



# ADB's Water Policy Implementation Review

Asian Development Bank

## BACKGROUND BRIEF FOR PARTICIPANTS OF THE IN-COUNTRY CONSULTATION IN CAMBODIA

*WATER for ALL*

**JUNE 2005**

## **TABLE OF CONTENTS**

### **I. INTRODUCTION**

### **II. BACKGROUND ON ADB'S WATER POLICY AND REVIEW PROCESSES**

- A. ADB'S Water Policy and Review Process
- B. ADB's Expert Review Panel
- C. Comprehensive Review Design: Key Components, Methodology, and Scope
- D. Timeline and Expected Outputs for Entire Review

### **III. IN-COUNTRY CONSULTATIONS**

- A. Objectives and Process
- B. Key Questions and Topics for Discussion
- C. Expected Outputs of the Consultation Process

### **IV. SUMMARY OF ADB WATER OPERATIONS AND PROGRESS IN CAMBODIA**

- A. Country Strategy and Programs (CSP) and ADB Projects
- B. Status of Progress in Key Areas in Brief
- C. Key Issues Facing Cambodia and the Region's Water Sector

### **APPENDICES**

- APPENDIX 1: Agenda for In-country Consultation
- APPENDIX 2: Short Biographies for Review Panel
- APPENDIX 3: Summary Timeline of Major Activities
- APPENDIX 4: Summary of Assessments to Date
- APPENDIX 5: Stakeholder Surveys (5a and 5b)
- APPENDIX 6: Summary of ADB Water-related Projects in Cambodia

## I. INTRODUCTION

The in-country consultation process is a key component of ADB's comprehensive review of water policy implementation. Seven in-country consultations throughout the region are planned to secure feedback from stakeholders in ADB's developing member countries (DMCs). The consultations are scheduled in countries representing the five regions ADB serves and involve stakeholders from national and sub-national levels of government, civil society including NGOs and academe, private sector, the media, and other stakeholders involved in water sector related work. The first consultation will take place in Phnom Penh, Cambodia, 23-24 June 2005. This consultation brief provides background information on ADB's water policy and review processes, outlines the agenda and focus for the in-country consultations, and provides a summary of ADB water operations and progress in Cambodia.

## II. BACKGROUND ON ADB'S WATER POLICY AND REVIEW PROCESSES

### A. ADB's Water Policy and Review Process

In 2001, the Asian Development Bank (ADB) outlined its vision for integrated water management in the region in its "Water for All" water policy. The policy recognizes the Asia and Pacific region's need to formulate and implement integrated, cross-sectoral approaches to water management and development.

The principal goals outlined in the water policy are as follows:

- Promote a national focus on water sector reform
- Foster the integrated management of water resources
- Improve and expand the delivery of water services
- Foster the conservation of water and increase system efficiencies
- Promote regional cooperation and increase the mutually beneficial use of shared water resources within and between countries
- Facilitate the exchange of water sector information and experience through partnerships
- Improve governance and capacity building

As stipulated in ADB's water policy, an in-house review of policy implementation was undertaken in the third year in 2003 and a more extensive comprehensive review led by an external expert review panel has been launched in 2005, five years after the policy was approved.

The purpose of the interim review was to assess how well the water policy has been integrated into ADB operations and to provide a progress report in advance of the comprehensive review.<sup>1</sup>

The comprehensive review will build on the findings from the interim review and recent updates to the interim analysis to provide ADB and its various stakeholders with an assessment of progress to date to implement ADB's water policy and recommendations to improve ADB's water investments in the future.

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<sup>1</sup> A summary of key findings and recommendations from the interim review is included in Appendix 4.

The comprehensive review has four core objectives:

1. To assess performance or progress in the 7 key areas of the water policy
2. To identify challenges, investment requirements, and opportunities
3. To determine capacities and constraints in ADB and the DMCs (institutional, financial, human)
4. To advise ADB's management if the policy needs to be revised or supplemented

As outlined in the fourth objective, the comprehensive review may result in recommendations to revise or supplement ADB's water policy. However, the focus of this review is to assess progress and experience in policy implementation. If recommendations are made to revise the policy itself, they will be taken up under a separate exercise.

## B. Expert Review Panel

In accordance with ADB's water policy, ADB has commissioned an expert review panel to guide the comprehensive review of its water policy implementation. In the selection of experts from the DMCs, ADB sought candidates with policy and decision-making experience in the water sector. Selection of panel members also considered a desirable range of expertise and experience across regional perspectives, gender, and key areas targeted in ADB's water policy: water sector reforms, water resources management, water service delivery, conservation, regional cooperation, knowledge sharing through partnerships, and governance.

The review panel consists of three leading experts from ADB's developing member countries (DMCs), and senior representatives from NGO, private sector, and bilateral donor communities. The Special UN Ambassador for Millennium Development Goals in the Asia and the Pacific region, Ms. Erna Witoelar, has been appointed to serve as the Review Panel Chair. A list of the panel members and their home countries is provided below and a summary of their short biographies is attached in Appendix 2.

### *Review Panel Members*

Erna Witoelar, Indonesia (Panel Chair)  
Li Yuanyuan, People's Republic of China  
Gilberto Llanto, Philippines  
Ravi Narayanan, India/UK  
Pradeep Singh, India  
Annelie Hubach, Netherlands

## C. Review Design

### *Key Components and Methodology*

The review will be conducted in a manner that ensures broad stakeholder participation, transparent proceedings and reporting, and wide dissemination of the policy and the results and recommendations of the review. Leading the review, ADB's review panel will be informed by feedback gathered at in-country consultations, regional workshops, water-related conferences, ADB staff workshops and surveys, and comments gathered on ADB's water website. Additional modalities may include interviews, case studies, desk study of loan, project and agreement documents, and involvement in external research studies relevant to the review.<sup>2</sup>

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<sup>2</sup> A timeline for major activities for the review is provided in Appendix 3 and an update of progress to date for each review modality is provided in Appendix 4. Regular updates are posted on ADB's website at <http://www.adb.org/water>.

The review process will benefit from experts from policy, practitioner and academic networks enlisted to inform the work of the panel and participate in the in-country consultations and regional workshops where appropriate. Two Special Advisers will provide technical inputs, preparing papers and presentations to share during the second Review Panel meeting in August 2005. The Review Panel and its Special Advisers report to ADB Management through the Director General of ADB's Regional and Sustainable Development Department (RSDD).

### *Scope*

The review will focus on the three key areas highlighted in ADB's water policy (water sector reforms, water resource management, and water service delivery), and the four cross-cutting issues (resource conservation, regional cooperation, knowledge sharing through partnerships, and governance). In addition to the seven key areas outlined in ADB's water policy, the comprehensive review will also consider a number of key internal and external issues and drivers relevant to implementing ADB's water policy and strengthening efforts to address the region's water sector needs:

#### Internal Drivers and Issues at ADB

- Investment partnerships with DMCs
- Internal water policy actions (development of skills mix, resources, use of available knowledge)
- Innovation and Efficiency Initiative
- Managing for Development Results Initiative
- Capacity Development Program
- Gender and Development Program
- Poverty Reduction Strategy (pro-poor sustainable growth, social development, good governance)
- NGO Framework: empowerment of and interactions with civil society
- Cooperation Fund for the Water Sector
- ADB's Financing Water Program
- Agenda for Change (from ADB Water Week 2004)

#### Broader Drivers and Issues

- Millennium Development Goals (MDGs)
- harmonization with MDBs and other donors
- dams and development (what is possible)
- public awareness and information
- knowledge management and partnerships
- private sector participation
- urban & rural linkages (balancing urban & rural development through water sector investments)
- disaster management with a pro-poor focus

### D. Timeline and Expected Outputs

The review of ADB's water policy implementation is expected to span seven months and will produce a Panel Report and recommendations to ADB Management in December 2005.

The Review Panel will meet three times over the course of the review to examine various inputs, discuss stakeholder feedback, and prepare the Panel Report. The second meeting is expected to take place in Indonesia in late August in conjunction with the Indonesia in-country consultation and 2<sup>nd</sup> Southeast Asia Water Forum (29 August to 3 September). During the second session, Special Advisors to the panel are expected to present papers on key topics, and the Review Panel will finalize the outline of the Panel Report, which will be drafted for discussion at the regional consultation and final staff workshops planned for November. The final meeting of the review panel will take place in early December 2005 at ADB HQ to finalize the panel report and recommendations to ADB Management.

The main text of the final Panel Report is expected to be no more than 15 to 20 pages. At the end of the final work session, the Panel Chair will submit this report to the Director General of ADB's Regional and Sustainable Development Department (DG RSDD) who is responsible for the review. In December 2005 the DG is expected to circulate the report to regional directors to collect interdepartmental comments. In January 2006 the Panel Chair would discuss these comments with DG RSDD and finalize the report. As stipulated in the policy, DG RSDD will submit the final report to Management for circulation to ADB's Board of Directors as a Board Information Paper. At this time, RSDD will also post the Panel Report on ADB's website. In February 2006, ADB is expected to initiate follow up actions in response to the Panel Report.

### III. IN-COUNTRY CONSULTATIONS

#### A. Objectives and Process

ADB expects to conduct seven in-country consultations for the comprehensive review. The consultations involve stakeholders from national and sub-national levels of government, elected representatives, civil society including NGOs and academe, private sector, the media, and other institutions involved in water sector related work. In selecting participants and outlining the agenda, ADB will strive for a balanced representation across geography, ethnicity, gender, and the main subsector and thematic areas outlined in ADB's work.

The consultations are expected to take place during the months of June to November 2005 and are designed to generate feedback on policy implementation and other inputs to improve water operations, considering:

- experience in implementing the water policy
- achievements and lessons learned
- challenges and investment requirements
- opportunities and areas for improvement
- issues specific to the country and region that require attention

Review Panel members plan to participate in the in-country consultations, interacting with various stakeholder groups across the region.

**Table 1: Tentative Schedule for Regional and In-country Consultations**

<b>Country</b>	<b>Regional Department</b>	<b>Proposed Dates</b>
<i>In-country</i>		
Cambodia (Phnom Penh)	Mekong	23-24 June 2005
Fiji (Suva)	Pacific	11-12 August 2005
Indonesia (Jakarta)	SERD	27 August 2005
Kazakhstan (Almaty)	ECRD	15-16 September 2005
India (New Dehli)	SARD	September TBD
PRC (Zhengzhou)	ECRD	21 October 2005
Philippines (Manila)	SERD	November TBD
<i>Regional Events</i>		
PRC	Proposed Water Week	17-21 October 2005
Philippines	Regional Workshop	17-18 November 2005

## B. Key Questions and Focus of Consultations

### *Stakeholder Surveys: Performance, Priorities and Partnerships<sup>3</sup>*

During the consultation, participants will be asked to contribute their views through two surveys focused on performance, priorities, and partnerships.

The Client Stakeholder Survey contains questions focused on ADB's performance, progress in the DMCs, and recommendations on investment priorities and partnerships. In sum, the survey asks:

1. What progress has been made to address the 7 key areas outlined in ADB's water policy?
2. In what areas should ADB prioritize its investments in the next 5 years? (2005-2010)
3. What partnerships should ADB focus on in the next 5 years?

Related to the final question in the Client Stakeholder Survey, the NGO Center Questionnaire seeks input about partnerships and regional cooperation to help improve ADB's Cooperation Framework. This Framework aims to guide ADB's efforts to strengthen cooperation between ADB, NGOs, and the governments of ADB's developing member countries (DMCs).

### *Breakout Groups: Innovations and Progress, Challenges and Constraints, Actions and Opportunities*

For the breakout group exercise, participants will be divided into four groups to consider four different topics. Within each group, participants will respond individually to three questions on color-coded cards. Each group will prioritize the group's top answers to each question. Each group will designate a group leader/reporter and a recorder. The group leader/reporter will work closely with the consultation facilitators to handle the group work and report the groups' outputs in the plenary session. The exercise is expected to take one hour and 45 minutes: 60 minutes for group work and 45 minutes for plenary discussion.

Each participant will receive three note cards per question to record multiple responses to the same question (9 cards total). Participants will be asked to record one idea per card. Note cards used in this exercise will be color-coded by stakeholder group e.g. NGO, government, private sector, etc., to indicate the primary affiliation of the respondent. Color-coding will help facilitators' ensure balanced representation of views during the breakout group discussion as well as help to synthesize responses of key stakeholder groups after the consultation for the final report. Note cards containing individual responses will be collected for documentation and future reference. Listing participants' names or organizational affiliations on the note cards is optional.

There will be a sign up sheet at registration for participants to select in which group they prefer to participate. Based on the final number of consultation participants, each group is expected to have no fewer than nine participants and no more than fifteen participants.

#### ▪ **Group 1: National Water Policies and Water Sector Reforms**

1. What key improvements have resulted from the implementation of national water policy, legal, and institutional reforms in your country?
2. What progress has been made to strengthen the coordination, institutional capacities, and participatory practices of the agencies and institutions charged with governance of the water sector in your country? What challenges remain to improve water governance at the national level?

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<sup>3</sup> Both surveys are included in Appendix 5.

3. What water sector reforms are still necessary to build capacities, address constraints, and improve governance in your country? What should ADB do to help?

▪ **Group 2: Water Resources Management**

1. What progress has been made to develop river basin organizations (RBOs) and to pilot a river basin approach to implementing integrated water resources management (IWRM) in your country?
2. What improvements have been made (good practices) or should be made (future actions) to incorporate social and environmental concerns in water resources projects in your country?
3. What actions must be taken in the next five years to improve water resources development and management in your country and what can ADB do to help?

▪ **Group 3: Water Service Delivery (Irrigation and Drainage)**

1. What progress has been made to increase coverage and improve efficiencies in water service delivery in your country?
2. What reforms have been implemented to improve the quality and sustainability of water service delivery in your country?
3. What actions must be taken ADB in the next five years to expand and improve water service delivery your country and what should ADB do to help?

▪ **Group 4: Water Service Delivery (Water Supply and Sanitation)**

1. What progress has been made to increase coverage and improve efficiencies in water service delivery in your country?
2. What reforms have been implemented to improve the quality and sustainability of water service delivery in your country?
3. What actions must be taken ADB in the next five years to expand and improve water service delivery your country and what should ADB do to help?

Participants will also be asked to provide recommendations on priority investments and new opportunities that ADB should pursue immediately.

*Expected Outputs From Consultation Process*

Each consultation is expected to produce the following outputs:

- Participants' assessment of ADB's water policy implementation and progress
- Participants' identification of key challenges, constraints, investment and capacity building requirements, and new opportunities that ADB should pursue in the short and medium term
- A summary report on the consultation reflecting all views expressed

## IV. SUMMARY OF ADB WATER OPERATIONS AND PROGRESS IN CAMBODIA

### A. Country Strategy and Programs (CSP) and ADB Projects

#### *The CSP and ADB Projects*

The Country Strategy and Program (CSP) integrates the country operational strategy and country assistance plan processes and documents. Anchored on strong poverty, economic, social and sector analyses, the CSP is prepared once every five years with developing member countries' (DMCs) active participation through consultation with the government and other stakeholders -- civil society, NGOs, the private sector, and other aid agencies. Currently, a CSP update is prepared every year taking into account the continued relevance of the CSP, its implementation, and its operational program for the next three years.

Importantly, the CSP:

- defines ADB's medium-term development strategy in agreement with DMCs
- identifies ADB's role and focus on poverty
- outlines DMCs' priorities
- determines ADB's country-specific poverty reduction strategy, thematic and sector priorities

In line with the country's CSP, ADB provides financing for projects that will effectively contribute to the economic and social development of the country concerned and have the strongest poverty reduction impact in conformity with the country and ADB strategies. Project identification may require the help of outside experts, especially in the smaller and less developed DMCs. If so, ADB can provide technical assistance to help a country identify and prepare a project for possible financing.

In evaluating projects, ADB pays specific attention to the:

- economic viability, technical feasibility, and financial soundness of projects
- effect on development activity in the country concerned
- contribution to removing economic bottlenecks
- capacity of the borrowing country to service additional external debts
- introduction of new technologies to raise productivity
- expansion of job opportunities
- strengthening of institutions along the criteria of good governance
- integration of environmental and social considerations into ADB projects

Country programming involves developing pipeline projects for a specific period of time. Programming is done in close consultation with the Government and various stakeholders, including the private sector organizations, NGOs, and the country's other development partners. It has to be consistent with the relevant development plans and strategy of the concerned country. Programming agrees upon and prioritizes proposed support over the specific period.

#### *Cambodia's CSP and ADB Projects in the Water Sector in Brief*

ADB is committed to play a major role in Cambodia in water resource management, including donor coordination to promote a consistent and sustainable approach to building capacity in the sector. Coordination efforts include linking farmer organizations for operation and maintenance of irrigation infrastructure, as well as connecting water policies and laws to sector responsibilities across government agencies. Initially outlined, ADB's capacity building support includes (i) providing a detailed water sector profile, (ii) formulating investment strategies, (iii) establishing an institutional

framework for sustainable operations and maintenance of irrigation systems, (iv) identifying an action agenda for the National Water Sector Policy, and (v) strengthening project planning and implementation capacity.

In recent revisions to the CSP, Cambodia agreed that an important aspect of the new country strategy should be focused specifically on the Tonle Sap area. Efforts will include a series of interventions to improve management of natural resources, protect the environment, and address the pressing and severe issues of poverty. Under ADB's Tonle Sap basin strategy, the focus will continue to be on promoting management and conservation of natural resources, with a view to promoting sustainable livelihoods within the basin area.

Specific interventions to promote alternative livelihood activities under the Tonle Sap Initiative will focus on protecting and supplementing of the assets of the poor (physical, social, and natural) through a) community- based natural resource management, b) the provision of small-scale community infrastructure (e.g. rural access roads, foot bridges, small irrigation pumps, community wells for safe water), c) skills development training, and d) institutional development and capacity building. For example, the Tonle Sap Initiative includes a loan to promote sustainable management and conservation of natural resources and biodiversity in the Tonle Sap Basin, with a special focus on fisheries.

Regarding rural economic development, ADB has also approved the Agriculture Sector Development Program and the Northwest Irrigation Sector Project, which recognize the importance of improved irrigation facilities and rural economic and environmental development. ADB's support for irrigation development will be integral to its support for agriculture and will emphasize improved water management for high and stable crop yields and incomes. ADB will promote an integrated basin-oriented approach to irrigation design, and encourage water-using farming communities to manage small and medium-sized irrigation schemes in a sustainable way.

While the main thrusts of ADB's interventions in agriculture are directed at increased commercialization, food security issues will be addressed by agriculture and irrigation components of projects under the Tonle Sap basin strategy. ADB will also include rural water supply and sanitation as a new area of focus. Interventions to improve rural water supply and sanitation are meant to be catalytic, and ADB's future involvement will be centered on the Tonle Sap basin.

## B. Status of Progress in Key Priority Areas in Brief

### 1. *Water Sector Reforms*

Water sector policy and legislative reforms in Cambodia are ongoing. The Ministry of Water Resources and Meteorology (MOWRAM) was established in 1999 as lead water sector agency. A comprehensive water sector assessment was conducted in 2001-2002 which led to (i) a National Water Sector Profile, (ii) a draft National Water Resources Strategy, (iii) a draft Strategic Plan for the Ministry of Water Resources and Meteorology (MOWRAM), and (iv) a draft National Water Resources Policy, and a draft Law on Water Resources Management. A Water Sector Roadmap was also completed in 2003 and updated in 2004. The National Water Resources Policy was approved in January 2004, and the Law on Water Resources Management is currently at the National Assembly awaiting adoption. A Strategic Development Plan for the Water Sector (2006-2010) is currently being drafted. Various other sectoral policies and strategies have been drafted or adopted in recent years, including the National Water Supply and Sanitation Policy (NWSSP), Urban Water Supply and Sanitation Policy, and a National Environmental Action Plan.

## 2. Water Resource Management

Under the National Water Resources Strategy and Strategic Development Plan for the Water Sector, a river basin approach to IWRM is envisaged and will be piloted in at least two to three major river basins in 2005-2006. Institutional arrangements to implement IWRM have been made, improving coordination among many government ministries:

- MOWRAM exercises overall responsibility for water management and conservation including IWRM.
- The Cambodia National Mekong Committee (CNMC) coordinates with the water-related Ministries and the Mekong River Commission (MRC). The framework and principles of IWRM will be adopted by MRC by the end of 2005 under the Basin Development Plan (BDP). CNMC has recently conducted several workshops on IWRM at the central, provincial and basin levels
- The Ministry of Industry, Mine and Energy (MIME) provides drinking water supply to cities and towns
- The Ministry of Rural Development (MRD) provides clean water to rural areas
- The Ministry of Environment is in charge of wastewater treatment in cities and towns.
- Plans to establish The Basin Management Council and the Office of Basin Management are underway.

## 3. Water Service Delivery

Providing access to water services and sanitation is an integral part of the Government's efforts to improve health and living conditions in Cambodia and to meet the related Cambodia Millennium Development Goals (CMDGs).

Urban populations with access to safe water has increased in Phnom Penh, Sihanoukville and five provincial towns with the reorganization of the Phnom Penh Water Supply Authority (PPWSA) and the water supply management infrastructure in three provincial and eight district towns along public-private partnership. PPWSA is widely seen as a good example of successful tariff reform: it has demonstrated how financial and operational autonomy and enforcement of full cost recovery have improved water services delivery and transformed it into an outstanding public utility in the region.

While Cambodia has made progress in providing water and sanitation services to its people, rural water coverage still remains the second lowest in Asia. The great majority of rural and poor households still rely on self-provision through groundwater abstraction, rainwater collection, or use of surface water, with little government investment to ensure sustainable quantity or to monitor water quality. Sanitation in rural areas is almost inexistent and limited to simple on-site facilities, and the majority of the rural population still practices open air defecation<sup>4</sup>.

### C. Key Issues Facing Cambodia and the Region's Water Sector

The key environmental issues affecting Cambodia are (i) an inadequate legislative framework, (ii) limited coordination among water-related institutions, (iii) unsustainable extraction of fishery and forestry resources, (iv) weak land and water resource management, (v) severe pressure on the Tonle Sap ecosystem, and (vi) unplanned urban and industrial development. Major factors affecting the implementation of ADB's water policy include:

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<sup>4</sup> In 2005, ADB has proposed the Tonle Sap Rural Water Supply and Sanitation Project, which aims to provide rural water supply and sanitation facilities to approximately 2,200 villages in five provinces around the Tonle Sap Basin. The project should provide a million people with safe drinking water and 750,000 with improved sanitation facilities.

## 1. Governance and Institutional Capacity

- Cambodia's legal and regulatory environment needs further strengthening to provide a secure basis for private sector participation and to avoid difficulties related to property rights, licensing, and revenue collection.
- Implementation of laws is generally weak, although advances are being made, e.g., in administering the provisions related to wastewater management of the Law on Environmental Protection and Natural Resources Management.
- Institutional capacity remains limited especially at sub-national and provincial levels. Capacity building will continue to be required in MOWRAM and other water-related institutions at both central and provincial/ district levels to (i) develop the regulatory framework and implementation capacities required to implement water policies and law, (ii) promote IWRM, and (iii) support other water subsectors.
- The Government's goal of increasing irrigated areas is appropriate given the substantial potential of the country but it requires that suitable institutional arrangements for assuring beneficiary participation and schemes sustainability are established before schemes are completed.

## 2. Distribution and Management of Water Resources Across Subsectors

- Water resources management is not undertaken in an integrated manner. Water for agriculture, water supply, and energy is used without much consideration of its impacts on the water required to maintain ecological systems.
- Aquatic ecosystems, particularly fisheries, are not adequately considered in the planning and development of water resources.
- Integrated approaches are necessary, not only at the sub-basin level, but for the whole basin as well as the regional level, since Cambodia, as a downstream riparian country, is vulnerable to upstream developments.
- Access to water for irrigation purposes is limited. Prudent and sustainable water management, including irrigation and drainage, is critical for stabilizing and increasing total rice production. It will reduce farmers' exposure to droughts and floods and encourage agricultural diversification and the move into higher value added products.
- An integrated water resources management (IWRM) approach in a river basin context will ensure the greatest net social benefit. It should take into account water availability and the growing competition among water users—urban areas, hydropower (though this is still limited in Cambodia), and irrigation—and the residual stream flow required to maintain ecosystems and fisheries in the Tonle Sap and Mekong River systems. Cambodia's water sector's legal and policy framework supports such an approach. The challenge lies in its implementation given the lack of resources and the need for continued institutional capacity building

## 3. Interdependence of Environmental Sustainability & Agricultural and Economic Development

- Agricultural activities have important impacts on the Tonle Sap environment, the most crucial of which is the impact of increased irrigation leading to reduced water quantity and quality. The pressure on natural resources in the basin area is worsened by the lack of alternative livelihoods, and further exacerbated by inequitable access.

- None of the measures that might be introduced to improve the livelihoods of the communities living in the Tonle Sap basin can be effective or sustainable without addressing its overall environmental management. Protection of the watershed and its forested upper catchment areas is essential to livelihood sustainability.

#### **FOR MORE INFORMATION ABOUT THE REVIEW AND THE IN-COUNTRY CONSULTATIONS:**

Throughout the course of the review, the Lead Facilitator, ADB Water Policy Implementation Review, will oversee and manage all activities to monitor progress and to ensure that the review is completed on schedule. A Meeting Facilitator has also been enlisted to help organize and conduct the in-country consultations. Their contact information is as follows:

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Throughout the review process, regular updates will be posted on ADB's website for comment:  
at <http://www.adb.org/water>