procedures/manuals); [8b] procurement tracking; [10a] disbursement tracking; [10b] disbursement projections; [10c] imprest account turnover improvement; [10d] counterpart funds availability; [12a] resettlement issues; and [12c] declining disbursement performances; and
- a half-day (afternoon session) meeting with representatives of the executing agencies for the delegated projects only and representatives of MEF to discuss specific project issues of the delegated projects.

78. The Mission advised the executing and implementing agencies that the Project had fared well in the context of the annual country portfolio review mission. Notwithstanding, the PMCO, DOF, MEF, and MOE should henceforth pay the closest attention to project implementation arrangements, counterpart funds, and project monitoring and evaluation. The PMCO should henceforth attend the morning session of the quarterly portfolio review meeting held at ADB's Resident Mission within the first two weeks following the end of each quarter.

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

79. The Mission estimates overall physical progress at 55%, broadly in line with the period elapsed under the loan. But, 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 objective. These actions, and their responsibility centers, draw from the analyses contained in Sections III. and IV. above as well as formal and informal discussions. They are:

### Follow-up Action

1. The executing and implementing agencies should deliver where little or no follow-up action has been taken in response to the midterm review mission's requests.
2. 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 is routine. The project management advisor, the fisheries management advisor, the team leader of FAO's team, and the team leader of component 3 should elaborate how the activities are being implemented, how they can be improved, and what action plans are necessary to improve the activities.
3. The PMCO, PIOs, and PIUs should prepare an estimate of their required expenditures for the remaining project period to enable ADB to prepare a revised allocation of loan proceeds in time for the next loan review mission, tentatively scheduled in October 2006.
4. MEF should make sure that counterpart funds are released on a timely basis.
5. The project coordinator and the PIO head in DOF should, jointly, remind project personnel that it behooves professionals to pay respect to the efforts that the PMCO makes for monitoring and coordination, read quarterly progress reports, and comply speedily with the recommendations for improvement that the PMCO prepares.
6. The PMCO should consider whether to reduce frequency of periodic reporting to semi-annual (6-monthly), rather than the current quarterly, frequency.
7. The PMCO, PIOs, and PIUs should estimate essential requirements of consulting services for the remaining project period to enable ADB to prepare a revised allocation of loan proceeds in time for the next loan review mission.
8. DOF should formulate a coherent plan to engage ethnic minorities in community fisheries management.
9. The PMCO should respond to ADB's request for feedback on actions taken to integrate suggestions to improve the financial and administrative procedures for the Project.
10. DOF should conduct a thorough review of the adequacy of the Subdecree on Community Fisheries Management and its <i>prakas</i> with the help of a small and mixed team from FAO and NGOs, for which provision would need to be made.
11. FAO's team and the GIS consultant should reconcile their different approaches to boundary demarcation with an eye to efficiency and effectiveness.
12. The PIUs in DOF and the PIUs in MOE, working in consultation with the GIS Office in DOF and the GIS consultant, should finalize demarcation of 2–3 community fisheries areas in each of the five project provinces by end-June 2006.
13. The PMCO, in consultation with MOE, should examine whether the PIUs in MOE are sufficiently resourced to implement their work plans.
14. The PIO in DOF should prepare a proposal for any additional budgetary support needed to expedite mapping and boundary demarcation. It should also investigate and confirm, subject to ADB's endorsement, the acceptability of charging the cost of providing each area with signboards and charging physical demarcation of the area polygon, in amounts not exceeding \$400 for each demarcated area, to the operating budgets of the PIUs.
15. DOF and FAO's team, in consultation with the PMCO and MOE, should debate the usefulness of the Community Fisheries Site Assessment tool and the extent to which it can be used in support of prioritizing the coverage, extent, and nature of project activities toward organizing communities for natural resource management. With a view to its general application in support of work planning and implementation, as well as monitoring and evaluation, they should also expedite pilot testing in 2–3 community fisheries areas in each of the five project provinces by end-June 2006 on a par with progress in demarcation.
16. FAO's team should hold a national workshop on sustainable livelihoods as soon as practically possible to review the findings and recommendations of the final report.
17. The PIO in DOF should ensure that: (i) NGO services are incremental and complementary to the very large capacity that is already available for implementation of component 2; (ii) special attention is given to identifying and formulating NGO contracts that provide horizontal support to a selected number of community fisheries in areas where there are no specific provisions under the Project; and (iii) NGO contracts are performance-based and therefore monitored closely in all areas.
18. FAO's team leader should apply himself in the areas of: (i) planning and organizing work; (ii) analytical, technical, and conceptual skills; (iii) quality, accuracy, and timeliness of work; (iv) oral and written communication skills; (v) productivity and initiative; (vi) innovativeness; (vii) client orientation; (viii) teamwork; and (ix) leadership and managerial skills.
19. FAO's team should, in close collaboration with the PIO in DOF and the PMCO, decisively address shortcomings in its approach to implementation, coordination, and management of component 2.
20. FAO's team and the PIO in DOF should work together to strengthen management of the PIUs.

Follow-up Action
21. FAO's team should, in collaboration with the PIO in DOF and the PMCO, take urgent and decisive actions to establish and institutionalize a monitoring and evaluation system for effective and prudent organization of community fisheries that are in reality and should be treated as discrete subprojects of the Project.
22. Live and Learn Environmental Education should review the output matrix on environmental education and awareness for clarity and ease of use and regularly update it.
23. The TSBR Secretariat should approach a suitable high office such as the National Information Communications Technology Development Authority and request that it actively support, encourage, and direct the agencies to cooperate in data sharing initiatives.
24. The TSBR Secretariat should consider the possibility of having a team of domestic consultants work in the agencies to assist in data organization and collation for the TSBR-ED.
25. The executing and implementing agencies should move quickly on the matter of requesting replacements as VSO requires several months, typically six, to recruit and place new in-country volunteers. The PIO in DOF should discuss with VSO proposals to maximize benefits from VSO placements on a mutual basis, including attaining VSO's Livelihoods Program, based on lessons learned.
26. UNDP should share the biodiversity status report with a broad audience, including the World Fish Center.
27. The executing and implementation agencies should involve the Tonle Sap Initiative Coordination Unit more closely in their planning and review processes.
28. CNMC should work out more fully the <i>raison d'être</i> of the TSBR Secretariat and the associated <i>modus operandi</i> and financing mechanism of its operations.
29. The PMCO, DOF, MEF, and MOE should henceforth pay the closest attention to project implementation arrangements, counterpart funds, and project monitoring and evaluation. The PMCO should henceforth attend the morning session of the quarterly portfolio review meeting held at ADB's Resident Mission within the first two weeks following the end of each quarter.

## VII. ACKNOWLEDGMENTS

80. The Mission thanks CNMC, FAO, MAFF, MEF, MOE, the consultants, and the VSOs 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 very ably helped by the project management advisor and the fisheries management advisor. This aide-mémoire draws on short write-ups prepared by project personnel and incorporates revisions and comments from the wrap-up meeting held at the PMCO on 3 May 2006.

81. Subsequent to the wrap-up meeting, the Mission received comments on the draft Aide-Mémoire from FAO's Country Representation. FAO's Country Representation acknowledged the validity of many of the issues raised in the Aide-Mémoire and undertook to prepare by end-May 2006 a concise document on the streamlining of the approach of FAO's team to implementation, coordination, and management. FAO's Country Representation stressed that the performance of FAO's team should also be judged against the absorptive capacity of DOF. The Mission took this point well. DOF bears ultimate responsibility for making the most of the assistance extended to it. DOF may have overstated the requirement for FAO's team to act as "a respectful service provider". DOF has taken time to clear policy documents for release to the public domain. It initially resisted the engagement of NGOs in support of component 2. It is still to capitalize on work conducted under TA 3993-CAM: *Improving the Regulatory and Management Framework for Inland Fisheries*. It does not sufficiently direct the PIUs in DOF and effect coordination with the PIUs in MOE. Equally, MOE must play its part in dovetailing the work of its PIUs.

82. The list of the persons who attended the meeting is attached (Appendix 6). The aide-mémoire should be circulated broadly to the institutions and parties listed below. The Mission cannot underscore enough the importance of executing the follow-up actions contained herein, beginning with those for component 2. The next loan review mission, planned for October 2006, will focus further on enhancing the performance of the PIUs and the services that FAO's team

offers in support. The next loan review mission will also finalize the necessary reallocation of loan proceeds.

Phnom Penh, 5 May 2006.

Olivier Serrat  
Asian Development Bank

cc:

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

## DESIGN AND MONITORING FRAMEWORK

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

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
education and awareness campaign	1.1.4 end-year 2 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 the 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</b>			

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
<b>Management in the TSBR</b>			
2.1 <i>An implementation structure is formulated.</i>			
2.1.1 Refine approach to community organization	2.1.1 Previous approaches to organizing communities for natural resource management reviewed, preferred approach refined, and service provider appointed by end-year 1	2.1.1 Design document approved	<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>
2.1.2 Strengthen provincial office structures and facilities in the five project provinces	2.1.2 Provincial office structures and facilities strengthened by mid-year 2	2.1.2 Project reports	
2.1.3 Implement a training program for members of staff of relevant provincial line agencies	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	2.1.3 Training records	
2.1.4 Develop a selection process and identify communities for organization	2.1.4 Fisheries and forestry communities identified in each project provinces by end-year 2	2.1.4 Number of communities identified	
2.2 <i>Communities are empowered.</i>			
2.2.1 Activate commune councils and appropriate village-level structures for natural resource management	2.2.1 Commune council and village-level meetings address natural resource management by end-year 2	2.2.1 Number of commune council meetings and records of the meetings	<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</li> </ul>
2.2.2 Conduct community organization for natural resource management	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)	2.2.2 Number of fisheries and forestry communities organized each year in each project province	
2.2.3 Review boundaries and describe community resource rights	2.2.3 Agreements and endorsements on boundaries and resource rights obtained not later than end-year 3	2.2.3 Number of formal agreements	
2.2.4 Encourage formulation by communities of natural resource management plans	2.2.4 Formulation of natural resource management	2.2.4 Number of plans prepared	
2.2.5 Conduct independent progress audits		2.2.5 Independent progress audits by an external research institute (e.g., Cambodia Development Resource Institute)	

Design Summary	Performance Indicators/Targets	Monitoring Mechanisms	Assumptions and Risks
	plans by communities encouraged from year 3 2.2.5 Independent progress audit reports submitted annually from end-year 2		on boundaries is forthcoming.
2.3 <i>Technical packages in support of sustainable livelihoods are evaluated.</i>  2.3.1 Survey previous and ongoing approaches to technical packages based on sustainable natural resource management 2.3.2 Recommend selected technical packages based on sustainable natural resource management for replication or further development	2.3.1 Technical packages for sustainable fisheries, aquaculture, agroforestry, and community forestry surveyed by the end of the third quarter of year 2  2.3.2 Selected technical packages recommended for replication or further development by end-year 2	2.3.1 Number of technical packages for sustainable fisheries, aquaculture, agroforestry, and community forestry surveyed  2.3.2 Number of technical packages recommended	<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>
<b>Building Management Capacity for Biodiversity Conservation in the TSBR</b>  3.1 <i>Capacity for management is enhanced.</i>  3.1.1 Establish and equip protected area management units and core area management centers 3.1.2 Institute a process for identifying additional core areas and fish sanctuaries 3.1.3 Formulate and implement training for protected area management and biodiversity conservation	3.1.1 Two protected area management units and three core area management centers established and equipped by mid-year 2  3.1.2 Identification process for additional core areas and fish sanctuaries instituted by end-year 2 and applied on a continuing basis thereafter  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	3.1.1 Project reports 3.1.2 Frequency of identification exercises 3.1.3 Training records	<ul style="list-style-type: none"> <li>Members of staff are made available for training and are retained.</li> </ul>
3.2 <i>Systems for monitoring and management are developed.</i>  3.2.1 Design and implement a biodiversity monitoring system 3.2.2 Establish a rapid-response mechanism for seasonal protection of biodiversity 3.2.3 Develop a strategy,	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	3.2.1 Biodiversity assessment reports and the TSBR-ED 3.2.2 Frequency of rapid-response exercises 3.2.3 Surveys indicating that exotic species are being controlled	<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> </ul>

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

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

ACTIVITY		PROJECT YEAR					
		1	2	3	4	5	
<b>Initial Activities</b>							
MAFF-MOE-ADB	Recruitment of consultants for Components 1 & 2	■					
	Recruitment of consultants for Component 3	■					
	Recruitment of consultants for Regulatory & Management Framework TA	■					
	Recruitment of UNESCO consultants	■	■				
	Recruitment of consultants for Community Organization (FAO contract)	■	■				
<b>A. Component 1: Strengthening Natural Resource Management Coordination &amp; Planning for the TSBR</b>							
<b>1.1 Coordination Framework &amp; Information Dissemination Mechanisms are Established</b>							
TSBRS	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						
	- 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-1	1.1.4 Develop a TSBR Environmental Information Database (TSBR-ED)						
	- office equipment procured & set-up		■				
	- library materials & publications procured		■				
	- website designed & installed		■				
	- database designed & developed		■	■			
MOE	UNESCO-2	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	■	■	■	■	
		- publicity & educational material designed & produced	■	■	■	■	
		- training, seminars & conferences implemented	■	■	■	■	
- school education campaign implemented	■	■	■	■			
<b>1.2 The TSBR is Mapped</b>							
DOF		1.2.1 Prepare orthophotomaps at scale 1:5,000 from new aerial photographs at scale 1:25,000					
		- specifications & contract documents for aerial photography & mapping prepared	■				
		- aerial photography & mapping contract implemented	■				
		1.2.2 Delineate biosphere zonation & other boundaries					
		- GIS equipment procured		■			
		- natural physiographic features & other boundaries delineated		■	■		
- digitizing & processing of data			■				
- ground verification (by consultants & field staff of DOF & MOE)		■	■				
- maps prepared		■	■				
<b>1.3 Regulation &amp; Management Planning are Improved</b>							
DOF	FAO TECHNICAL ASSISTANCE	1.3.1 Prepare, complete, or amend fisheries legislation & develop 5-year management plan					
		- regulatory framework prepared, completed, or amended	■	■	■		
		- 5-year fisheries management plan developed	■	■	■		
		- provincial workshops conducted	■	■	■		
		- national workshops conducted	■	■	■		
	- regional study tours designed & implemented (4 tours)		■	■	■		
	1.3.2 Set standards & guidelines for formulation of community & commercial fisheries management plans						
	- standards & guidelines prepared	■					
	- provincial workshops conducted	■	■	■	■		
	- stakeholder consultation & information dissemination conducted	■	■	■	■	■	
FAO TECHNICAL ASSISTANCE	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 <input type="checkbox"/> Partially <input checked="" type="checkbox"/> No <input type="checkbox"/>
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	This activity has been completed successfully.	1.1.1 None.
1.1.2	Staff training of the Policy, Strategy, and Networking Division continues under the VSO. The group is increasingly responsive to the challenge of policy coordination.	1.1.2 Improved training needs assessment is still needed.
1.1.3	A comprehensive document describing the common policy framework and coordination mechanism is available and under stakeholder review.	1.1.3 Consensus on the proposed common policy framework will need to be achieved within the context of specific problems arising on the lake.
1.1.4	The TSBR-ED contract is underway.	1.1.4 Data may be difficult to obtain and are often not in a prepared form in partner agencies.
1.1.5	The contractor for the campaign is active in work program.	1.1.5 None.
How can the activities be improved?		
<u>Proposed Change</u>		<u>Justification</u>
1.1.1	None.	1.1.1 None
1.1.2	A training needs assessment of the Policy, Strategy, and Networking Division should be performed.	1.1.2 Staff need to be involved in real problem solving.
1.1.3	Continue to investigate policy issues arising on the Tonle Sap.	1.1.3 Policy is best implemented in specific real contexts.
1.1.4	Obtain and integrate data, increase project budget, and work with agencies to prepare data for use by partner agencies and the TSBR Secretariat.	1.1.4 There is a risk that the TSBR-ED will not be successful because data cannot be identified and accessed.
1.1.5	None.	1.1.5 None.
Action plan to improve the activities		
<u>Action</u>		<u>Target Date</u>
1.1.1	None	1.1.1 None.
1.1.2	The PMCO should prepare a training needs assessment for staff of the TSBR Secretariat.	1.1.2 October 2006.

Component	Strengthening Natural Resource Management Coordination and Planning for the TSB	1
1.1.3	Continue investigative and promotional work on the common policy framework by the VSO.	1.1.3 Continuous.
1.1.4	Assist data collection as needed and review with ADB the possibility of increasing the budget for data collection.	1.1.4 June 2006.
1.1.5	None.	1.1.5 None.

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

Component	Strengthening Natural Resource Management Coordination and Planning for the TSBR	1
Output	The TSBR is mapped.	1.2
Targets	Prepare orthophotomaps at scale 1:5,000 from new aerial photographs at scale 1:25,000.	1.2.1
	Delineate biosphere zonation and boundaries of commercial and community fishing lots, fish sanctuaries, administrative regions, and physiographic features.	1.2.2
Is the output being accomplished?		Yes Partially No
What are the targets?		
1.2.1	The project design anticipated that aerial photography would be completed by mid-year 2 and orthophotomaps would be prepared immediately thereafter.	
1.2.2	The project design anticipated that biosphere zonation and other boundaries would be delineated from mid-year 2 and zonation maps would be prepared by end-year 2.	
How are the activities being implemented?		
<u>Strength</u>		<u>Weakness</u>
1.2.1	The activities that are fully completed concern: (i) aerial photography; (ii) film and contact print development; (iii) signalization of check points; (iv) scanning of the photo material and aerial triangulation; (v) digital terrain modeling; and (vi) the final production of orthophotomaps. Some quality issues were discovered with the orthophoto mosaic, which the contractor corrected. He has assured that any additional errors discovered also be promptly corrected.	1.2.1 None.
1.2.2	Identification of core areas for aerial photography is completed.	1.2.2 The time required for zoning of community fisheries is too lengthy.
How can the activities be improved?		
<u>Proposed Change</u>		<u>Justification</u>
1.2.1	None.	1.2.1 None.
1.2.2	Use accelerated method for demarcating community fisheries.	1.2.2 This is required by tight time constraints.
Action plan to improve the activities		
<u>Action</u>		<u>Target Date</u>
1.2.1	None.	1.2.1 None.
1.2.2	Involve the GIS consultant in community fishery zonation using orthophotomaps, focusing on 2–3 community fisheries per province.	1.2.2 June 2006.

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

Component	Strengthening Natural Resource Management Coordination and Planning for the TSBR		1
Output	Regulation and management planning are improved.		1.3
Targets	Prepare, complete, or as necessary amend the Fisheries Law and the Subdecrees, proclamations, and directives or circulars associated with it and develop the 5-year Tonle Sap fisheries management plan.		1.3.1
	Set standards and guidelines for formulation of community and commercial fisheries management plans.		1.3.2
	Build the capacity of the Community Fisheries Development Office (CFDO) within the Department of Fisheries (DOF).		1.3.3
Is the output being accomplished?			Yes Partially No
What are the targets?			
1.3.1	The project design anticipated that the regulatory framework would be prepared, completed, or amended and that a 5-year Tonle Sap fisheries management plan would be developed by mid-year 2.		
1.3.2	The project design anticipated that standards and guidelines for formulation of community and commercial fisheries management plans would be set by end-year 1 and disseminated thereafter.		
1.3.3	The project design anticipated that six key members of staff of the CFDO would be trained by mid-year 2 and that study tours would be conducted by mid-year 3.		
How are the activities being implemented?			
<u>Strength</u>		<u>Weakness</u>	
1.3.1	Detailed recommendations for improving the regulatory framework for fisheries and a 5-year General Fisheries Management Plan were prepared under TA 3993–CAM. Royal Decree on Establishment of Community Fisheries and Sub-decree on Community Fisheries Management were signed into law on 29 May 2005 and 10 June 2005, respectively.	1.3.1 A clear policy and strategy for implementing the Subdecree on Community Fisheries Management does not exist. The schedule for approval of the draft Fisheries Law is not clear. The Subdecree on Community Fisheries Management is weak in various aspects.	
1.3.2	Guidelines for the establishment of community fisheries management organizations and for preparing fisheries management plans for community and commercial fisheries have been drafted. Terms of reference have been prepared for the Fisheries Management Task Force.	1.3.2 A PIU working group is still working on refining the Khmer version of the guidelines which will become <i>prakas</i> when finished and approved by MAFF. The ongoing work is not available in English and an English language translation will likely be forthcoming when the guidelines are approved by MAFF. Linkages/distinctions between community and commercial fisheries management plans and natural resource management, resources use rights and obligations are lacking.	
1.3.3	Members of staff of the CFDO and the PIUs in DOF receive training, under Capacity 21, which funded a regional study tour for members of staff of the CFDO.	1.3.3 Training needs to be consolidated through practice.	
How can the activities be improved?			
<u>Proposed Change</u>		<u>Justification</u>	
1.3.1	DOF should conduct a thorough review of the adequacy of the Subdecree on Community Fisheries Management and its <i>prakas</i> . Develop guidelines for implementation of the Subdecree on Community Fisheries Management. DOF should adopt the 5-year General Fisheries Management Plan.	1.3.1 Review of the Subdecree on Community Fisheries Management is needed to insure adequacy for support of community fisheries. Guidelines are necessary to support the implementation of community fisheries development.	
1.3.2	An English language version of the ongoing work should be made available as soon as possible. Improve linkages between DOF and fishing communities to communicate the need for better management.	1.3.2 An English language version of the ongoing work, although not approved by MAFF, will provide important direction to support component 2 work and implementation. DOF is the main proponent of community fisheries and is responsible for developing the management system.	
1.3.3	Involve the CFDO in the work of the FAO's team to	1.3.3 CFDO is the primary arm of DOF responsible for	

Component	Strengthening Natural Resource Management Coordination and Planning for the TSBR		1
develop practical aspects of training.	community fisheries.		
Action plan to improve the activities			
	<u>Action</u>		<u>Target Date</u>
1.3.1 Conduct a review of the Subdecree on Community Fisheries Management and its <i>prakas</i> . Develop guidelines for implementing the Subdecree on Community Fisheries Management.	1.3.1 September 2006.		
1.3.2 The CFDO and PIUs in DOF should practice community fisheries management alongside and in support of the work of FAO's team.	1.3.2 Continuously.		
1.3.3 CFDO should be active in the field, contributing to and guiding the work of FAO's team.	1.3.3 Continuously.		

**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 non-government organizations would be nominated and trained by end-year 2.	
2.1.4	The project design anticipated that fisheries and forestry communities would be identified in each project provinces by end-year 2.	
How are the activities being implemented?		
<u>Strength</u>		<u>Weakness</u>
2.1.1	Draft proclamations in support of strengthening the approach to community organization have been discussed in a national workshop. Recommendations are being incorporated and finally approved proclamations are expected late in the second quarter or early third quarter of 2006. Community work is, however, progressing unabated using interim guidelines.	2.1.1 Limited rights are given to community fisheries. The PIUs have failed to prioritize community fisheries and have extended assistance to communities at a distance from the lake even though the sources of livelihoods there are primarily agricultural.
2.1.2	The rehabilitation of the offices of the PIUs is completed.	2.1.2 None.
2.1.3	Training at all levels is continuing with the support of FAO's team, UNDP-Capacity 2015, Live and Learn Environmental Education, and other agencies. Training is reportedly guided by a training needs assessment carried out by FAO's team. (The training needs assessment has not been made available by FAO's team.)	2.1.3 Training carried out by the different agencies is not consolidated around a comprehensive training need assessment relating to the skills actually required by stakeholders.
2.1.4	Different draft classification systems have been prepared and a final community fisheries site classification system was approved at a workshop held in the first quarter of 2006.	2.1.4 The classification system is not yet being applied by all PIUs as a basis for internal work monitoring and work planning.
How can the activities be improved?		
<u>Proposed Change</u>		<u>Justification</u>
2.1.1	DOF should conduct a thorough review of the adequacy of the Subdecree on Community Fisheries Management. It should debate with FAO's team the usefulness of the Community Fisheries Site Assessment tool and the extent to which it can be used in support of prioritizing the coverage, extent, and nature of project activities toward organizing communities for natural resource management.	2.1.1 The Subdecree on Community Fisheries Management is limited in its usefulness for empowering community fisheries. Without prioritization, community fisheries will not advance.
2.1.2	None.	2.1.2 None.
2.1.3	Training should focus on skills, understandings, and attitudes identified as being required by the	2.1.3 The continued sustainability of project activities hinges on a thorough understanding of all technical

Component	Organizing Communities for Natural Resource Management in the TSBR	2
<p>different levels of stakeholders, including local communities and administrations, to establish, manage, and administrate community fisheries and the administrative framework.</p> <p>2.1.4 Adopt and implement the classification system and improved community organization management of community fisheries subprojects by the PIUs.</p>		<p>and conceptual aspects of community fisheries organization and management, and on changed attitudes.</p> <p>2.1.4 Project efficiency and effectiveness will improve through the use of facts for the management processes of work planning, implementation, and generation of identifiable results.</p>
Action plan to improve the activities		
<p style="text-align: center;"><u>Action</u></p> <p>2.1.1 Prepare a set of recommendations that might allow for example: (i) a longer area agreement; (ii) some measure of exclusivity to fisheries and broad-based natural resource management in the demarcated areas; (iii) expansion of family fishing livelihood rights to include other capture fishing rights and aquaculture activities. Finalize the interim guidelines for community fisheries and strengthen when proclamations are finally approved. Expedite pilot testing in 2–3 community fisheries areas in each of the five project provinces by end-June 2006 on a par with progress in demarcation.</p> <p>2.1.2 None.</p> <p>2.1.3 The training needs assessment should be finalized and if necessary updated to support human resource development.</p> <p>2.1.4 All aspects of community fisheries subproject management by the PIUs need to be reviewed and strengthened.</p>		<p style="text-align: center;"><u>Target Date</u></p> <p>2.1.1 Second or third quarter 2006.</p> <p>2.1.2 None.</p> <p>2.1.3 Second or third quarter 2006.</p> <p>2.1.4 Second or third quarter 2006.</p>

**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 <input type="checkbox"/> Partially <input checked="" type="checkbox"/> No <input type="checkbox"/>
What are the targets?		
2.2.1	The project design anticipated that commune council and village-level meetings would address natural resource management by end-year 2.	
2.2.2	The project design anticipated that commune councils and village-level structures would be actively networking by mid-year 3 with support from nongovernment organizations (e.g., Community Aid Abroad, Leucaena Japonica, Southeast Asia Development Program, and Community Capacity for Development).	
2.2.3	The project design anticipated that agreements and endorsements on boundaries and resource rights would be obtained not later than end-year 3.	
2.2.4	The project design anticipated that formulation of natural resource management plans by communities would be encouraged from year 3.	
2.2.5	The project design anticipated that independent progress audit reports would be submitted annually from end-year 2.	
How are the activities being implemented?		
<u>Strength</u>		<u>Weakness</u>
2.2.1	Work is ongoing to fulfill requirements for membership, elections, and by-laws to apply for legal recognition of community fisheries.	2.2.1 Community organization is supply driven. Only limited effort has been made to respond to community needs and desires. Attention to the benefits from natural resource management is only given to a limited extent.
2.2.2	Coordination and interaction with NGOs is being maintained. The NGO supply potential and some NGO service needs have been identified. Documents and procedures for NGO recruitment have been established. Advertising for NGO interest has been completed and an NGO shortlist is being compiled. Draft and sample terms of reference have been prepared.	2.2.2 NGO needs as an incremental and complementary input to existing capacities and capabilities is ill defined.
2.2.3	Boundary delineation is ongoing. Digitalization and resources mapping have started and are gradually being incorporated into community fisheries area maps.	2.2.3 Resources use rights and obligations remain ambiguous. Community fisheries area mapping, boundary and resources use planning needs accelerating and strengthening. FAO's team guidelines will require excessive time.
2.2.4	Draft technical guidelines on natural resource management planning have been developed.	2.2.4 Natural resource management guidelines are not being applied in formation and establishment of community fisheries.
2.2.5	Independent progress performance audit are scheduled to start in late 2006.	2.2.5 None.
How can the activities be improved?		
<u>Proposed Change</u>		<u>Justification</u>
2.2.1	Gradually change community fisheries development approaches to be driven by community opportunities and demands.	2.2.1 It is necessary to establish an environmentally sounder, more durable, and committed type of community organization.
2.2.2	Focusing on complementing existing capacities and capabilities with NGO services where strengthening and outside impartiality is needed.	2.2.2 NGO services will bridge capacity and capability shortcomings of the project personnel and thereby enhance impact on community fisheries.
2.2.3	FAO's team and the GIS consultant should reconcile their different approaches to boundary	2.2.3 There is inadequate time for proceeding with demarcation according to the original plan of

Component	Organizing Communities for Natural Resource Management in the TSBR	2
<p>demarcation with an eye to efficiency and effectiveness. They should clarify resources use rights and obligations in respect of fisheries resources and conduct the same for all other resources within community fisheries areas.</p> <p>2.2.4 Finalize and issue the technical guidelines, based on past experiences, recommendations from TA 3993–CAM, and the experiences and technical skills available within the project personnel.</p> <p>2.2.5 None.</p>	<p>FAO's team.</p> <p>2.2.4 The PIUs cannot develop sustainable community fisheries in a structured manner without technical guidelines.</p> <p>2.2.5 Not applicable.</p>	
Action plan to improve the activities		
<p style="text-align: center;"><u>Action</u></p> <p>2.2.1 Gradually shift the implementation focus for community development to follow the model outlined in the contract between DOF and FAO and FAO's inception report.</p> <p>2.2.2 Conduct a procurement review committee meeting to approve the short-listed NGOs. Consult with the PIUs to streamline existing terms of reference and develop new ones where NGO services are required.</p> <p>2.2.3 Using the reconciled technical guidelines, the PIUs in DOF and the PIUs in MOE, working in consultation with the GIS Office in DOF and the GIS consultant, should finalize demarcation of 2–3 community fisheries areas in each of the five project provinces.</p> <p>2.2.4 Request FAO's team to finalize the technical guidelines.</p> <p>2.2.5 None.</p>	<p style="text-align: center;"><u>Target Date</u></p> <p>2.2.1 Second quarter of 2006 through to second quarter of 2007.</p> <p>2.2.2 The first batch of NGO contracts should be awarded in the late second quarter or early third quarter of 2006.</p> <p>2.2.3 June 2006.</p> <p>2.2.4 May 2006. Technical guidelines should be delivered by third quarter of 2006.</p> <p>2.2.5 None.</p>	

**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, agro-forestry, and community forestry would be surveyed by the end of the third quarter of year 2.	
2.3.2	The project design anticipated that selected technical packages would be recommended for replication or further development by end-year 2.	
How are the activities being implemented?		
<u>Strength</u>		<u>Weakness</u>
2.3.1	The collaboration of the FAO's team with the PIUs to enable participatory design of sustainable livelihood alternatives at village level in all provinces is completed.	2.3.1 None.
2.3.2	Work to assess the viability and compare the advantages of various potential alternative livelihood development activities in communities is completed.	2.3.2 The technical packages for sustainable livelihoods suffer from poor circumscription of the nature and range of benefits that might be derived from the packages recommended for pilot testing.
How can the activities be improved?		
<u>Proposed Change</u>		<u>Justification</u>
2.3.1	None.	2.3.1 None.
2.3.2	Further dialogue with key stakeholders is required to identify the real benefits of the technical packages for community fisheries.	2.3.2 Proactive actions are required to ensure that: (i) livelihoods opportunities, potentials, and an action plan are identified for each community fisheries in the TSBR; (ii) pilot livelihoods projects are initiated in progressive community fisheries to demonstrate concepts and prove viabilities for replication elsewhere; (iii) capacity to develop and incorporate livelihoods activities is established in DOF; and (iv) a bridge is built to Grants 0034/0035-CAM: Tonle Sap Sustainable Livelihoods is established...
Action plan to improve the activities		
<u>Action</u>		<u>Target Date</u>
2.3.1	None.	2.3.1 None.
2.3.2	Hold a national stakeholder workshop related to the livelihoods activities proposed under the technical packages.	2.3.2 June 2006

### COMPLIANCE WITH LOAN COVENANTS

Reference in Loan Agreement	Covenant	Responsibility	Status of Compliance
LA, Art. IV, Sect.4.03 (a)	<u>Particular Covenants</u> . In the carrying out of the Project, the Borrower shall cause competent and qualified consultants and contractors, acceptable to the Borrower and ADB, to be employed to an extent and upon terms and conditions satisfactory to the Borrower and ADB.	CNMC, MAFF, MOE	Complied with. International and domestic consultants have been recruited.
LA, Art. IV, Sect. 4.06 (b)	<u>Particular Covenants</u> . The Borrower shall (i) maintain, or cause to be maintained, separate accounts for the Project; (ii) have such accounts and related financial statements audited annually, in accordance with appropriate auditing standards consistently applied, by independent auditors whose qualifications, experience, and terms of reference are acceptable to ADB; (iii) furnish to ADB not later than 9 months after the end of each related fiscal year, certified copies of such audited accounts and financial statements and the report of the auditors relating thereto; and (iv) furnish to ADB such other information concerning such accounts and financial statements and the audit thereof as ADB shall from time to time reasonably request.	CNMC, MAFF, MEF, MOE	Complied with. The audit report for FY2005 was received on 28 October 2005.
LA, Art. IV, Sect. 4.07 (b)	<u>Particular Covenants</u> . The Borrower shall furnish, or cause to be furnished, to ADB quarterly progress 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 31 March 2006.
LA, Art. IV, Sect. 4.07 (c)	<u>Particular Covenants</u> . Promptly after physical completion of the Project, but in any event not later than 3 months thereafter or such date as may be agreed for this purpose between the Borrower and ADB, the Borrower shall prepare and furnish to ADB a report, in such form and in such detail as ADB shall reasonably request, on the execution and initial operation of the Project, including its cost, the performance by the Borrower of its obligations under the Loan Agreement, and the accomplishment of the purposes of the Loan.	CNMC, MAFF, MOE	Not yet due.
LA, Sch. 6, Para. 5	<u>NGOs</u> . The Borrower shall select and engage NGOs, with expertise in community organization for natural resource management, to assist in executing component 2 of the Project from the second year and to undertake annual independent progress audits from the end of the second year. The NGOs shall be selected from a shortlist agreed upon between ADB and MAFF.	MAFF	Complied with. Local NGOs have been identified and a shortlist will be prepared for submission to ADB.
LA, Sch. 6, Para. 6	<u>Counterpart Funds</u> . Without prejudice to Section 4.02 of the Loan Agreement, the	CNMC, MAFF, MEF, MOE	Partly complied with. Delay in the release of counterpart funds

Reference in Loan Agreement	Covenant	Responsibility	Status of Compliance
	Borrower shall ensure that all necessary counterpart funds for project implementation are provided in a timely manner and, to such end, the Borrower shall make timely submissions of annual budgetary appropriation requests and take all other measures necessary or appropriate for prompt disbursement of appropriated funds during each year of project implementation.		continues to lead the executing and implementing agencies to use of imprest funds to cover the Government's portion of financing.
LA, Sch. 6, Para. 7	<u>Regulatory Framework</u> . The Borrower shall ensure that it will prepare an amendment to the current legislation on fisheries, including the law, subdecrees, proclamations and directives or circulars, on time and in the form and substance proposed and developed by the accompanying Technical Assistance on Improving the Regulatory and Management Framework for Inland Fisheries (the TA). Within 18 months of the Effective Date, the draft amendment to the Fisheries Law developed under the TA will have been submitted to the National Assembly. Within 6 months of the promulgation of the amended Fisheries Law, the Borrower shall issue the subdecrees or the necessary implementing regulations.	MAFF	Complied with. The TA's outputs included: (i) comments and recommendations on the draft Fisheries Law; (ii) draft Proclamation on Community Fisheries By-Laws; (iii) revised Guidelines for the Establishment of Community Fisheries Management Organizations; and (iv) General Fisheries Plan for Management and Development of the Tonle Sap. The draft Fisheries Law has not yet been enacted; however, the Subdecree on Community Fisheries Management was passed by the Council of Ministers on 20 May 2005 and signed by the Prime Minister on 10 June 2005.
LA, Sch. 6, Para. 8	<u>Mapping</u> . The Borrower shall ensure and shall cause the executing agency to ensure that all maps and database products developed under Project will be made available to all interested parties.	MAFF	Complied with. The orthophotomapping work is completed. Plans are in place for incorporating the outputs in the TSBR-ED.
LA, Sch. 6, Para. 9	<u>Gender</u> . The Borrower shall ensure that the Project will provide full opportunities for women, particularly female-headed households, to participate in community organization, representation and decision-making. At least 40 percent of seats in community organizations shall be allocated to women. Women shall be organized for training and capacity building for participation and leadership development. The Borrower shall further ensure that women will be selected for training on livelihoods development, value adding activities and preparation of linkages with ongoing micro finance programs.	MAFF	Ongoing. At present, women make up about 4% of community fisheries members, based on the Community Fisheries Baseline Assessment conducted in late 2004.
LA, Sch. 6, Para. 10	<u>Ethnic Minorities</u> . 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	Ongoing. FAO's team leader is cognizant of the need to incorporate specific programs for ethnic minorities into the component 2 work plan.
LA, Sch. 6, Para. 11	<u>Project Performance Monitoring and Evaluation</u> . The Borrower shall ensure that	CNMC, MAFF, MOE	Ongoing. Six-monthly progress report for the period ending 31

Reference in Loan Agreement	Covenant	Responsibility	Status of Compliance
	<p>the progress of the Project and the achievement of its benefits are monitored based on the design and monitoring framework. The Borrower shall further cause PMCO to submit to the Borrower and ADB 6-monthly progress reports with close attention to project output accomplishment and improvement of activities.</p>		<p>December 2005 have been submitted. Monitoring and evaluation of component 2 is deficient.</p>
<p>LA, Sch. 6, Para. 12</p>	<p><u>Involuntary Resettlement</u>. The Borrower shall ensure that persons who have traditionally lived within the TSBR be included as part of the environment planning and management activities, as their existence is recognized and guaranteed under the TSBR decree; and the rights of non-titled land users to remain within the area shall be recognized. The Borrower shall further ensure that prior to the award of civil works contracts, it shall screen for involuntary resettlement effects, to ensure that there are no losses of land, income, housing, community facilities and resources that would require compensation to be paid in accordance with ADB's <i>Policy on Involuntary Resettlement</i>.</p>	<p>MEF, MAFF</p>	<p>Ongoing. Common policies for the TSBR ensure that persons who have traditionally lived within the TSBR are included as part of the environment planning and management activities. Screening for involuntary resettlement effects was done prior to award of civil works. No involuntary resettlement was required.</p>

