



## Aide-Mémoire

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Project Number: 33418 / Loan 1939–CAM  
15 September 2006

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

Asian Development Bank

## **CURRENCY EQUIVALENTS**

(as of 10 September 2006)

Currency Unit	–	riel (KR)
KR1.00	=	\$0.0002459
\$1.00	=	KR4,066.35

## **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
SDR	–	special drawing rights
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. PREAMBLE

1. Under the Tonle Sap Initiative, a partnership of organizations and people working to meet the poverty and environment challenges of the Tonle Sap, the Asian Development Bank (ADB) is promoting an approach that conserves nature and offers the promise of sustainable development. Not everything can be tackled at the same time. For that reason, the Tonle Sap Initiative uses geographical and temporal phasing of loan, grant, and technical assistance (TA) projects, working from the core areas of the lake to the watersheds over an 8-year period and repeating this cycle as may be needed to build on accomplishments and embed lessons learned from the first iteration. In 2003, the Tonle Sap Basin Strategy was drafted.<sup>1</sup> It gave geographical focus to ADB's Country Strategy and Program, 2005–2009 and forms the basis for setting priorities and planning assistance in the Tonle Sap basin in effective and efficient ways.

2. At the center of the practical expression of the Tonle Sap Basin Strategy is the formulation and implementation of four major projects to address the concerns specific to each zone. These four pillars buttress the implementation of the strategy, with each pillar joining the next to support a cohesive long-term program. The Project is the first major project of the Tonle Sap Initiative. Converging on the core areas and the buffer zone of the biosphere reserve, it tackles the central issue of conservation in the Tonle Sap Biosphere Reserve (TSBR).

### Tonle Sap Initiative Website<sup>2</sup>



<sup>1</sup> ADB. 2005. *The Tonle Sap Basin Strategy*. Manila. The development objectives are to foster, promote, and facilitate: (i) pro-poor, sustainable economic growth, (ii) access to assets, and (iii) management of natural resources and the environment.

<sup>2</sup> Available: [www.adb.org/projects/tonle\\_sap/default.asp](http://www.adb.org/projects/tonle_sap/default.asp)

## II. BACKGROUND

### A. General

3. On 21 November 2002, ADB approved a loan in various currencies equivalent to \$10.91 million (or \$12.16 million at current value) from ADB's Special Funds resources for the Tonle Sap Environmental Management Project.<sup>3</sup> ADB also approved TA for \$540,000 from ADB's TA funding program for improving the regulatory and management framework for inland fisheries.<sup>4</sup> The Loan Agreement was signed on 7 February 2003, became effective on 27 March 2003, and closes on 30 June 2008. The physical project completion date is 31 December 2007. As of 31 July 2006, the period elapsed under the loan was 66%, ADB had committed \$7.68 million (63% of the loan's current value), and ADB had disbursed \$5.78 million (48% of the loan's current value). The loan review mission of May 2006 estimated implementation progress at 55%.

4. In ADB, the Project is classified as a "poverty intervention" with a thematic classification of "environmental sustainability". The goal of the Project is sustainable management and conservation of natural resources and biodiversity in the Tonle Sap basin.<sup>5</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 TSBR (Appendix 1). Project implementation will span five years (Appendix 2).

5. 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>6</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.

<sup>3</sup> At appraisal, the total project cost, including contingencies, taxes, and duties, was estimated at \$19.36 million equivalent, consisting of foreign exchange of \$8.77 million (about 45%) and local currency of \$10.59 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. Lastly, the Wildlife Conservation Society determined to cofinance, for \$200,000, project activities to develop systems for monitoring and management in the core areas.

<sup>4</sup> ADB. 2002. *Improving the Regulatory and Management Framework for Inland Fisheries*. TA 3993–CAM.

<sup>5</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>6</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 reckoned to have particular related expertise.

- **Component 3: Building Management Capacity for Biodiversity Conservation in the TSBR.** The monitorable outputs of component 3 are: (i) enhancing management capacity; (ii) developing systems for monitoring and management; and (iii) promoting biodiversity conservation awareness, education, and outreach.

6. The Ministry of Agriculture, Forestry, and Fisheries (MAFF) is the executing agency for the Project. DOF, in 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 built capacity to support implementation of components 1 and 2 based on arrangements deemed, subsequent to appraisal, to be of interest.

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

7. ADB has dispatched loan review missions every six 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.

8. ADB's first loan review mission was in Cambodia from 5–7 May 2003, soon after loan effectiveness.<sup>7</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>8</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>9</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>10</sup> ADB's fifth loan review

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

<sup>8</sup> Reference is invited to its aide-mémoire, dated 14 November 2003.

<sup>9</sup> Reference is invited to its aide-mémoire, dated 18 June 2004.

<sup>10</sup> Reference is invited to its aide-mémoire, dated 15 December 2004.

mission conducted a midterm review from 14–28 October 2005.<sup>11</sup> The mission overlaid the regular review process but also reviewed holistically the institutional, administrative, organizational, technical, environmental, social, economic, and financial aspects of the Project. ADB's sixth loan review mission, which visited Cambodia from 24 April to 3 May 2006, placed an even stronger accent on the sum of the Project's component parts and evaluated in detail the performance of FAO's team.<sup>12</sup>

9. ADB's seventh loan review mission was conducted from 13–15 September 2006.<sup>13</sup> It kicked off by meeting project personnel at the PMCO on 13 September 2006. This aide-mémoire records its findings and recommendations, which are subject to review and approval by higher authorities of the Government and ADB.<sup>14</sup> The format of the aide-mémoire departs from that of previous loan review exercises because of the need to concentrate on reallocation of loan proceeds. For details of the parameters commonly examined by loan review missions, reference is invited to the previous aide-mémoire and to the second quarterly report for 2006 prepared by the PMCO. Its assessments remain valid, unless indicated otherwise below. The principal function of the Mission was to work out, in consultation with CNMC, DOF, MEF, and MOE what reallocation of loan proceeds would best serve the Project's objective and what further supportive adjustments were called for.

### **III. STATUS OF PROJECT IMPLEMENTATION**

#### **A. Project Performance Report**

10. ADB operates a project performance rating system to establish the implementation (or operational status) of each project and to identify projects that are encountering or could encounter problems. This ulterior intention is to make out what remedial measures can be taken promptly by the borrower, executing agency, implementing agencies, ADB, and as the case may be, associated partners. Specifically, ADB's project performance rating system uses performance indicators that assess both the implementation progress and the achievement of the (development) objective (or outcome). The rating on implementation progress applies to physical and financial factors. The rating on achievement of the objective relates to the likelihood that a project has of contributing to its goal (or impact). Given the cause-and-effect relationship inherent to a project's design, satisfactory implementation is normally essential to achieving the objective. ADB's project performance rating system introduces a rating scale of: "highly satisfactory",<sup>15</sup> "satisfactory",<sup>16</sup> "partly satisfactory",<sup>17</sup> "unsatisfactory",<sup>18</sup> and "at risk". Projects are initially rated as satisfactory after approval by the Board of Directors of ADB and the ratings are then updated periodically.

11. A project's objective is a statement of the outcome expected from implementing its components and accomplishing its outputs. Any significant success or deficiency encountered in project implementation is likely to be reflected in the degree of achievement of a project's

<sup>11</sup> Reference is invited to its aide-mémoire, dated 26 October 2005.

<sup>12</sup> Reference is invited to its aide-mémoire, dated 5 May 2006.

<sup>13</sup> The Mission comprised O. Serrat (Mission Leader) and C. Garcia, Project Administration Officer. R. Fenn, Deputy Tonle Sap Initiative Coordinator, helped the Mission to foster synergies with other operating outputs of the Tonle Sap Initiative and facilitated logistics.

<sup>14</sup> The drafting of this aide-mémoire was facilitated by the progress report for the period April–June 2006 prepared by the PMCO.

<sup>15</sup> The project is expected to exceed most of its objectives (where there are several).

<sup>16</sup> The project is expected to achieve most of its objectives (where there are several).

<sup>17</sup> The project is expected to achieve some of its objectives (where there are several).

<sup>18</sup> The project is unlikely to achieve its objectives (where there are several).



objective.<sup>19</sup> The criteria referred to when assessing the rating on achievement of the objective are project-specific but commonly hark to: key policy assumptions (policy-based covenants such as cost recovery and tariffs, financial performance of the executing agency, etc.); assumptions on environmental sustainability; assumptions on beneficiary participation and stakeholder ownership; assumptions on economic and financial viability and cost recovery (e.g., costs and prices remain within the viable range identified during the appraisal sensitivity analysis); assumptions on institutional capacity, budget availability, and operation and maintenance; socioeconomic impact; political stability (peace and security); and baseline data availability and monitoring mechanisms to measure development impacts. At present, the rating for the Project with regard to its objective is deemed to be "satisfactory".

12. The criteria referred to when assessing the rating on implementation progress hark to: timely project implementation; changes in project scope; changes in implementation arrangements; project cost overrun; provision of counterpart funds and cofinancing; compliance with major covenants; and submission of audited project accounts and agency financial statements. At present, the project performance rating with regard to implementation progress is deemed to be "satisfactory" (Appendix 3).<sup>20</sup>

### Project Performance Report Abstract (as of 31 July 2006)

SEAE: 1939-CAM(SF) - Lotus Notes

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Address

Workspace PPR - 1. PPR By Division SEAE: 1939-CAM(SF)

Edit Open Impact-Outcome Open Covenants Open IP Rating Details Open IP Open PP Close

#### PROJECT PERFORMANCE REPORT

As of 31 Jul 2006

SERIAL NO : 1  
DIVISION : SEAE  
DEPARTMENT : SERD  
PROJECT NO : 33418  
LOAN STATUS : ACTIVE

(ALL AMOUNTS IN US\$ MILLION)

#### A. BASIC DATA

NAME : 1939: TONLE SAP ENVIRONMENTAL MANAGEMENT PROJECT

PROJECT AT RISK : No  
Impact and Outcome : S  
Implementation Progress (IP) : S  
Potential Problem (PP) : No  
Override : No

LAST : No  
CURR: S

Poverty Classification  
Poverty Intervention  
Thematic Classification  
ENV

LOAN NO(S)	APPROVAL	SIGNING	EFFECTIVITY	ORIGINAL	REVISED	ACTUAL	PHYSICAL COMPLETION	ELAPSED LOAN PERIOD	PROJECT PROGRESS	REVIEW MISSIONS
1939-CAM(SF)	21 Nov 02	07 Feb 03	27 Mar 03	30 Jun 06	-	-	ORIG : Dec 07 REV : -	ORIG : 60% REV : 0%	55%	LAST: 24-04-2006 ACTUAL DAYS: 39 (last 12 months) NEXT: 02-10-2006 PLANNED DAYS: 5

EXECUTING AGENCIES: Ministry of Agriculture, Forestry & Fisheries

#### B. FINANCING PLAN

PROJECT COST	FOREX	LOCAL	TOTAL	COUNTERPART FUNDS ADEQUATE	CURRENT VALUE OF BANK LOAN	BALANCE AVAILABLE FOR COMMITMENT
ADB	8.7	10.6	19.300	Yes	APPROVED : 10.9	4.432
GEF	2.0	1.9	3.900		NET : 12.166	
Borrower	0	3.9	3.900			
UNDP	0.1	0.5	0.600			

#### C. LOAN UTILIZATION

CUMULATIVE CONTRACT AWARDS				2006 CONTRACT AWARDS						
	ADB	OTHERS	CUMULATIVE	CONTRACTS TO NET	PROJ	1Q	2Q	3Q	4Q	TOTAL
Dec 05	7.283	0.000			ACTUAL	0.290	0.250	0.310	0.370	1.220
31 Jul 06	7.583	0.000				0.318	0.080	0.022	0.000	0.420
Proj 06	5.483			83%						

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<sup>19</sup> Notwithstanding, satisfactory implementation progress does not automatically lead to satisfactory achievement of a project's objective because of the critical effect of external factors, e.g., the economic policy environment, global markets, and the prevalent political situation.

<sup>20</sup> The project performance report will be updated based on the findings of the Mission.

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

13. To improve project performance, the loan review mission of May 2006 recommended 29 follow-up actions. The responses to these are itemized below:

Follow-up Action Requested	Follow-up Action Taken
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.	The PMCO provided details of responses to outstanding actions to ADB in 28 June 2006. In general, the responses meet the recommendations made. A request stemming from the midterm review mission involves organizing toward the end of 2006 for re-survey of community fisheries using the PMCO's questionnaire community fisheries organizations. Current thinking on this matter is that the work required by the re-survey is best conducted by an NGO as part of one of the NGO contracts being prepared and executed by the PIO in DOF under component 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.	The PMCO discusses output accomplishment with project personnel during project review and preparation of quarterly reports.
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.	A preliminary proposal for reallocation was sent to ADB in July 2006.
MEF should make sure that counterpart funds are released on a timely basis.	The PMCO and the PIOs interact and follow up with MEF on withdrawal and direct payment applications on a regular basis.
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.	The PMCO is engaged in substantive discussions with project personnel, and generally has its position known in regard to the issues. It strives to incorporate the perspectives of all project personnel and considers them closely in its strategy. The Project advances sufficiently at present given the constraints it faces.
The PMCO should consider whether to reduce frequency of periodic reporting to semi-annual (six-monthly), rather than the current quarterly, frequency.	The PMCO requests to elect semi-annual reporting to begin either with the next report (third quarter), or the semi-annual report following (fourth quarter), depending on the need for a third quarter report, based on evaluation in September 2006.
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.	The evaluation of additional consulting services is in progress as part of the reallocation of the budget in regard to staffing. A preliminary proposal was submitted in July 2006.
DOF should formulate a coherent plan to engage ethnic minorities in community fisheries management.	While Cham minorities are Cambodian citizens and face no barriers to membership in community fisheries, the ethnic Vietnamese do not hold citizenship and are excluded from membership under the Subdecree on Community Fisheries Management. Further, the ethnic Vietnamese typically do not show interest in community

Follow-up Action Requested	Follow-up Action Taken
	fisheries. However, the situation is not unique to Cambodia where foreigners are not granted fishing rights except under special permission, as could be provided to the ethnic Vietnamese by DOF. An ethnic minorities plan might include registration and legitimization of the ethnic Vietnamese on the lake; exclusion of illegal migrants; and obligation of the ethnic Vietnamese on the Tonle Sap to be members of community fisheries, in line with the "obligatory" rights of community fisheries implied in the Subdecree on Community Fisheries Management and Fisheries Law.
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.	Financial and administrative systems are up-to-par in the PMCO and there are no particular problems at present. The PMCO will request additional support to finance and administration toward the end of the Project to assist in liquidating project accounts.
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.	The issues in contention include (i) the limited participation of the ethnic Vietnamese, (ii) the short duration of tenure rights; (iii) the restrictions on types of gear permitted under the Fisheries Law; (iv) lack of exclusivity to fishing grounds; and (v) the termination clauses in the Subdecree on Community Fisheries Management. The Subdecree on Community Fisheries Management can and will be amended to accommodate the new Fishery Law (some common terms need to be adjusted, and other matters). Changes could be introduced at that time to alleviate these concerns. Apparently, the Fishery Law does not limit or contravene the potential changes. A team of FAO provided comments on the Subdecree on Community Fisheries Management as part of TA 3993-CAM: <i>Improving the Regulatory and Management Framework for Inland Fisheries</i> and later, in response to the request of an earlier loan review mission. A meeting is planned to be held by the PIO in DOF, CFDO, FAO's team, and the PMCO in September 2006 to consolidate views and prepare a recommendation for revising the Subdecree on Community Fisheries Management. The <i>prakas</i> (proclamations) for community fisheries management are currently being signed by Director, DOF after which they will be assessed by the legal committee in MAFF before signing by Minister, MAFF. Another three months may be required. However, this should not be seen as inhibitory to the community fisheries development process and the work of FAO's team.
FAO's team and the GIS consultant should reconcile their different approaches to boundary demarcation with an eye to efficiency and effectiveness.	Revised demarcation guidelines are being prepared and are already being used to delineate community fisheries areas.
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.	A demonstration of the refined technique was made in Siem Reap to three community fisheries. All five PIUs were represented. Their representatives returned home and will be applying the lessons learned. While demarcation has been emphasized extensively under component 2, it was remarked that it is a self-limiting concept. To demarcate, community fisheries members must know whether (i) they are excluded from fishing outside, and (ii) whether land (under water) inside is then "theirs". What is being granted by demarcation should more properly be seen as resource exploitation and protection areas. Such entities are akin to eco-

Follow-up Action Requested	Follow-up Action Taken
	<p>zones that change with the seasons, defined along natural boundaries and only peripherally reliant on "strict boundaries". The distinction between resource and administrative boundaries has been often been emphasized by the PMCO and discussed with loan review missions, corresponding to technical and "political" (e.g., resource use) delineation procedures. It was also remarked by the PMCO that the Land Law provides a means of legitimating claims to community fisheries areas over and above that offered by the Subdecree on Community Fisheries Management, via its social, communal, and economic concession clauses.</p>
<p>The PMCO, in consultation with MOE, should examine whether the PIUs in MOE are sufficiently resourced to implement their work plans.</p>	<p>The PMCO has coordinated work planning among the PIUs in MOE, the national environmental education campaign, and component 3. A series of meetings and a workshop have been held in Siem Reap and Kompong Thom to help to integrate the work plans of the PIUs with other project-related activities, providing the basis for increasing the operations budgets of the PIUs.</p>
<p>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.</p>	<p>Two alternatives are available for financing boundary markers, via the existing contract with DARUMA, or via the operating budgets of the PIUs. While the latter is preferable, inadequacies in the accounting systems of the PIUs have led to failure to liquidate previous advances and the freezing of funds. Extension of the contract with DARUMA to include money for demarcation via aerial maps and for funding ground markers is being considered.</p>
<p>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.</p>	<p>DOF and FAO's team agreed in June 2006 to proceed with the use of the Community Fisheries Site Assessment Tool.</p>
<p>FAO's team should hold a national workshop on sustainable livelihoods as soon as practicably possible to review the findings and recommendations of the final report.</p>	<p>The national workshop has been held but FAO's team and the PIO in DOF are yet to notify ADB of its findings and recommendations.</p>
<p>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.</p>	<p>Recruiting NGO services is in process, with approval of the procedure and the long list by ADB, and preparation of TORs for livelihoods, gender, and field performance auditing. The process has not progressed beyond this stage because of the preoccupation of the PIO in DOF with other pressing issues. Notes from a meeting of the Procurement Review Committee held in May 2006 document extensively the Government's procedures. At that meeting, the PMCO urged the committee to accelerate recruitment and provide a broad base of coverage of NGOs currently working with community fisheries on the Tonle Sap. FAO's team voiced concern that, while the project design called for NGO services from early in the project schedule, only now was there an active attempt to engage NGOs somewhat externally to the efforts of FAO's team. DOF maintains that at no</p>

Follow-up Action Requested	Follow-up Action Taken
	<p>point in its implementation of component 2 has FAO's team asked DOF to make NGOs available to support project implementation. However, the PMCO recollects an effort by FAO's team in mid-2005 to engage NGOs. This met difficulties and was aborted. In a discussion among FAO's team and the PMCO in June 2006, DOF made clear that FAO's team may use uncommitted funds in its budget to recruit NGOs, with approval by DOF. However, FAO's team is concerned that the availability of uncommitted funds is not a sufficient basis for proceeding with recruitment. The PMCO has recommended providing FAO's team with an incremental line item budget for engagement of NGOs would accelerate the process. Further, the PMCO has recommended that NGOs should be recruited from among those that are already operating in the lake-side provinces to undertake community fishery development activities under the supervision of the PIUs and FAO's team.</p>
<p>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.</p>	<p>In February and March 2006, FAO failed to notify the PIO in DOF that the team leader's contract was up for renewal. Notwithstanding, it renewed the contract for another eight months. Subsequently, FAO's team leader became ill. FAO's representation visited Phnom Penh to discuss alternatives for management of the contract with DOF. The community fisheries specialist in FAO's team filled in as team leader until a decision was reached on the position. In mid-July 2006, FAO agreed to replace the team leader and submitted three candidates. FAO's insurance policy provided compensation to the Project for salary and medical expenses incurred during the term of illness. A new team leader was fielded from mid-August. He has discussed the situation and corresponding requirements with FAO's headquarters, FAO's regional office in Bangkok, FAO's country representation in Phnom Penh, DOF, the PIO in DOF, ADB officers in Phnom Penh, and FAO's team in Siem Reap.</p>
<p>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.</p>	<p>A meeting of the parties was held in June 2006 at the PIO in DOF. It was acknowledged that the issues noted by the loan review mission of May 2006 were central to the failure of FAO's team to satisfy the PIO in DOF with regard to the terms of contract. It was also acknowledged that much work had been done and many documents are extant regarding that work. However, poor presentation and tardiness in officially communicating those documents, and sometimes in having them approved in timely fashion or offering constructive comments, have infected perceptions of completeness, accountability, and closure. From 2005, the project management predicament faced by FAO's team became the principal issue on the mind of all parties. Resolving it should address and hopefully alleviate implementation, coordination, and management difficulties. But discussion of whether more or less work planning, meetings, public relations, etc. would help the situation has led to no conclusion. FAO has volunteered that it could pace outputs better by completing guidelines and other technical advice as FAO documents (e.g., alleviating the need for approval and</p>

Follow-up Action Requested	Follow-up Action Taken
	ownership by DOF) and then extending formal training in their use to establish continuity in the work outputs. FAO is confident that it will deliver substantively on the products agreed to in its contract with DOF. DOF has expressed that it expects FAO's team to provide more backstopping of project personnel. FAO's team has agreed that it should provide more support and will do so in the future. DOF has requested that FAO's team prepare a clear and concise plan to address project implementation and compliance with the contract obligations. FAO's team has agreed in the short term to prepare an office memorandum itemizing the agreements reached between FAO's team and the PIO in DOF in recent discussions and to provide a more comprehensive response to DOF by October 2006.
FAO's team and the PIO in DOF should work together to strengthen management of the PIUs.	Meetings of PIUs are held monthly to consolidate their work plans. FAO's team is represented at the meeting and its attendance will henceforth become more regular and visible. Further steps are being implemented to strengthen the operations of the PIUs.
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.	The PIO in DOF has introduced a new reporting and work planning format that tracks progress among community fisheries as discrete subproject entities, representing the first effort to evaluate individual communities in their path of development. This is a multipage English language reporting format that will be used by the PIUs to treat each community fisheries individually and record progress by quantifying the time spent in advancing such issues as community fisheries organization, livelihoods, etc. while providing a similar form for work planning. The reporting format is now in use and reporting began from June 2006. The socioeconomist in FAO's team is currently completing a training and in-field mentoring program of the social analysis for inclusive community empowerment. He is also considering the various means of data collection and performance monitoring that have been developed up to now.
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.	The output matrix on environmental education and awareness has been refined.
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.	A national workshop on data sharing was held in Siem Reap in April 2006 with excellent cooperation shown by partner agencies. However, lower level representatives from the agencies are not empowered to make agreements on data sharing. A second meeting of higher level agency representatives was held on 28 June 2006 to seal agreements. While one-on-one contact with the National Information Communications Technology Development Authority is not yet fixed, the representative from this organization was invited to the upcoming national workshop.
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.	An initial request is being prepared to allocate remaining contingencies under the TSBR-ED for extension of domestic staff inputs. A further request is being considered and will be included in the staffing budget reallocation.
The executing and implementing agencies should move quickly on the matter of requesting replacements as	Actions are ongoing.

Follow-up Action Requested	Follow-up Action Taken
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.	
UNDP should share the biodiversity status report with a broad audience, including the WorldFish Center.	The report has been printed and is being distributed now.
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 has been invited to relevant projects meetings. TA 4376–CAM: <i>Capacity Building for the Tonle Sap Poverty Reduction Initiative</i> has been providing training in the provinces and the PMCO has been made aware of their scope. Such information could help the Project to better train staff of the PIUs.
CNMC should work out more fully the raison d'être of the TSBR Secretariat and the associated modus operandi and financing mechanism of its operations.	A response to this will be provided to ADB by mid-October 2006.
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.	<p>Project implementation arrangements are being studied closely. In some areas, much needs to be done to improve project implementation, whereas other aspects of the Project are relying increasingly on operations budgets to implement deliberative tasks, such as buffer zone monitoring (this being in line with the policy and strategy coordination mandate of the TSBR Secretariat).</p> <p>Counterpart funds are available in all the second generation imprest accounts.</p> <p>While there have been efforts at monitoring and evaluation, little consensus exists on it. The quarterly report of the PMCO for the first quarter of 2005 provided an overview of options from the standpoint of the PMCO and assigned overall functions in the project design. The theme of discussion in the quarterly report for the first quarter of 2006 revolved around failure to set up baselines and monitor numerous aspects of component 2 implementation. Considering the logistics of recruiting an independent monitoring group (say, under provisions in the budget for independent audit, probably the most efficacious means for comprehensive monitoring and evaluation), the entire challenge is daunting. It is doubtful whether the finance and administration specialist in the PMCO will provide much needed input to monitoring and evaluation prior to completion of his assignment. The project management advisor is now also on short term assignment—even managing recruitment of an external group for monitoring and evaluation would stretch his time. While there are at minimum two composites to be monitored, i.e., community fisheries development and capacity building of agency staff, many other issues also are pressing: project performance monitoring, monitoring outputs from other activities, etc. The PMCO will prepare a proposal for more thorough monitoring and evaluation before end-October 2006 and earmark funds for supporting monitoring and evaluation. The PMCO will continue to monitor and evaluate through quarterly reporting. Spreadsheet formats for key deliverables will be provided in the next report, and future reports will report on contents of monitoring and evaluation deliverables</p>

Follow-up Action Requested	Follow-up Action Taken
	under components of the project, such as status of community organization, field work by the PIUs, etc.

14. In general, the responsibility centers have acted promptly on the recommendations of the loan review mission of May 2006. Except for component 2, which has for long been hamstrung by the inability of FAO's team to decisively address shortcomings in implementation, coordination, and management of the activities with which it is tasked, the progress of the Project is on par with expectations. Notwithstanding, the importance of effective implementation, coordination, and management of component 2 is paramount. It will also impact Grants 0034/0035–CAM: *Tonle Sap Sustainable Livelihoods*. The Mission signifies to FAO as well as the PIO in DOF, which bears ultimate responsibility among others for executing component 2 on behalf of MAFF, that the recent appointment a new leader for FAO's team should at long last spark and reliably fuel a much-needed culture change whereby commitment, strategic realignment, and the relentless pursuit of results drive all activities under component 2 to project completion.

## C. Status of Project Components

### 1. Summary Output Accomplishment

15. 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, each loan review mission and the PMCO carry out detailed analyses of output accomplishment for components 1 and 2. The analyses relate to whether the targets for each of the six outputs from components 1 and 2 are being achieved, how the activities required to accomplish each 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, the aide-mémoires of loan review missions itemize specific action plans to improve activities. Summaries of the analyses of output accomplishment conducted by the loan review mission of May 2006 are reproduced below:<sup>21</sup>

#### Summary Analysis of Output Accomplishment for Component 1

Component	Strengthening Natural Resource Management Coordination and Planning for the TSB	1
Output	A coordination framework and information dissemination mechanisms are established.	1.1
Targets	Strengthen the TSB Secretariat's structures and facilities.	1.1.1
	Create in the TSB Secretariat capacity to address legal and policy issues.	1.1.2
	Formulate common policy objectives for management of the TSB.	1.1.3
	Develop a TSB Environmental Information Database (TSB-ED).	1.1.4
	Formulate and implement a national environmental education and awareness campaign.	1.1.5
Is the output being accomplished?		Yes Partially No
Output	The TSB is mapped.	1.2
Targets	Prepare orthophotomaps at scale 1:5,000 from new aerial photographs at scale 1:25,000.	1.2.1
	Delineate biosphere zonation and boundaries of commercial and community fishing lots, fish sanctuaries, administrative regions, and physiographic features.	1.2.2

<sup>21</sup> Details of the progress of component 3 are to be found in the project reports of UNDP.



Component	Strengthening Natural Resource Management Coordination and Planning for the TSBR	1
Is the output being accomplished?	Yes Partially No	
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 General Fisheries Plan for Management and Development of the Tonle Sap.	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	

### Summary Analysis of Output Accomplishment for Component 2

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	
Output	Communities are empowered.	2.2
Targets	Activate commune councils and appropriate village-level structures for natural resource management.	2.2.1
	Conduct community organization for natural resource management.	2.2.2
	Review boundaries and describe community resource rights.	2.2.3
	Encourage formulation by communities of natural resource management plans.	2.2.4
	Conduct independent progress audits.	2.2.5
Is the output being accomplished?	Yes Partially No	
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	

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

### a. Component 1: Strengthening Natural Resource Management Coordination and Planning for the TSBR

16. The aide-mémoire of the loan review mission of May 2006 and the second quarterly report for 2006 prepared by the PMCO provide comprehensive details of activities and accomplishments under component 1. The sections below focus on the principal outstanding issues. No changes are proposed that materially alter, or fundamentally affect component 1 or the costs, benefits, procurement, and other implementation arrangements that relate to it.

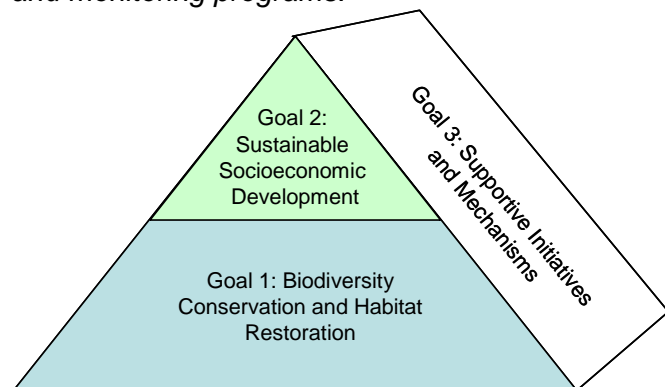
#### i. Policy and Strategy

17. **Overview.** The project design calls for establishment of a coordination framework and information dissemination mechanisms to which common policies, a coordination mechanism, a structure and assigned functionality for the TSBR Secretariat, an environmental information database, and an environmental education and awareness campaign would contribute. Much

work has been accomplished on all these elements. The coordination framework calls for establishment and strengthening of the Policy and Strategy Networking Group in the TSBR Secretariat, and definition of common policy objectives among partner agencies supported by quarterly interministerial meetings. These two sets of activity have undergone considerable progress and the performance indicators can be said to have been met. However, as noted by all contributors, establishing enduring common policies among a variety of agencies, both national and provincial, as well as civil society is only accomplished through long and sustained effort.

18. To date, there have been two policy and strategy advisors to assist in what has been conceived of as a three-pronged effort, namely, (i) development of common policies, (ii) development of a interagency-cum-civil society coordination mechanism, and (iii) development of a viable structure and function for the TSBR Secretariat. The second policy and strategy advisor completed his work shortly after the end of the second quarter 2005. Following his effort, a VSO spent the next nine months, to June 2006, working with the Policy and Strategy Networking Group. The PMCO condensed and refined outputs from the work of the policy advisors to arrive at a 20-page document titled *Policy and Strategy for the Tonle Sap Biosphere Reserve* that was completed in late 2005. The first national workshop to review this document was held in January 2006. This, however, had been preceded by numerous other workshops staged by the advisors to inform partner agencies on progress and alternatives. Following the national workshop, the common policy document was officially circulated among partner agencies for comment, and two national agencies responded thereto.

19. The *Policy and Strategy for the Tonle Sap Biosphere Reserve* sets out, following a review of natural resource management issues, a management partnership approach based on a vision stating that: *"By 2020 the Tonle Sap Biosphere Reserve will be a productive and restored environment supporting biodiversity conservation and sustainable development through effective management models, extension, training, environmental education, research and monitoring programs."*<sup>22</sup>



20. From the vision are derived three goals and a series of 34 objectives grouped according to the goals they support. These goals are directly linked to those of biosphere reserves in general and the TSBR in particular. Comments from partner agencies on the policy document are being incorporated into the document. The purpose is to arrive at a coherent and mutually acceptable document that will receive the endorsement of the Council of

Ministers, and thus have the weight of a national policy for the TSBR. The thrust of more recent work in development of common policy has been directed toward the field, to ascertain the characteristics of resource use ongoing within the TSBR and identify points of conflict, and agreement, on resource use. To this end, the VSO, supported by the project management advisor, conducted field work with the Policy and Strategy Networking Group. A provincial workshop was held in Kompong Thom, aimed at establishing a provincial working group on common policy, focused on land use, such working groups being a mechanism promoted under

<sup>22</sup> Available: [http://www.tsbr-ed.org/en/online\\_catalogue/textual.asp](http://www.tsbr-ed.org/en/online_catalogue/textual.asp).

the policy coordination mechanism. No such working group has been established thus far and this is a priority initiative to be attended to in the upcoming months.

21. **Additional Inputs.** Parallel to this has been engagement of the PIUs in MOE to engage communities in environmental awareness, and to begin a program of buffer zone monitoring aimed at monitoring the effects of land use change and other types of natural resource use. This is seen as a logical extension of the policy work undertaken by the TSBR Secretariat, as well as the line of duty for the PIUs in MOE. It is coherent with the objective under component 3 to monitor biodiversity, albeit in this case the biodiversity that occurs throughout the TSBR and not just in the core areas.

22. The TSBR Secretariat needs to define practical applications for the common policies contained in the *Policy and Strategy for the Tonle Sap Biosphere Reserve*. In order to achieve this, the TSBR Secretariat should align its work program to support and integrate activities under other project components. The level of activity in the PIO and PIUs in DOF outstrips that of the TSBR Secretariat (owing to large differences in budget allocations). However, shared objectives cutting across component 3 and linking many elements (such as education, monitoring, and policy application) provide opportunities for closer working relationships between the TSBR Secretariat and the PIO in MOE in terms of work planning, field activity, and use of data. The opportunities have two key dimensions, namely, the above described institutional dimension and the process being proposed, i.e., resource assessment (mapping, etc.), and procedural and periodic monitoring and analysis (conflict resolution). The work would be conducted and driven by project personnel assisted by the PMCO and the VSO in it. It would aim to clarify quantitatively resource status changes in the TSBR and provide this information to decision makers. The hopeful outcome is better community-based management of natural resources.

23. In conjunction with this, and in support of it, a series of proposals are made to support the work of the TSBR Secretariat and the PIUs in MOE in provincial, or field, locations. Additional vehicles and equipment are proposed for the PIUs in MOE,<sup>23</sup> as well as additional staff for the PIUs in MOE. Additional time for the Project Management Advisor is being proposed (two person-months) to support policy and strategy work and to provide training in environmental impact assessment and field assessment techniques to staff of the TSBR Secretariat and the PIO and PIUs in MOE.

## ii. The TSBR Environmental Information Database

24. **Overview.** The TSBR-ED provides a common mechanism to all the partner agencies working in the Tonle Sap region to share and disseminate data and information on various environmental aspects. This initiative would allow different stakeholders the means to adhere to common policies, to harmonize decision making, and to coordinate implementation of various projects and programs in the TSBR. Five elements of the TSBR-ED contribute to this purpose:

- The environmental information database, which consists of textual, tabular, and spatial data.
- A web portal, which provides access to varying levels of information depending on the user.<sup>24</sup>

<sup>23</sup> ADB expects that the vehicles will be operated and maintained in the PIUs in MOE and that they will continue to be used in the provinces after project completion.

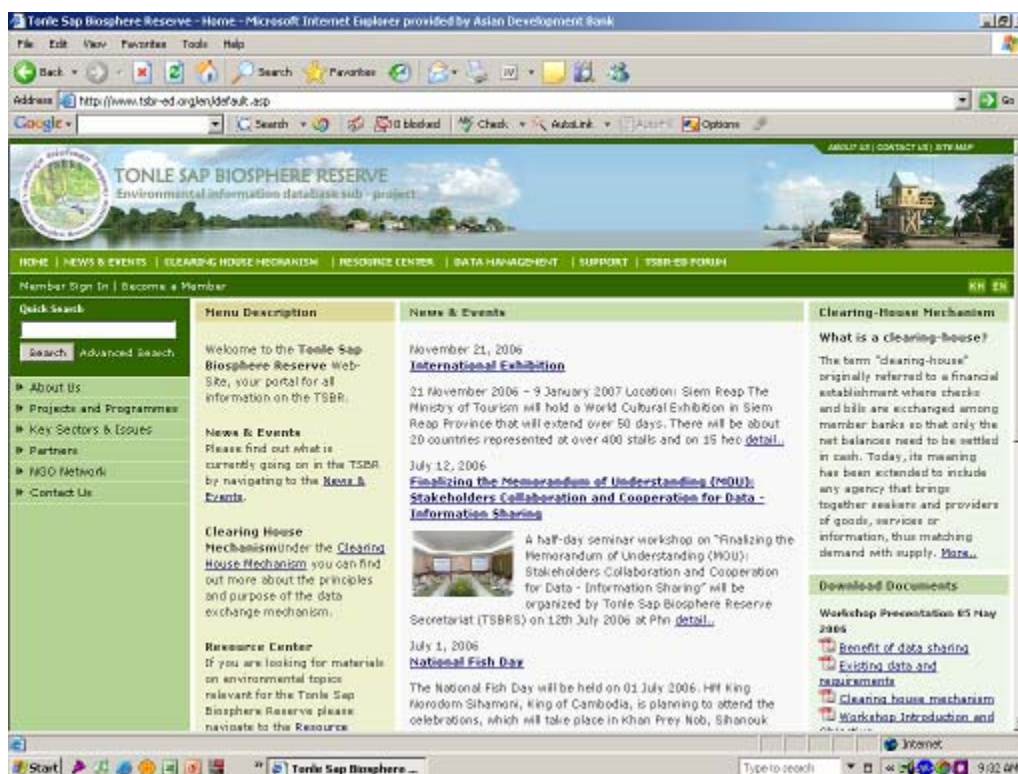
<sup>24</sup> Available: [www.tsbr-ed.org/en/default.asp](http://www.tsbr-ed.org/en/default.asp).

- The Tonle Sap Bulletin, which is a semi-annual publication being developed under the TSBR-ED. The first edition was published in June 2006, and a second edition is under preparation.
- An information clearing house which will work in conjunction with the environmental information database and web portal and provide links to other relevant web sites.
- A publications center at the TSBR Secretariat that will house hard-copy documents, CDs, and DVDs pertaining to the TSBR.

25. Project personnel have collected textual, tabular, and spatial data from different agencies. A catalogue of metadata has been compiled containing over 1,800 documents, reports, and tabular data. Extensive spatial data has also been compiled which encompasses virtually all the relevant spatial themes for the TSBR. To date, over 130 such thematic layers have been archived at the TSBR-ED in the TSBR Secretariat. A unified GIS application is also under preparation that utilizes and integrates the above mentioned thematic layers from different sources. Since the digitized orthophotomaps being prepared by DOF are not yet ready, the base map has been prepared using existing maps from different projects.

26. The TSBR-ED's web portal is now on-line and displays information on current events in the Tonle Sap basin, records of project activities and events, and links to other websites containing information concerning the TSBR. Over 1,000 reports, articles and papers on the different environmental aspects of the Tonle Sap have been uploaded to the website and can be accessed through the portal. The web site provides numerous user friendly ways in which to access and query the information available on the web portal. Extensive search capabilities have been built into the system so that anybody who wishes to seek out information on any particular theme, keyword or topic can find all the relevant tabular, textual and spatial data available on the website.

27. With a view to institutionalizing the use of this rich knowledge resource, the TSBR-ED has been working with all the key stakeholders in the Tonle Sap region—especially all the relevant ministries—and facilitating the signing of a memorandum of understanding. This memorandum, once signed, would facilitate easy data and information sharing between different agencies and would ensure that TSBR-ED is sustainable in the long run.



28. The website was initially developed by preparing a detailed site map. The project personnel developed the web site and the clearing house mechanism functionality while the database members of the team collected, compiled and prepared the content for the web site. A dynamic approach was followed for the site's construction to allow for easy editing and updating of the site. Keeping the local and international viewership of the said website in mind, the majority of the website pages have been developed in both Khmer and English. This facility improves site accessibility for both stakeholders and civic users. The search engine developed for the site allows the users to create custom search parameters from which they can search, locate, and download data/information by theme, author, publisher, title, keyword, etc. Each document available on the portal also carries a succinct abstract along with all other metadata details, so as to make it easier for the users to quickly browse through the catalogue and do a pre-selection before downloading any document. All textual documentation available for download is in PDF file format. This will protect both the content's integrity as well as the document publisher's intellectual property rights. Care has been taken to acknowledge the author and publisher (document owner agency) for all documents.

29. To provide spatial data via the web, thematic layers have been combined into approximately 15 broad themes (e.g., infrastructure, geological forms, etc.) and the corresponding data also made available through JPEG files. After the website's structure was implemented, features such as links to related sites, news and upcoming event descriptions, and links to relevant seminar/workshop documentation were added. Major work has been completed on preparing the functionality required for the information clearinghouse, such as enabling stakeholders to upload, edit, and manage the data shared by them.

30. Although progress on the TSBR-ED has been accomplished on schedule, the main challenge is the variety of differing agencies engaged (often with overlapping functional domains) in collecting data on different aspects of the environment. To exercise the key

collaborative and participatory nature of the TSBR-ED it is necessary to develop a sense of ownership at the highest levels. The memorandum of understanding was developed with the intention of encouraging and supporting the level of data/information exchange amongst all relevant agencies, fostering common ownership of the database, and emphasizing the TSBR Secretariat's role as facilitator. The memorandum of understanding was presented in draft form to high-level representatives of the signatory agencies in July 2006. The intention was to gain a concrete commitment from the agencies to collaborate. However, the subsequent reluctance of the agencies to commit to data sharing is the largest current issue hindering the TSBR-ED. Another stakeholder workshop will be held in September 2006 aiming at consolidating and finalizing the memorandum of understanding through a participatory process.

31. **Additional Inputs.** An important aspect of the TSBR-ED concerns the effort by the TSBR Secretariat to engage partner agencies in the collection, collation, and distribution of data related to the TSBR. To support wholeheartedly this initiative toward data sharing, the TSBR Secretariat is seeking an extension of services to materially assist partner agencies in data assembly, over a period of ten months. As part of the extended services, computers will be provided to the key partner agencies (about 10 line ministries), and staff from these ministries will be seconded on a temporary basis to assist in collation of data. Specialized assistance will be available from project personnel working on the TSBR-ED to support the effort of data compilation and aggregation. Means for updating data sets will be introduced, providing longevity and continuity to the TSBR-ED. This addresses the challenge posed by a lack of timely, accurate, and appropriate data that was noted in the aide-mémoire of the last loan review mission and justifies the additional financial resources being considered under the contract extension. Establishment of true data sharing among agencies of the Government will be a "first" for Cambodia, despite numerous previous attempts. Given the fact that the Project completion date is approaching fast, it is imperative that the proposed contract extension be formalized as soon as possible. This on hand will allow the TSBR Secretariat to continue to provide database management services to all stakeholders and on the other hand allow the memorandum of understanding to be implemented in spirit. If the process of extension of TSBR-ED services is not completed in the next couple of months this may cause a serious loss of momentum gained by the work done in this area and jeopardize the benefits to be gained there from.

### iii. The National Environmental Education and Awareness Campaign

32. **Overview.** The campaign was intended to be a national application and has targeted the general public, decision-makers, the media, and school children. In addition, however, special attention has also been paid to action-based approaches to communities living within the boundaries of the TSBR. In particular, the campaign has built 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* subsequently used to guide the campaign.<sup>25</sup>) The figure below summarizes the outputs of the campaign and provides an assessment of the performance of each. To date, for example, the output to publicize the importance of the Tonle Sap is estimated to have reached approximately 1.5 million people in Cambodia.

<sup>25</sup> Available: [http://www.adb.org/projects/tonle\\_sap/](http://www.adb.org/projects/tonle_sap/).



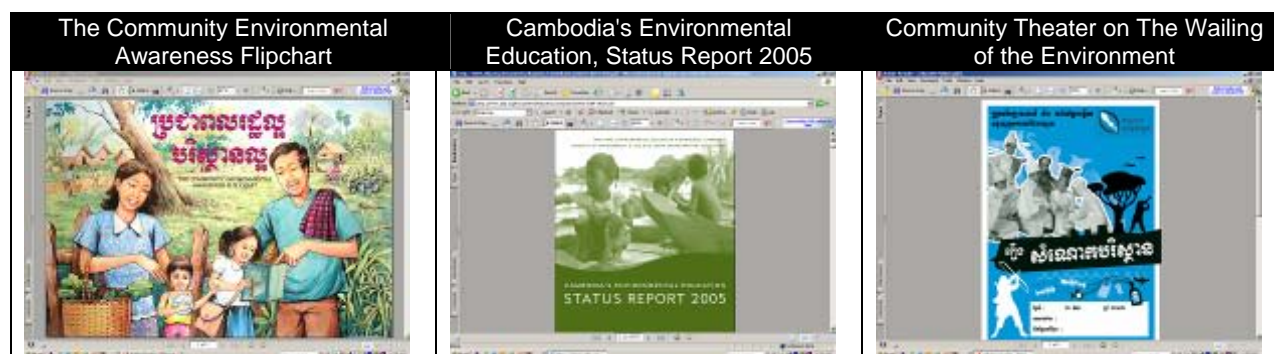
### Assessment of Campaign Performance

Output	Item	Relevance	Effectiveness	Efficiency	Sustainability	Average	Assessment
	Standard Weighted Rate	20%	30%	30%	20%		
	Alternative Weighted Rate	30%	40%	30%	N/A		
1	Review of Environmental Education and Awareness Status					2.8	Highly successful
2	Delineation of Target Groups					2.0	Successful
3	Community Education and Awareness					2.5	Successful
	Action through drama in 10 communities conducted					2.6	Successful
	50 national radio broadcasts delivered					2.3	Successful
	Learning resources developed					2.8	Highly successful
	10 training forums for decision makers organized					2.1	Successful
4	Formal Education					2.2	Successful
	Curriculum inventory conducted					1.9	Successful
	Existing tools evaluated					1.3	Partly successful
	Education toolkits developed					2.7	Highly successful
	160 teachers trained					2.4	Successful
	School-based activities established					2.4	Successful
	Eco-schools network established					2.7	Highly successful
5	Publicising the Importance of the Tonle Sap					1.7	Successful
	Media toolkit developed					2.0	Successful
	4 journalist-training forums organized					2.0	Successful
	9 press conferences held					1.3	Partly successful
	Environmental education integrated in the CCI					1.4	Partly successful
6	Monitoring and Evaluation					2.3	Successful
7	National forums					0.8	Partly successful
	1 National Forum organized					1.7	Successful
	1 Tonle Sap Fair organized					0.0	Not applicable

Legend	Rating	Overall Assessment	
	0 or N/A	Unsuccessful	<0.8
	1 (low)	Partly Successful	(0.8-1.5)
	2 (medium)	Successful	(1.6-2.6)
	3 (high)	Highly Successful	(2.7+)

CCI = Cambodian Communication Institute.

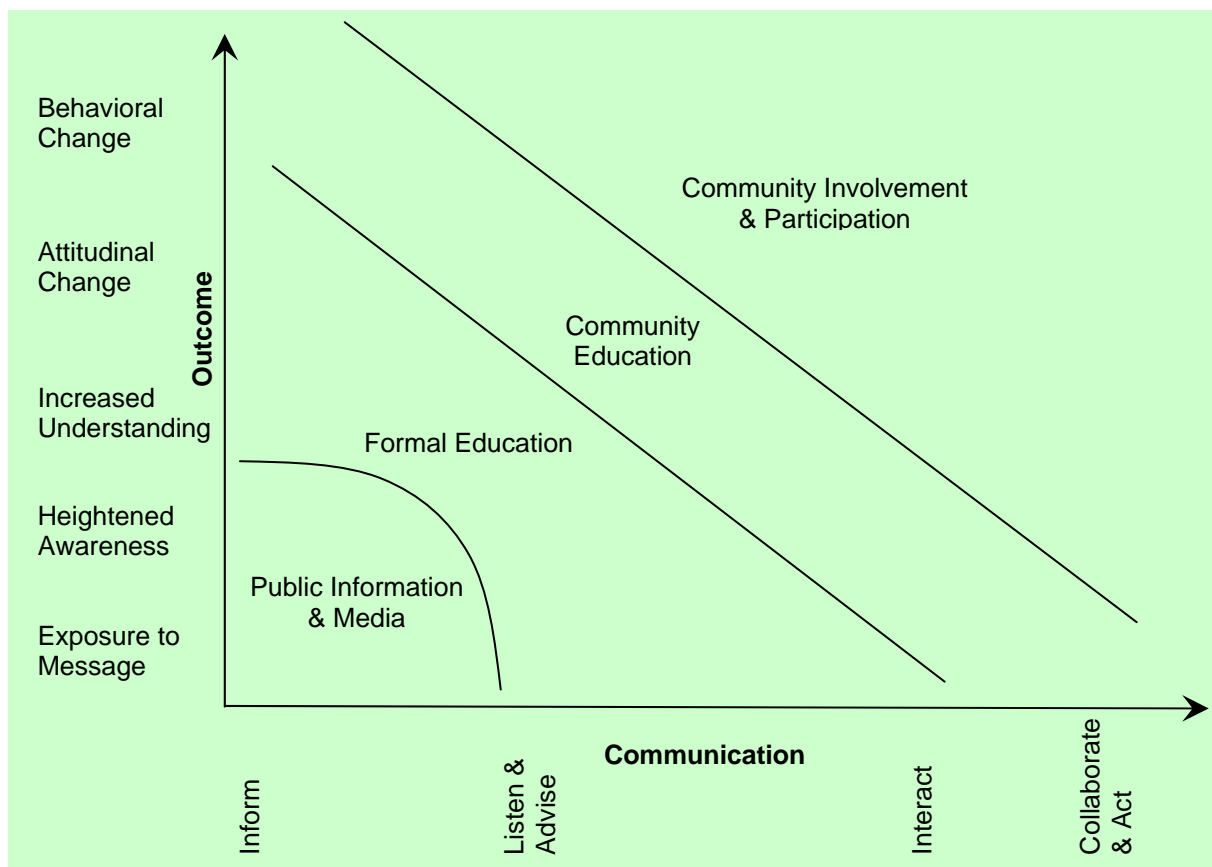
### Illustration of Campaign Outputs



33. Live and Learn Environmental Education are to be commended for having fleshed out the performance assessment framework in quick response to the request of the last loan review mission. A quick examination of the campaign's performance against indicators of relevance, effectiveness, efficiency, and sustainability, all of which should be understood to contribute to impact, reveals among others that the review of the status of environmental education and awareness, the learning resources developed, the education toolkits developed, and the eco-school network established are rated "highly successful" at this point in time. However, the evaluation of existing tools, the press conferences held, and integration of environmental education into the Cambodia Communication Institute are deemed "partly successful at this point in time. Live and Learn Environmental Education and MOE, in consultation with the Ministry of Education, Youth, and Sports, should study the details of the assessment of campaign performance, draw conclusions, and make recommendations for follow-up actions.

34. To make sure that the outputs of the campaign impact behavioral change, it has been necessary to maximize their integration to the extent possible given the resources at hand. The campaign has advanced this by equipping and supporting project counterparts and other government officials with skills in: (i) community mobilization, (ii) high-impact education techniques, (iii) community participatory approaches, and (iv) assessment of impact and change. Based on enhanced skills and awareness in these areas, systemic change of practice should direct the Project closer to its goal. To institutionalize outputs, the campaign has also endeavored to capture the long-term opportunities that lie in formal education and the media. The goodwill fostered under the Project in MOE, the Ministry of Education, Youth, and Sports, and the Department of Pedagogical Research in it can be expected to strengthen the use of formal education to make easier behavioral change. On the ground, project personnel are also training teachers and students through the eco-school network and purports to link this network with teacher training centers in Battambang, Siem Reap, Kompong Chhnang, and Kompong Thom. The campaign-initiated Tonle Sap Media Internship has provided practical, low-cost, and sustainable benefits for journalists in reporting on Tonle Sap issues. A media guide, which is close to completion, will replicate and sustain these benefits.

#### Driving Behavioral Change with Environmental Education and Awareness



35. Notwithstanding, an initiative as complex and far-reaching as the campaign must mobilize multiple approaches and tools over the long term to stand a real chance of accomplishing its purpose. To be meaningful, these approaches and tools must, as intended, synergize and have a place in the broader strategic framework of the Tonle Sap Initiative.



**Additional Inputs.** Thus far, the campaign has created entry points, developed resources, and forged partnerships. These can and should be leveraged to ensure that the education effort planned under Grants 0034/0035–CAM: *Tonle Sap Sustainable Livelihoods* for protection of natural resources will commence with purpose and from an existing, strong platform. To begin, an environmental education and sustainable livelihoods officer recruited by Live and Learn Environmental Education using its own funds will oversee the transition from the campaign to Grants 0034/0035–CAM: *Tonle Sap Sustainable Livelihoods* to ensure the benefits are carried over and the lessons learnt observed. MOE, in consultation with the Ministry of Education, Youth, and Sports, should examine what resources remain unutilized under the Project and can best be applied in the coming months to embed campaign outputs further and pave the way for better education for protection of natural resources under Grants 0034/0035–CAM: *Tonle Sap Sustainable Livelihoods*.

#### Australian Volunteers Raise the Profile of Environmental Education

The National Environmental Education and Awareness Campaign conducted under the Project has benefited from the youthful energy and valuable technical inputs of two volunteers sourced from Australian Youth Ambassadors for Development (AYAD) and VIDA (Volunteering for International Development from Australia) for 12 and 8 person-months, respectively. Alex Stevenson and Karen Young were assigned to Cambodia at the initiative of Live and Learn Environmental Education to provide professional support to local project personnel. The first has shored up the Tonle Sap Media Internship and the second has extended advice to maximize the impact of visual education tools and graphic design. The flow of ideas, experience, and expertise between the volunteers and project personnel has had a visible, positive impact on the quality of the campaign's outputs.

### b. Component 2: Organizing Communities for Natural Resource Management in the TSBR

36. The aide-mémoire of the last loan review mission and the second quarterly report for 2006 prepared by the PMCO also provide comprehensive details of activities and accomplishments under component 2. The sections below focus on the principal outstanding issues. No changes are proposed that materially alter, or fundamentally affect component 2 or the costs, benefits, procurement, and other implementation arrangements that relate to it.

37. **Overview.** Implementation of component 2 is at a crossroads. Decisions and actions taken now will determine whether or not DOF succeeds in reaching the objective set for it. On completion of the Project on 30 June 2008, it is expected that DOF will have played a significant role in:

- Provision of a strong and sustainable infrastructure that is capable of delivering effective and timely support to community organization for natural resources management in the TSBR;
- Empowerment of selected communities to effectively manage and benefit from the natural resources within their local areas of responsibility to improve their social and economic well-being; and
- Enhancement of the productivity and incomes of selected communities through organization as well as improved and more diversified livelihoods.

38. Realizing this vision within the limited time available requires that DOF recapture lost grounds and the comparative advantage that was build into the project by design.<sup>26</sup>

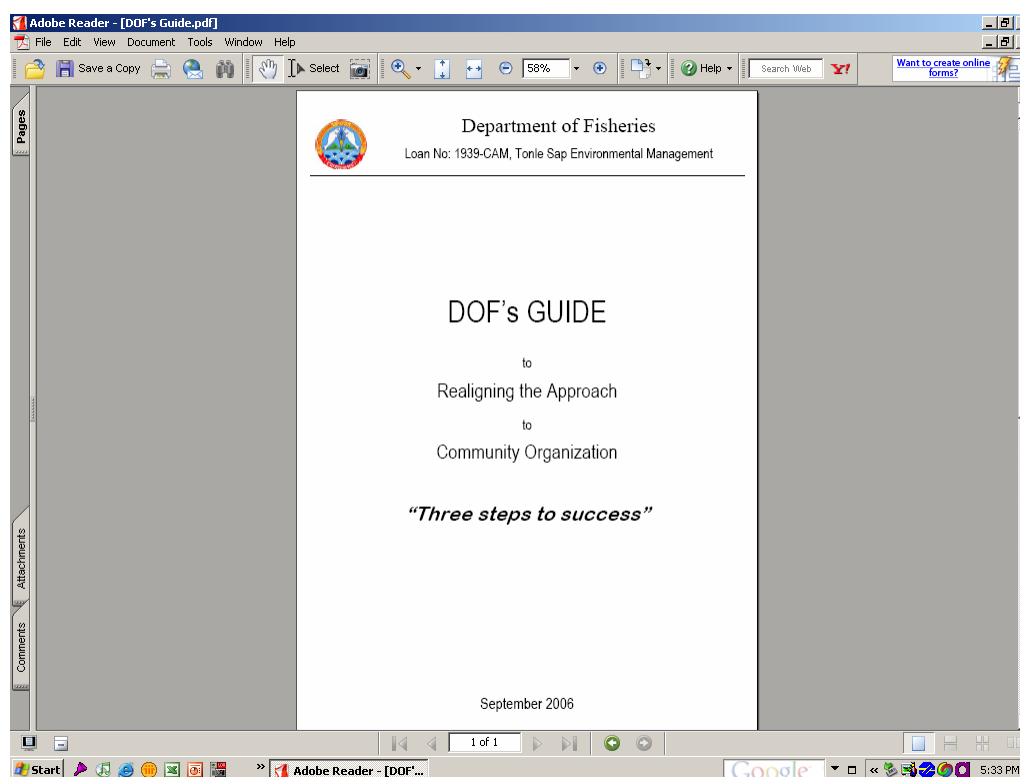
<sup>26</sup> The advantage that was build into the Project by design includes the direct selection of FAO and TA 3993–CAM: *Improving the Regulatory and Management Framework for Inland Fisheries*. These advantages will be lost if past accomplishments are not actively used as the foundation for community organization, training, and capacity building. The past accomplishments include: (i) FAO's comprehensive experience from the Participatory Natural Resources Management in the Tonle Sap Region; (ii) FAO's worldwide experience, manuals, and training materials

### i. Realigning Implementation of Component 2

39. DOF, in response to recommendations of the midterm review mission and the last loan review mission, is taking action to realign implementation of component 2 with the letter and spirit of the project documents and DOF's contract with FAO. A (draft) *Guide to Realigning the Approach to Community Organization* is being prepared that articulates a three step approach to determine:

- The results required to actualize the vision mentioned above;
- How DOF can generate and deliver the required results; and
- How best to manage component 2 to deliver the required results.

40. The guide will establish an action plan for the steps that must be taken before end-December 2006. Steps 1 and 2 have been accomplished. Step 3 is being attempted. The process of realigning implementation of component 2 should be made easier by the arrival of the new team leader for FAO's team and the consequent changes in FAO's approach to fulfilling its obligations. The willful engagement of FAO's team is essential to effectively deliver the required results and to help DOF to meet its obligations under the Project. However, recovering lost ground in the limited time available is not without problems.




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on community organization, community fisheries, and co-management of fisheries and natural resources management; iii) the technical skills and expertise of staff of FAO; (iv) the very strong foundation laid by TA 3993–CAM: *Improving the Regulatory and Management Framework for Inland Fisheries*.

## ii. Key Concerns

41. The key concerns that DOF has identified are community organization, capacity building, project management, responsibility and accountability, focusing on results, prioritizing communities, and responding to community aspirations.

42. **Community Organization.** Previous loan review missions have remarked that the current approach to community organization leans on community organization by registration and compliance with the Subdecree on Community Fisheries Management. This does not lead to clearly identifiable benefits from community organization and frustrates the community-driven development process envisaged for in the project design. The approach will be discontinued and replaced by a more balanced attitude that puts strategic emphasis on prioritizing communities for support and allowing the development process to be determined by community aspirations. Community-driven development planning and associated broadened capacity building are also essential elements of the revised approach to organizing communities for natural resource management in the TSBR. DOF will concentrate on bringing selected and prioritized communities up to a level of understanding and operational proficiency that enables them to work independently with minimal support and supervision.

43. **Capacity Building.** Qualitative and quantitative delivery shortages in respect of manuals and guidelines, training of trainers, community-oriented training, and associated materials hampers the development of institutional capacity. It also hampers broad based development of TSBR communities. This shortfall will be covered. Emphasis will be put on determining what skills and awareness are actually required by the PIUs in DOF to support community organization for natural resource management and how the Project can build them. A similar assessment will be made for associated materials. It is hoped that, at completion, the Project will leave behind a cadre of trained field staff and the tools they require to support community organization for natural resource management.

44. **Project Management.** Weaknesses in project management, including diffused areas of responsibility and accountability, lack of coordination and collaboration between DOF and FAO's team, and communication problems between project personnel, have impacted project implementation. Notwithstanding, the project management structure at central and provincial levels has improved greatly. DOF will seek to consolidate and perfect its approach to project management. This will be accomplished by laying emphasis on: (i) integrating activities under component 2 more closely into the functioning of CFDO and its CFDUs; (ii) strengthening team work and its coordination; (iii) strengthening the direct engagement and collaboration for work planning, implementation, and monitoring and evaluation; and (iv) supporting general management strengthening and capacity building. It is hoped that, at completion, the project will leave behind a strengthened structure for community fisheries management.

45. **Responsibility and Accountability.** MAFF is the executing agency for the Project. DOF is the implementing agency for parts of component 1 and the whole of component 2. A \$3.8 million contract was signed by DOF and FAO in support of component 2. Other contracts with third parties have also been signed to the same intent and a significant, but as yet unused allocation, is available for subcontracting NGOs. The involvement of different implementation support agencies in project implementation might be perceived as a distribution of responsibility and accountability to a level where no one is accountable for anything. This is not the case. The use of implementation support agencies does not represent a dilution of DOF's overall responsibility and accountability for delivering on its obligations. DOF will take whatever corrective actions may be required to obtain satisfactory services. It will also make sure that

essential support and financial resources are available on time to facilitate operations. It will likewise seek to minimize or eliminate delays caused by the involvement of other agencies of the Government on which it depends.

46. **Focusing on Results.** A good foundation for implementation of component 2 is already in place. Project personnel delivers better on its assigned tasks and its performance improves with each day. But implementation of component 2 still does not meet expectations and delivery is behind in critical areas. It will be difficult to fully recover lost ground unless changes are made to bring component 2 back in line with its original focus on organizing communities for natural resource management. DOF should focus unremittingly on the implications of Step 1 of the (draft) *Guide to Realigning the Approach to Community Organization*. It should also focus its energies on the 20% of efforts that normally account for 80% of results. That is, DOF should concentrate on obtaining results that impact, especially where they can be amplified by inputs from other sources, notably Grants 0034/0035–CAM: *Tonle Sap Sustainable Livelihoods*.

47. **Prioritizing Communities.** A joint assessment, carried out by the PIO in DOF in collaboration with project personnel from the PIUs in DOF and FAO's team of the amount of work involved in developing and maintaining a community fisheries organization suggests that 381 person-days are required annually. Applying a +/-25% margin of error indicates that between 286 and 476 person-days are required annually to fully support one such organization. The need for support would be expected to fall rapidly if one is successful in building sustainable capacity and if the format of community organization fosters permanence of interest. Admittedly, this assessment of manpower requirement is a crude estimate. However, whatever the "right" number of person-days might be, it is clear that the human resources available to component 2 are insufficient to cover even the lowest of estimates. DOF recognizes 164 community fisheries organizations in its portfolio on the Tonle Sap. Estimates of the need for support and a through review of the available manpower suggest that the estimated manpower requirement is about five times the human resources available to component 2.

48. This relatively large number of community fisheries organizations in relation to the resources and time available, strongly suggest that it would be irresponsible to continue adding new community fisheries organizations to the list of to be supported by component 2. Continuing to add new community fisheries organizations and generating expectations that cannot be fulfilled is counterproductive. The only prudent action that DOF can take is to stop adding new community fisheries organizations to the portfolio. The exception to a moratorium on adding new community fisheries organizations to DOF's portfolio is the formation of community fisheries organizations in communes that are eligible for support under Grants 0034/0035–CAM: *Tonle Sap Sustainable Livelihoods*. Such communities have unique opportunities to generate exceptional results by leveraging component 2 with inputs from Grants 0034/0035–CAM: *Tonle Sap Sustainable Livelihoods* for improving livelihoods and socially-oriented investments. DOF/FAO should not deprive communities of such an opportunity.

49. It also makes strategic sense to place emphasis on community fisheries organizations that are performing relatively well and have the will and capacity to effectively use the opportunities presented by component 2. The Project cannot afford to waste limited resources on communities that do not have a demonstrated desire and commitment to become effective partners in the development process. It is therefore important that DOF:

- Enforce a moratorium on the addition of new community fisheries organizations to the already overstretched portfolio of community fisheries organizations; and
- Prioritize, and thereby reduce, the number of community fisheries organizations targeted for support under component 2.

50. Community fisheries organizations targeted for support should score high on the following criteria: (i) commitment to organize for natural resource management; (ii) selection under Grants 0034/0035–CAM: *Tonle Sap Sustainable Livelihoods*; (iii) maturity; (iv) social and economic status; (v) community area potentials to support social and economic development; and (vi) the severity of threats to natural resources for community livelihoods and their sustainability.

51. It must be borne in mind that the Project specifically provides for the selection and prioritization of communities for support. This is reflected in the Report and Recommendation of the President and in DOF's contract with FAO. The contract, on pages 32 and 33, specifically provides for the development and application of a selection process for organization that has not been followed. The contract also states that a blanket approach that seeks maximum coverage would not be attempted. The focus would be put on communities that demonstrate interest and commitment and have the potential to be successful. This contractual commitment was also not followed. Furthermore, the early use of NGOs to support project implementation and FAO's field working was also not mobilized. It is fair to conclude that the current shortage of manpower and resources does not result from design flaws, but from ignorance of the commonsense approach to project implementation provided for in the Report and Recommendation of the President and reflected in DOF's contract with FAO.

52. **Responding to Community Aspirations.** DOF's success in collaborating with communities is conditioned by ability to undertake activities and generate results that are beneficial to both parties. DOF desires that communities manage the natural resources of the TSBR in a sustainable manner for the benefit of this and future generations. Conversely, communities expect tangible benefits from collaboration with DOF in the form of improved incomes, increased security of tenure, and higher social and economic wellbeing.

53. Resource use obligations are outlined in the relevant parts of the Subdecree on Community Fisheries Management and its supportive legislation, which is under preparation. Also community rights are outlined in the legislation, and although severely limited, the legislation does provide for organizing communities and natural resources management. A major strategic challenge for DOF is to support the Government in safeguarding its assets, while at the same time ensuring that community aspirations are being addressed and that local opportunities are harnessed to support improved social and economic well-being.

54. Community aspirations, needs and change potentials are site-specific. A blanket approach will not work and it is not desirable or necessary. DOF should adapt its interventions to meet prevailing conditions and support local community fisheries organizations to:

- Develop their own location and community-specific development plans; and
- Realize their planning goals within the overall framework of component 2.

### iii. Contracting

55. Contracting with various agencies and individuals is an important part of project support to DOF. The need for contracting and bringing in outside resources is a reflection of the enormity and complexity of the task at hand. Contracting is there to make a substantial basket of resources available to DOF to help it meet its obligations under the Project.

56. **DOF's Contract with FAO.** DOF's contract with FAO is by far the largest and most important contract under the Project. There has been uncertainty and apprehension attached to

this contract and FAO's ability to deliver according to its agreement with DOF. However, the arrival of the new team leader and FAO's positive response to the analyses of earlier loan review missions, notably that of the midterm review mission and the last loan review mission, bode well for the future.

57. Focusing on the future necessitates a close look at the expectations attached to DOF's contract with FAO and the resources available to meet expectations. DOF's contract with FAO envisages that FAO's team will: (i) refine the approach to community organization; (ii) strengthen the PIUs in DOF—in particular by way of human resource development; (iii) implement a training program for relevant provincial line agencies (including implementation of training in nine topic areas); (iv) support community-level training and capacity building; (v) develop a selection process for identifying and prioritizing communities for organization; (vi) activate commune councils and other appropriate village-level structures; (vii) conduct community organization for natural resource management; (viii) review boundaries and describe community resource use rights and obligations; and (ix) encourage the formulation of community-owned natural resource management plans. The investigation of technical packages in support of sustainable livelihoods has been completed.

58. FAO has used 17 calendar months or 45% of the total calendar time available to project closure. Progress has surely been made in the accomplishment of many of FAO's obligations but results are not easily identifiable. It is not known what FAO's team has delivered in terms of coherent and clearly defined development results. A compact disk with copies of all reports and papers prepared to end-May 2006 has been delivered but the coherence of the submissions is not apparent. It might also be argued that FAO's team is in arrears in delivering on its contractual obligations. It is therefore essential that DOF and FAO's team review the contract together to accurately determine:

- What has actually been delivered in the context of FAO's contractual obligations;
- What can and should be delivered over the remaining time of the contract with the reduced level of resources now available to FAO's team; and
- What adjustments are necessary to ensure that deliveries have been made to the satisfaction of DOF and ADB at project closure on 30 June 2008.

59. A quick review of the human resources available to FAO's team under the remaining part of its contract with DOF show that there most likely will be severe capacity and capability gaps. It appears that there are 13 person-months left for the team leader position. (This will be considerably reduced when FAO charges the previous team leader's sick leave to the contract).<sup>27</sup> The other international consultant positions are short of time: about 6 person-months remain in the allocation to the community fisheries specialist; about 5 person-months remain in the allocation to the community development specialist; and nothing remains in the allocations to other international consultant positions, except for 3 person-months given to fish processing. (FAO has recommended that the 3 person-months be reallocated to contracting NGO services. This recommendation is supported by DOF). Resources are consequently very limited for developing and implementing training of trainers and the preparation of manuals, guidelines, systems, and procedures for capacity and institutional development.

60. There is strength in the complement of competent and dedicated domestic expertise in FAO's team. The remaining allocation is also better in respect of domestic counterparts and consultants, but the allocation to domestic consultants and permanent counterparts are also

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<sup>27</sup> DOF has written twice to FAO to request this.

short of requirements to maintain the current staffing level and FAO's engagement in field activities.

61. Renewal and extensions of individual consultant's contracts to cover the period up to 30 June 2008 is required for both international and domestic consultants. This will tax the \$350,000 contingency allocation provided for under the contract, of which about \$300,000 remain. It is therefore recommended that:

- FAO's team should maintain a skeleton complement of international consultants, including the team leader, to manage and administrate DOF's contract with FAO;
- Capacity building activities, where feasible and necessary, should be subcontracted out to competent domestic NGOs instead of expanding DOF's contract with FAO with the more expensive expatriate services; and
- FAO's team should extend the full complement of domestic consultants and counterparts to support the operations of the PIUs in DOF to completion of the Project.

62. Preliminary estimates suggest that the contingency allocation under DOF's contract with FAO might be able to cover the cost of the proposed adjustments. Additional project funding, over the current commitment, will consequently not be necessary. However, MEF approval and ADB endorsement of the proposed use will be required.

63. FAO should furnish without delay details of its contractual expenditures to 1 September 2006. Expenditures should be allocated against each category of the contract and should reflect the actual expenditures incurred under each category. The schedule of actual expenditures should then be used to determine the balances available under each category. The schedule of expenditures should be submitted to DOF and copied to ADB. Based on that, DOF and FAO should jointly prepare a detailed cost estimate for FAO's services to project closure on 30 June 2008, including a reallocation of funds and the contingencies provided for within the total contract allocation of \$3.8 million. Urgent actions should then be taken by DOF to seek MEF and ADB approval for the use of the unallocated amount of \$364,122 to finance incremental services by FAO's team. The total contract allocation of \$3.8 million should not be exceeded.

64. **NGO Contracting.** Contracting with NGOs and similarly positioned organizations is part and parcel of the project design. Previous loan review missions have remarked on this on several occasions. Such contracting is also explicitly provided for to carry out independent performance assessments of component 2 and it is provided for to support DOF in implementing component 2. This integration of NGO contracting for project implementation is reflected in the Report and Recommendation of the President in paragraphs 29, 30, 34, 37, 47, and 50, in the detailed cost tables, in appendix 7 of the report, and in Schedule 3 of the Loan Agreement, where a specific allocation is made for procurement of surveys, investigations, and NGO contracts and other contracts. Project personnel must be perfectly clear that NGO contracting is integral to the project design and component 2 because of: (i) the very large scope of the duties to be carried out; (ii) the special competencies and experiences that can be made available by NGOs; (iii) the local knowledge and language skills of NGOs; (iv) the relatively independent nature of NGOs; and (v) the highly cost-effective means of enhancing the project personnel's competencies and capacities. NGO contracting is not provided as a substitute to inputs by DOF and FAO's team but as a complement to, and enhancement of,

inputs available for project implementation. The (draft) *Guide to Realigning the Approach to Community Organization* identifies several NGO contracts to be urgently required.<sup>28</sup>

### Outline of Urgently Required NGO Contracts in Support of Component 2 (\$)

No.	Name	Function	Estimated Cost
1	Training Needs Assessment	Incorporating available materials, a comprehensive training need assessments will be carried out to conclusively determine the needs for training and capacity building at the various levels of operating.	23,400
2	Performance Assessment and Prioritization of Community Fisheries Organizations  (One survey in end-December 2006; and one in June 2008)	Assessing independently the performance of community fisheries organizations to measure their current status and impacts from the Project. This assessment will be complemented by a ranking of community fisheries organizations to focus project efforts where results are best generated and impacts are best felt.	234,000
3	Update of <i>5-Year General Fisheries Plan for Management and Development of the Tonle Sap</i> <sup>29</sup>	Updating the <i>5-Year General Fisheries Plan for Management and Development of the Tonle Sap</i> to serve as an umbrella for fisheries management in the TSBR.	29,250
4	Community-based Natural Resource Management and Rights-Based Approaches to Community Development	Introducing the PIUs in DOF and community fisheries organizations to community-based natural resource management and rights-based approaches to community development.	78,000
5	TSBR Livelihoods Activities	Supporting the development and testing of livelihoods activities in selected communities.	117,000
6	Permanent Local Support to Community Fisheries Organizations	Providing permanent location-specific support to prioritized communities.	234,000
7	Support for the Preparation of Training Materials	Supporting DOF and FAO's team in the preparation of additional training materials, guidelines and permanent reference publications.	70,200
8	Support for the Preparation of a Tool Box for Community Fisheries Organizations	Preparing a tool box to support improved livelihoods in sectors relevant to community fisheries organizations.	35,100
9	Support for Capacity Building	Extending topic-specific capacity building.	23,400
<b>Total</b>			<b>844,350</b>

Note: This schedule of NGO contracts and the related cost estimates are tentative. Adjustments will be made when the detailed terms of reference are prepared and the contracts are negotiated.

65. The above contracts are complementary and incremental to the work being carried out by DOF and FAO's team. Execution of these contracts and their implementation are urgently required to support the realignment of component 2, prepare much-needed training materials, and initiate livelihoods activities.

<sup>28</sup> Other small contracts, for instance to enhance the role of women in fisheries based on findings and recommendations of TA 6143–REG: *Promoting Gender Equality and Women's Empowerment: Enhancing the Role of Women in Inland Fisheries in Cambodia*, will likely be warranted.

<sup>29</sup> The *5-Year General Fisheries Plan for Management and Development of the Tonle Sap* prepared under TA 3993–CAM: *Improving the Regulatory and Management Framework for Inland Fisheries* needs updating. There is a need to do so to reflect recent changes in fisheries policy and legislation and the overall approach to the management and development of natural resources. The plan can support DOF in its fisheries management effort and serve as umbrella for the development of community fisheries organizations and the preparation of location-specific management plans. There is also a need to revisit critical recommendations and the suggestions of participants during the first consultative process.



66. DOF should take action to prepare the necessary detailed terms of reference, following the already-agreed procedures, using the already approved long-list of eligible NGOs, and move to contracting as soon as possible. ADB is concerned by recent delays in the conduct of the procurement review committee meetings and the substantial delays experienced in the approval of the minutes of the meetings. The concerned agencies are reminded that the function of procurement review committee meetings is not to second-guess the scope of a project and associated requirements but to ensure consistent and correct application of procurement practices.

#### iv. Observations by FAO's Team Leader

67. The new leader of FAO's team was appointed on 15 August 2006, arrived in Cambodia on 19 August 2006, and traveled to Siem Reap on 22 August 2006. He has identified shortcomings that must be dealt with promptly. They relate to:

- **Deliverables.** Delivery of some component 2 outputs has been delayed or their quality may have been less than desired. This refers in particular to documentation, manuals, and reports. There has been an indecisiveness and lack of attention to finalization. The hiring of an editor by FAO has helped to get the work back on track, but much remains to be done.
- **Approach to Community Fisheries Development and Empowerment.** FAO's team leader agrees with comments that have singled out the need to have a clear, sound, and logical approach to the empowerment and development of community fisheries. This must become a priority activity. Bureaucratic pressures on project personnel and the tendency of organizations to function in ways that look good on paper but are not in reality have detracted from the difficult and time-consuming task of interacting with target groups at the grass-roots level and including them in the development process.
- **Communications.** Good relations can only be built on trust and genuine cooperation. The shortcomings of FAO's team deteriorated into excessive criticism and bred lack of trust or confidence. Much of this may have owed to poor communications. The new team leader has pledged himself and his team to repair the damage done and to foster harmonious relationships. As far as possible, there will be amicable face-to-face meetings and discussions with all relevant parties whenever an issue arises, rather than impersonal electronic communications or memoranda.
- **Staff Motivation.** The difficulties of the past months have inevitably taken a toll on the field staff and the degree of motivation. A decline in motivation is evident in some "working to rule", or even cutting procedural corners to obtain added income (a practice FAO insists must end). Most critical, the personnel at the 'cutting face' of the field work, the PIUs, are the lowest paid and least remunerated in terms of benefits. It may not be possible to change that, but the Project must somehow recognize the importance of the key field workers, and provide them with adequate and effective training (especially in relation to behavioral change, community fisheries empowerment, and community fisheries management). Imaginative ways of motivating community fisheries members must also be developed and applied.

68. To address the shortcomings, the new leader of FAO's team has proposed, and the PIO in DOF and ADB have agreed, that:

- **Deliverables.** Greater efforts should be expended under component 2 to ensure that deliverables, particularly documentation, both in the Khmer and English languages, be completed to the desired quality and within schedule. There will need to be some understanding on the part of ADB until the documentation backlog is cleared. To ensure that the work is completed, a series of author contracts are proposed. This will be cheaper than hiring specialists. To improve the training material and communication media, it is suggested that an NGO such as Live and Learn Environmental Education be hired for that purpose, rather than relying on a single employee whose abilities and training may be less than adequate. A series of Khmer and English language presentations in PowerPoint, documentary, as well as picture form, should be invested in. It is essential that these focus clearly on the ultimate objective for community fisheries as well as the Project.
- **Approach to Community Fisheries Development and Empowerment.** The need for a clearly defined and soundly-based approach has been well identified and has been further highlighted in the (draft) *Guide to Realigning the Approach to Community Organization* prepared by DOF in August 2006. Project personnel should get together in the near future, at a relatively small workshop, to refine, agree, and follow the (draft) *Guide to Realigning the Approach to Community Organization*. FAO has substantial background material on approaches to community fisheries development and empowerment from projects in other parts of the region and the world. Its past and ongoing experience under the Project ought to inform decisions. This is a team rather than an individual task.
- **Communications.** The team leader's views are spelled out above. The PIO in DOF and ADB agree that the approach suggested is satisfactory.
- **Staff Motivation.** A substantial effort is proposed to provide motivational training to project personnel in the PIUs. Coupled to this, there should be a parallel and appropriate effort to encourage and stimulate community fisheries members. A top-down, paternalistic, and bureaucratic approach should be avoided. Some "fun" activities should precede or be incorporated into community fisheries meetings and consultations. Project personnel working on component 2 should acknowledge that community fisheries members must be inspired to develop trust and respect and feel good about the Project rather than see it as a government imposition. This most certainly has implications for developing a strong project infrastructure, empowering communities, and fostering sustainable livelihoods activities under the Project and Grants 0034/0035–CAM: *Tonle Sap Sustainable Livelihoods* as explained in the (draft) *Guide to Realigning the Approach to Community Organization*.

#### v. Additional Inputs

69. An extension of GIS services was approved by ADB on 24 July 2006. The proposed extension is critical to DOF and the Project if they are to benefit fully from project investments in orthophotomaps. Outstanding works, which are the deliverables of the proposed extension include: (i) digitizing an estimated 600 orthophotomaps covering 900,000 hectares of the TSBR with the 36 parameters adopted by DOF after consultations with other project personnel; (ii) demarcating 164 community fisheries areas of responsibility in DOF's portfolio, on maps and physically on the ground with signage and ground control points; and (iii) transferring technology in GIS-related activities and developing an integrated GIS database system to handle the wealth of data generated by the Project and made available from secondary sources. The extension of six months will ensure timely delivery on these three specific outputs.

70. There is also a requirement for an additional 8 person-months of consulting services by the fisheries management advisor. The services will be provided intermittently. Two person-months will be provided in early 2007 to support DOF to finalize and mobilize NGO contracts. The remaining 6 person-months will be implemented at the tail-end of the Project in 2008 to support DOF in finalizing its obligations under the Project, such as preparing the project completion report and facilitating the difficult transition from project-led to continuous ordinary operations.

**c. Component 3: Building Management Capacity for Biodiversity Conservation in the TSBR<sup>30</sup>**

71. Past loan review missions have reported on activities and accomplishments under component 3. Details of the progress of component 3 are to be found in UNDP's project reports.

72. **Overview.** Component 3 is a seven-year effort spanning 2004–2011 aimed at developing the management capacity for biodiversity conservation in the TSBR. Output 1 aims to build capacity for managing biodiversity in the core areas of the TSBR through the establishment and equipment of core area management centers each of Prek Toal, Boeung Tonle Chhmar and Stung Sen, and additional floating protected area management centers in Pursat and Kompong Chhnang; development of core area management plans and core area boundary demarcation; development of livelihood activities to replace current activities that threaten biodiversity; development and implementation of staff training, focusing on management of the core areas and other protected sites; and development and implementation of procedures for the designation of other protected sites in the TSBR. All of these activities are currently under implementation. ADB requests that a report on the operations of the ADB-funded facilities be submitted by 31 October 2006.

73. Output 2 focuses on the development and implementation of the systems and procedures necessary for the monitoring and management of key biodiversity resources throughout the TSBR, through the implementation of activities and tasks related to: (i) design and implementation of a long-term biodiversity monitoring program; (ii) establishment of a rapid response mechanism for the protection of biodiversity resources threatened by human activities; and (iii) development of effective procedures for the control of exotic species.

74. A biodiversity monitoring program designed by the Wildlife Conservation Society and integrating their ongoing activities, has been approved by all parties and is being implemented. The program addresses long-term monitoring and protection of biodiversity and control of exotic species. The initial output of the program has been a comprehensive review report on the status of biodiversity in the TSBR, 500 copies of which have been printed and widely distributed to relevant government agencies, NGOs, and academic institutions in Cambodia. Monitoring protocols for colonial water birds, water snakes and fire also have been developed, but remain under review pending agreement on scope and timing. A comprehensive review of the current status of exotic species and potential control methods was initiated in June 2006 and is substantially complete.

75. Output 3 is to develop and implement awareness and environmental education in the TSBR, through the implementation of activities and tasks related to development of a

<sup>30</sup> This section draws on inputs provided by project personnel working for UNDP under the Tonle Sap Conservation Project. The Mission extends its appreciation.

programmatic approach to environmental awareness, education and outreach; establishment of environmental education centers; and integration of environmental awareness, education and outreach programming into selected schools around the TSBR. One international and two national environmental education specialists have been working on this output since January 2006. Counterpart inputs are provided by the PIO in MOE, the PIUs in MOE, and the Ministry of Education, Youth and Sports. The environmental education programming consists of: (i) a school program to be delivered through provincial education authorities and an estimated 60 core schools in the six provinces surrounding the lake; and (ii) an awareness program aimed at communities, to be delivered by the core areas management centers in Prek Toal, Stung Sen, and Boeung Tonle Chhmar and the protected area management centers in Kompong Chhnang and Pursat. In addition, the Gecko Center in Siem Reap will be renovated and its programming updated. Detailed planning for all of the above has been produced and is currently undergoing senior review preparatory to implementation.

**76. Factors Hampering Progress.** Component 3 uses an adaptive management approach to enable the resolution of implementation issues. To date, agreements have been required regarding the payment of salary support to government staff participating in component 3 (totaling \$293,000), and for operational costs of the core areas management centers in Prek Toal, Boeung Tonle Chhmar and Stung Sen (totaling \$89,000). Expenditures on government salaries and operational costs are not currently a major constraint on output achievement by component 3 as necessary adjustments have been made. However, because these costs were not foreseen during project formulation and had to be taken from other budget lines during inception planning, there is currently little or no flexibility for expanding successful initiatives or responding to additional unforeseen funding requirements. As funding for these costs will not be available after 2011, the sustainability of the activities initiated by component 3 needs to be carefully considered and planned accordingly. Component 3 also utilizes continuous tracking of progress using a matrix showing task start and end dates and who is responsible for completion to identify past-due tasks and as the basis for the development of mitigative measures. These are summarized in tabular form in quarterly reporting. No irresolvable implementation issues have been encountered to date.

**77. Recommendations for Action.** Action needs to be taken to ensure that there is a common understanding of needs and responsibilities for biodiversity monitoring activities across the TSBR, and that these are receiving adequate funding and technical support. If necessary, additional options need to be identified. Project personnel has recommended to UNDP that the following steps be taken as soon as possible:

- Review of current, ongoing biodiversity monitoring activities in the TSBR, clearly identifying responsible parties and funding sources. This will involve the following: (i) biodiversity monitoring subcontractor; (ii) the head of the PIO in MOE; and (iii) the component 3 project manager and the team leader.
- Unambiguous agreement on biodiversity monitoring protocols to be implemented over the life of component 3 including: (i) the species to be monitored; how, when, and by whom; (ii) the funding required and the source of funding; and (iii) the reporting to be produced and the reporting dates. This will involve the biodiversity monitoring subcontractor, the head of the PIO in MOE, the component 3 project manager and the team leader
- Review and modification, if necessary, of the current contract between UNDP and the biodiversity monitoring subcontractor.

## D. Allocation and Withdrawal of Loan Proceeds

78. The Loan Agreement sets forth in Schedule 3 the categories of goods, services, and other items to be financed out of the proceeds of the loan and the allocation of amounts of the loan to each such category. Schedule 3 also stipulates operating procedures for taxes, percentages of ADB financing, local expenditure, interest charge, reallocation, the imprest account, and statements of expenditures. The original allocation and withdrawal of loan proceeds is reproduced below:

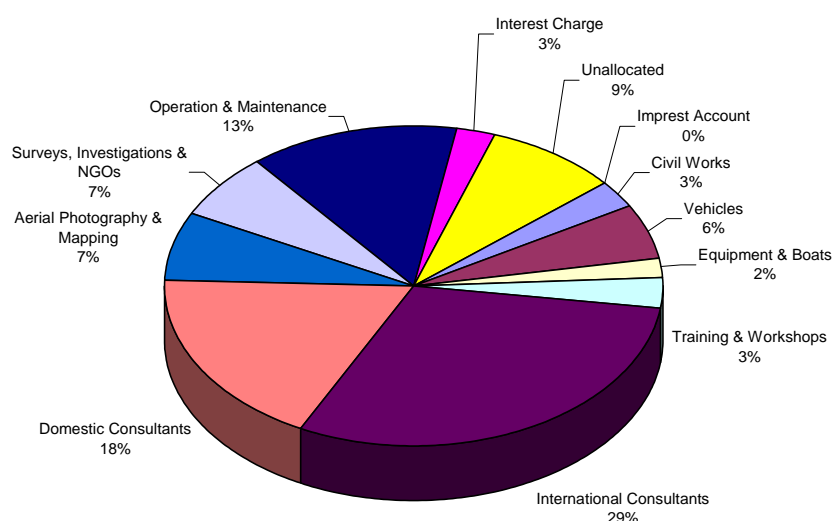
### Allocation and Withdrawal of Loan Proceeds<sup>31</sup> (SDR)

Category		Percentage of ADB Financing			
Number	Item	Amount Allocated		Basis for Withdrawal from the	
		Category	Subcategory	Percentage	Loan Account
01	Civil Works	221,000		65	percent of total expenditure (35% of foreign and 30% of local)
02	Equipment, Vehicles & Boats	629,000			
02A	Vehicles		475,000	100	percent of foreign expenditure
				100	percent of local expenditure <sup>a</sup>
02B	Equipment & Boats		154,000	100	percent of foreign expenditure
				100	percent of local expenditure <sup>a</sup>
03	Training/Workshops	240,000		58	percent of total expenditure (20% of foreign and 38% of local)
04	Consulting Services	3,999,000			
04A	International Consultants		2,512,000	100	percent of foreign expenditure
04B	Domestic Consultants		1,487,000	100	percent of local expenditure <sup>a</sup>
05	Local Contracts	1,131,000			
05A	Aerial Photography & Mapping		566,000	85	percent of total expenditure (73% of foreign and 12% of local)
05B	Surveys, Investigations and NGO Contracts & Other Contracts		565,000	54	percent of total expenditure (14% of foreign and 40% of local)
06	Operation & Maintenance	1,101,000		40	percent of total expenditure (22% of foreign and 18% of local)
07	Interest Charge	225,000		100	percent of amounts due
08	Unallocated	702,000			
<b>Total</b>		<b>8,248,000</b>			

<sup>a</sup> Exclusive of local taxes and duties.  
Source: Asian Development Bank.

<sup>31</sup> At project design.

### Allocation of Loan Proceeds<sup>32</sup> (SDR)



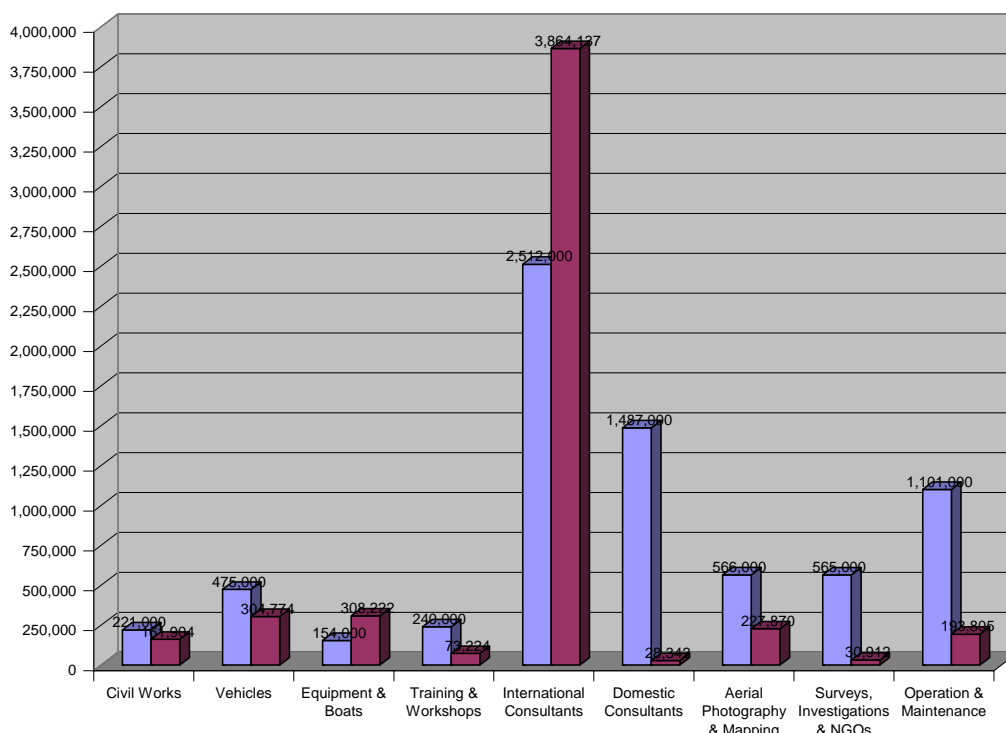
79. Projects are expected to be implemented as approved by the Board of Directors of ADB. However, flexibility should be built into project design to allow changes in project scope and implementation arrangements in response to unexpected changes in circumstances during implementation. Moreover, project design should be receptive to changes in project scope and implementation arrangements that would improve the development impact and reflect stakeholder interests during implementation. Midterm review missions are tasked to assess the appropriateness of the project scope and implementation arrangements in detail. Subsequently, the borrower, executing agency, or ADB may propose changes in scope and implementation arrangements.

80. The midterm review mission that examined holistically the institutional, administrative, organizational, technical, environmental, social, economic, and financial aspects of the Project saw no reason for changes in scope and implementation arrangements. Since project costs are constantly monitored, however, it reported orally on categories where cost overruns were occurring. Subsequently, the loan review mission of April-May 2006 identified in its aide-mémoire that reallocation of loan proceeds should be carried out since the categories for equipment and boats (02B) and international consultants (04A) had exceeded their original allocation. It requested the PMCO, PIOs, and PIUs to 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 Mission. The extent to which allocated loan proceeds have been contracted is shown below:<sup>33</sup>

<sup>32</sup> At project design.

<sup>33</sup> ADB has, additionally, approved recent proposals for procurement of vehicles (\$105,000) and GIS services (\$170,000) and engagement of VSOs (\$75,000). All amounts are indicative. The contracts have not yet been submitted to ADB.

### Loan Proceeds Contracted<sup>34</sup> (SDR)



81. An examination of the loan proceeds contracted reveals that, with an elapsed loan period of 66%, the largest overruns in outlay do indeed relate to equipment and boats (200%) international consultants (154%). Conversely, there are sizeable underruns in outlays for domestic consultants (2%) and contracts for surveys, investigations, and NGOs (5%).<sup>35</sup> Details of cost overruns and cost underruns are given below:

### Loan Proceeds Contracted<sup>36</sup> (SDR)

Number	Category	Original Allocation	Contracted	Percentage Contracted
01	Civil Works	221,000	161,904	73
02A	Vehicles	475,000	304,774	64
02B	Equipment & Boats	154,000	308,222	200
03	Training & Workshops	240,000	73,224	31
04A	International Consultants	2,512,000	3,864,137	154

<sup>34</sup> As of 31 July 2006. The loan proceeds contracted are in the second series.

<sup>35</sup> The figure for domestic consultants underestimates outlays in the domestic consultants category while that for international consultants exaggerates outlays in the international consultants category. The reason is the following: for ease of reporting, contracts with domestic consultants, which include significant outlays for direct costs, are assigned to the international consultants category. (The contracts relate to FAO in particular but also to the Louis Berger Group and Live and Learn Environmental Education.) This practice inflates the figure for international consultants. In fact, expenses for international consultants are as originally envisioned. For recent details, reference is invited to the aide-mémoire of the last loan review mission, dated 5 May 2006.

<sup>36</sup> As of 31 July 2006. The loan proceeds contracted are represented by the second series.

Number	Category	Original Allocation	Contracted	Percentage Contracted
04B	Domestic Consultants	1,487,000	28,342	2
05A	Aerial Photography & Mapping	566,000	227,870	40
05B	Surveys, Investigations & NGOs	565,000	30,912	5
06	Operation & Maintenance	1,101,000	193,805	18

Source: Asian Development Bank.

## E. Contract Awards and Disbursements

82. As of 31 July 2006, about \$7.68 million (63%) and \$5.78 million (48%) of ADB's loan of \$12.16 million equivalent at current value had been contracted and disbursed, respectively. The contract awards and disbursement projections for the year are \$1.22 million and \$3.09 million, respectively. About \$0.42 million (34%) of those contract awards and about \$1.68 million (55%) of related disbursements have been achieved as of 31 July 2006. Contract awards and disbursements for the year are expected to accelerate further with additional contracts for equipment and boats; international consultants; and surveys, investigations, and NGOs; and operation and maintenance. The status of loan utilization is specified below:

### Status of Loan Utilization<sup>37</sup> (\$)

Number	Category	Original Allocation	Contracted	Uncontracted Loan Balance	Disbursed	Undisbursed Loan Balance	Undisbursed Contract Balance
01	Civil Works	327,724	239,917	87,807	217,948	109,776	21,969
02A	Vehicles	702,479	449,500	252,979	439,150	263,329	10,350
02B	Equipment & Boats	220,209	449,413	(229,204)	449,413	-229,204	0
03	Training & Workshops	356,686	108,823	247,863	108,823	247,863	0
04A	International Consultants	3,719,847	5,731,459	(2,011,612)	2,832,584	887,263	2,898,875
04B	Domestic Consultants	2,209,445	41,600	2,167,845	28,850	2,180,595	12,750
05A	Aerial Photography & Mapping	834,278	331,755	502,523	325,805	508,473	5,950
05B	Surveys, Investigations & NGOs	839,579	45,818	793,761	45,818	793,761	0
06	Operation & Maintenance	1,633,300	285,028	1,348,272	284,886	1,348,414	142
07	Interest Charge	333,805	0	333,805	51,252	282,553	0
08	Unallocated	1,043,312	0	1,043,312	0	1,043,312	0
99	Imprest Account	(17,985)	0	(17,985)	1,000,000	(1,017,985)	(1,000,000)
<b>Total</b>		<b>12,202,679</b>	<b>7,683,313</b>	<b>4,519,366</b>	<b>5,784,529</b>	<b>6,418,150</b>	<b>1,950,036</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.

<sup>37</sup> As of 31 July 2006.



## F. Additional Input Requirements

83. The summary accomplishments under the Project as a whole identified a few areas where additional inputs are required:

### Additional Input Requirements (\$)

Number	Category	Additional Inputs
02A	Vehicles Output 3.1.1: Vehicles for Use by the PIUs in MOE	105,000
02B	Equipment & Boats Output 2.2.2: Boats	20,000
04A	International Consultants Output 1.1.1: Project Management Advisor (2 p-m) Outputs 1.1.2 & 1.1.3: Domestic Policy and Strategy Advisor (18 p-m) Output 1.1.4: Extension of the TSBRE-ED Contract Output 1.2.1: Extension of the GIS Contract Component 2: Fisheries Management Advisor (8 p-m)	38,000 54,000 165,248 175,000 104,000
04B	Domestic Consultants Output 1.1.1: Finance and Administrative Specialist (3 p-m)	6,000
05B	Surveys, Investigations, and NGOs Output 3.2.1: Support for Buffer Zone Monitoring	100,000
06	Operation and Maintenance Output 1.1.5 & 3.1.1: PIU Field Staffing and Per Diem	25,200
<b>Total</b>		<b>792,448</b>

## G. Proposed Reallocation of Loan Proceeds

84. At project design, the allocation of loan proceeds was done with care and the reallocation exercise called by the foregoing is relatively minor.

### Proposed Reallocation of Loan Proceeds (\$)

Number	Category	Original Allocation	Contracted	Disbursed	Projected Contracts 2006– 2008	Increase/ Decrease	Proposed Reallocation
01	Civil Works	327,724	239,917	217,948	160,083	72,276	400,000
02A	Vehicles	702,479	449,500	439,150	105,000	(147,979)	554,500
02B	Equipment & Boats	220,209	449,413	449,413	70,587	299,791	520,000
03	Training & Workshops	356,686	108,823	108,823	281,177	33,314	390,000
04A	International Consultant	3,719,847	5,731,459	2,832,584	536,251	2,547,863	6,267,710
04B	Domestic Consultant	2,209,445	41,600	28,850	79,500	(2,088,345)	121,100
05A	Aerial Photography & Mapping	834,278	331,755	325,805	0	(502,523)	331,755
05B	Surveys, Investigations & NGOs	839,579	45,818.00	45,818	754,182	(39,579)	800,000
06	Operation &	1,633,300	285,028	284,886	1,214,972	(133,300)	1,500,000

Number	Category	Original Allocation	Contracted	Disbursed	Projected Contracts 2006– 2008	Increase/ Decrease	Proposed Reallocation
	Maintenance						
07	Interest Charge	333,805	0	51,252	282,553	0	333,805
08	Unallocated	1,043,312	0	0	0	(59,503)	983,809
99	Imprest Account	(17,985)	0	1,000,000	0	17,985	0
<b>Total</b>		<b>12,202,679</b>	<b>7,683,313</b>	<b>5,784,529</b>	<b>3,484,305</b>	<b>0</b>	<b>12,202,679</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.

## H. Audit

85. The Loan Agreement specifies the submission of audited financial statements not later than nine months after the end of each fiscal year. The PMCO should make sure that the audited financial statement for FY2005 is finalized and submitted to ADB promptly.

## IV. OTHER MATTERS

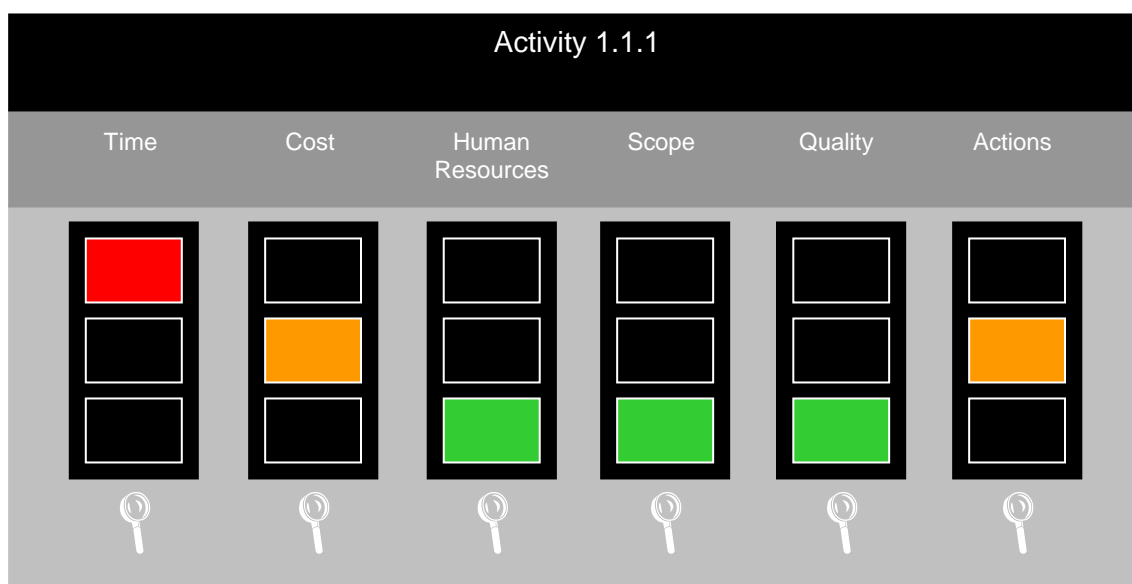
### A. Focusing on Project Metrics

86. Six parameters are always given weight in methodologies on project management. They are:

- Time
- Cost
- Human Resources
- Scope
- Quality
- Actions

87. By gauging performance against these parameters, an image of the parts of a project that are in order and of those that are not can be formed. Is the activity on schedule? Is the activity within budget? How many human resources are being expended? Is the activity's scope in line with original expectations? Is project personnel analyzing and fixing problems with quality actions? Are actions outstanding? If all lights are green, performance will be highly satisfactory in all areas. If one or more are orange, the activity will have one or more potential problems. A red light will signal a parameter that requires urgent attention. Based on the project documents, the aide-mémoires of ADB's loan review missions and the quarterly progress reports prepared by the PMCO set (usually quantified) benchmarks for each parameter. They permit deeper analysis of the accomplishment of each activity being implemented to reach the Project's performance indicators and targets. Project personnel should scrutinize regularly the execution of activities by means of project metrics.

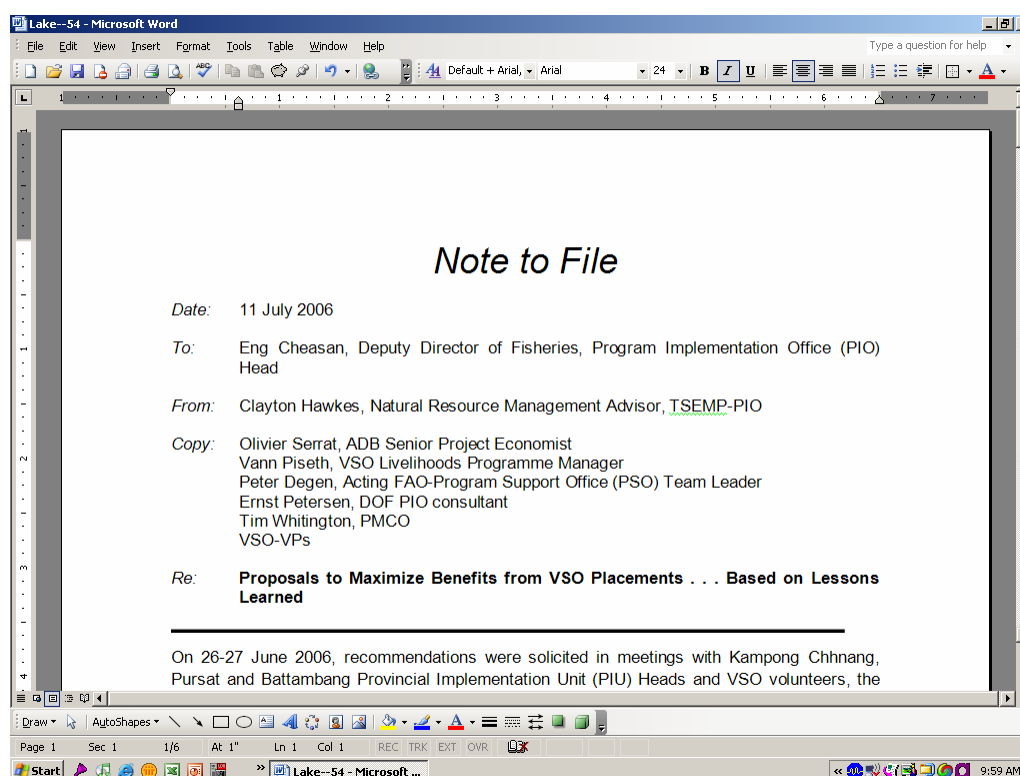
### Activity Dashboard



#### B. Voluntary Service Overseas

88. The services provided by VSO for capacity building across the project have become increasingly valuable and cost-effective with time, but also because of the importance that loan review missions have placed on integrating VSOs fully into project personnel and monitoring more closely their performance and accomplishments. As noted earlier, ADB has recently authorized a request to source replacements when positions become vacant. Continuing use of VSOs under the Project should be informed by experience, summarized in a note to file prepared by the former natural resource management advisor to the PIO in DOF, to which reference is invited. The memorandum emphasized terms of reference and working relationships. Four VSOs will soon be placed in the PMCO, the PIO in DOF, and the PIUs in Kompong Chhnang and Pursat, respectively, and it is hoped that the benefits from their placements will be maximized by lessons learned.

## Maximizing Benefits from VSO Placements Based on Lessons Learned



### V. SUMMARY OF FOLLOW-UP ACTIONS

89. The Mission estimates overall physical progress at 60%, broadly in line with the period elapsed under the loan. Notwithstanding, several follow-up actions need to be taken to accelerate and promote the efficient, effective, and sustainable accomplishment of project outputs, and to meet the Project's objective. To reflect actual and expected implementation progress, the Mission revised the original activities schedule in consultation with CNMC, DOF, and MOE. The revised schedule also positions the Project against the proposed reallocation of loan proceeds. Project personnel should henceforth adhere to the revised activities schedule without slippage (Appendix 4). The follow-up actions, and their responsibility centers, draw from the analyses contained in Sections III and IV. above as well as formal and informal discussions with project personnel. They are:

Follow-up Actions for Component 1	
i.	<b>Work Planning and Implementation by the TSBR Secretariat.</b> The TSBR Secretariat should develop an organized plan to engage the PIUs in MOE over the remaining duration of the Project. The plan should be driven by domestic project personnel with the support of NGOs. This is in order to achieve practical gains in policy and strategy and to introduce protection through monitoring at the community level on the Tonle Sap. Further, it is to formalize resource conflict types and understand their mechanics, then to advocate for common policy solutions. To achieve momentum in the TSBR Secretariat over the remaining duration of the Project, additional resources are essential, including assistance in scoping and applying common policies through engagement of a domestic policy and strategy advisor (18 person-months), an additional 2 person-months for the project management advisor (for extension of training in strategy and policy work), engagement of incremental staff for each PIU in MOE (2 persons in each), procurement of additional vehicles and computer equipment for the PIUs in MOE, and provision of operating budgets.
ii.	<b>National Environmental Education and Awareness Campaign.</b> Live and Learn Environmental Education and MOE, in consultation with the Ministry of Education, Youth, and Sports, should study the

Follow-up Actions for Component 1	
	details of the assessment of campaign performance, draw conclusions, and make recommendations for follow-up actions. MOE, in consultation with the Ministry of Education, Youth, and Sports, should examine what resources remain unutilized under the Project and can best be applied in the coming months to embed campaign outputs further and pave the way for better education for protection of natural resources under Grants 0034/0035–CAM: <i>Tonle Sap Sustainable Livelihoods</i> .
iii.	<b>TSBR-ED Contract Extension.</b> Given the substantial work that has been accomplished on the Environmental Database there is an urgent need to carry on work in this direction. A ten month contract extension for the TSBR-ED must be formalized within 4–6 weeks. During this extended period, project personnel would work closely with the ministries that are signatories to the memorandum of understanding to assist them to compile and collate their respective databases for incorporation into the TSBR-ED. Also as part of the extended services, computers will be provided to the key partner agencies (about 10 line ministries), and staff from these ministries will be seconded on a temporary basis to assist in data collation. Specialized assistance will be available from project personnel working on the TSBR-ED to support the effort of data compilation and aggregation. In order to ensure that there is no gap between the current contract expiry and the commencement of contract extension and a consequent loss of momentum, it is imperative that CNMC take up this matter with MEF and obtain the necessary clearances expeditiously.

Follow-up Actions for Component 2	
i.	<b>DOF's Guide to Realigning the Approach to Community Organization.</b> DOF should prioritize completion of its (draft) <i>Guide to Realigning the Approach to Community Organization</i> . If necessary the fisheries management advisor should be allowed to devote his full time and attention to completing the guide in the shortest time possible time. On completion of the guide, DOF and FAO should work closely together to refine it, and the consolidated action plan covering the remaining part of 2006. ADB expects to receive copies of the finalized guide not later than early October 2006.
ii.	<b>Community Organization.</b> Implementation of the revised approach to community organization should start immediately on completion of DOF's Guide. DOF, together with FAO and FAO's team should work closely together to gradually realign the approach to community organization as envisaged in the guide. This realignment and its community-oriented approach to organization should also be reflected in all guidelines, training, systems, and procedures being applied to community organization. ADB expects DOF's approach to community organization to be fully in line with the letter and spirit of the Report and Recommendation of the President and FAO's contract with DOF by end-December 2006. Implementation of activities oriented towards community organization should then follow the revised approach to completion of the Project.
iii.	<b>Capacity Building.</b> DOF, supported by a domestic NGO, project personnel in the PIUs in DOF, and FAO's team should complete a comprehensive training needs assessment to accurately determine the full extent of the shortfall in capacity building. Available materials and the impact of past training and capacity building activities will be taken into account in the definition of the scope of new actions and materials to be prepared to bridge any shortcomings. ADB expects to receive a draft report of the assessment by end-December 2006 and the final report in the first quarter of 2007.
iv.	<b>Project Management.</b> DOF's Guide will clarify areas of responsibility and accountability. It will also establish systems and procedures for DOF's approval to improve coordination and collaboration between DOF and the different stakeholders in project implementation. It will also seek to engage CFDO and the provincial CFDUs more directly in project implementation. This will be done by engaging these offices in the monthly meetings of the PIO and PIUs in DOF and in regular project management meetings, and by assignment of clearly defined roles and responsibilities for these offices. ADB expects these improvements to be implemented by end-December 2006 and to function to completion of the Project and beyond.
v.	<b>Responsibility and Accountability.</b> DOF's Guide will clearly define responsibilities and accountabilities for all project personnel engaged in component 2. DOF's direct engagement in all aspects of management and implementation will be strengthened by the conduct of regular meetings as envisaged under DOF's contract with FAO. The meetings will be used to review and approve work plans and assign and monitor the execution of activities. The meetings will also be used as a forum for resolution of issues. ADB expects the first such meeting to be held by end-October 2006 and regularly thereafter. ADB expects to be kept informed of the issues discussed and the progress made by copies of the signed minutes of such meetings.
vi.	<b>Focusing on Results.</b> DOF and the PIUs in DOF are expected to include performance assessments in the regular reporting. A system for monitoring work and effort spend by the PIUs on supporting specific community fisheries organizations is established. It is functioning and the monthly PIU reporting contains detailed information on community and task specific implementation efforts. This will be complemented by

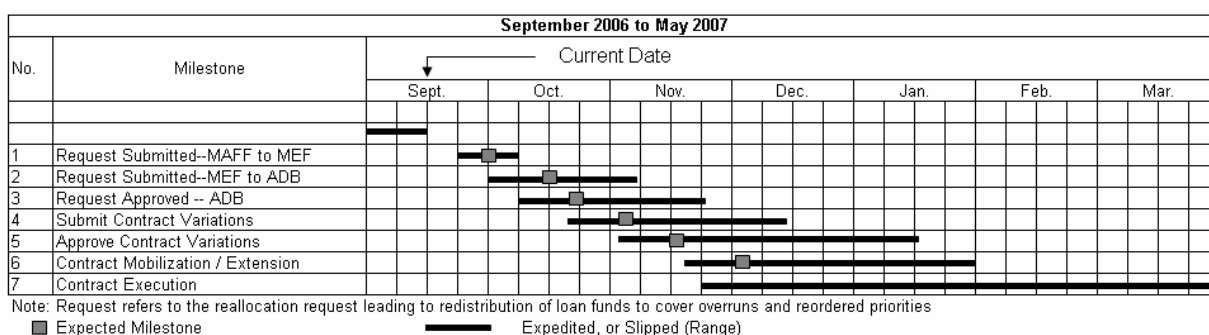
Follow-up Actions for Component 2	
	quarterly or half-yearly performance monitoring of the impact of PIU efforts to reflect the results generated. A subjective performance evaluation of individual community fisheries organizations, using a weighted matrix evaluation system, will be used for rating community fisheries organizations against the five categories of work identified in the work matrix. Training and capacity building sessions will also be complemented by performance monitoring to determine the impact of capacity building activities. ADB expects late 2006 reporting to reflect community fisheries organization performance ratings. ADB further expects community fisheries organization performance measurements to be reflected in quarterly or half-yearly reporting thereafter.
vii.	<b>Prioritizing Communities.</b> A domestic NGO will be recruited to conduct a thorough performance assessment of all 164 community fisheries organizations in DOF's portfolio. It is expected that this contract will be awarded in December 2006. The NGO will carry out the independent performance assessment mentioned in the Report and Recommendation of the President. However, the NGO will also be requested to carry out a ranking of communities to prioritize their eligibility for support under component 2. This will be effected to ensure that the communities that receive support are fully committed and able to benefit from the Project. ADB expects to receive the final report on this exercise by the end of the first quarter of 2007 or early in the second quarter of 2007.
viii.	<b>Responding to Community Aspirations.</b> DOF will ensure that community organization is firmly rooted in the aspirations of communities. It will do this by following the approach to community organization outlined in the Report and Recommendation of the President and DOF's contract with FAO. That will include, but not be limited to, DOF placing emphasis on communities developing the community and site-specific development plans and providing them with support to realize their plans. Emphasis will be put on supporting communities to generate benefits through organization, resources management and improved livelihoods. Focus will be put on initiating community actions and activities that can provide immediate benefits. ADB expects these to become an integral part of component 2 implementation from late 2006 and onward to project closure.
ix.	<b>DOF's Contract with FAO.</b> FAO should furnish without delay details of its contractual expenditures to 1 September 2006. Expenditures should be allocated against each category of the contract and should reflect the actual expenditures incurred under each category. The schedule of actual expenditures should be used to determine the balances available under each category. The schedule of expenditures should be submitted to DOF and copied to ADB. Based on that, DOF and FAO's team should jointly prepare a detailed cost estimate for FAO's services to project closure on 30 June 2008, including a reallocation of funds and the contingencies provided for within the total contract allocation of \$3.8 million. Urgent actions should then be taken by DOF to seek MEF and ADB approval to use the unallocated amount of \$364,122 to finance the incremental services required by FAO's team. The total contract allocation of \$3.8 million should not be exceeded. ADB expects to receive: (i) the copy of the actual expenditures not later than 15 October 2006; (ii) the cost estimate not later than 1 November 2006; and (iii) copies of DOF's request to MEF for approval to use the unallocated resources to finance the cost estimate not later than 15 November 2006.
x.	<b>NGO Contracting.</b> DOF should take action to prepare the necessary detailed terms of reference, following the already agreed procedures, and using the already approved long-list of eligible NGOs and proceed with contracting expeditiously. ADB expects to receive the detailed documentation for NGO contracting for the Procurement Review Committee's consideration according to the following schedule: (i) training needs assessment and performance assessment and prioritization of community fisheries organizations: not later than 1 November 2006; (ii) update of the <i>5-Year General Fisheries Plan for Management and Development of the Tonle Sap</i> , introducing community-based natural resource management and rights-based approaches to community development, and developing and testing TSBR livelihoods activities: not later than 15 January 2007; (iii) permanent local NGO support, support for the preparation of training materials, support for the preparation of a tool box for community fisheries organizations, and support for capacity building: not later than by the end of the first quarter of 2007.
xi.	<b>Re-Survey of Community Fisheries Organizations.</b> The PIO in DOF PIO should include in one of its NGO contracts the requirement put forth during the midterm review mission to re-survey community fisheries using the questionnaire prepared by the PMCO. The PMCO, the PIO in DOF, and FAO's team should collaborate on refining the questionnaire and deciding on a methodology to be incorporated into the terms of reference for the NGO contract and to be used in application of the questionnaire during the re-survey work. The re-survey should be complete by March 2007.
Other Follow-up Actions	
i.	<b>Financial Statements.</b> The PMCO should make sure that the audited financial statement for FY2005 is

Other Follow-up Actions	
	finalized and submitted to ADB promptly.
ii.	<b>Focusing on project metrics.</b> Project personnel should scrutinize regularly the execution of activities by means of project metrics.
iii.	<b>VSOs.</b> Continuing use of VSOs under the Project should be informed by experience, summarized in a note to file prepared by the former natural resource management advisor to the project implementation office in DOF, to which reference is invited.
iv.	<b>Activities Schedule.</b> Project personnel should henceforth adhere to the revised activities schedule without slippage.

## VI. MILESTONES OF REALLOCATION

90. The Mission has identified that seven critical milestones relate to reallocation of loan proceeds. Their expected dates and ranges of expedition are presented below:

### Milestones of Reallocation



## VII. ACKNOWLEDGMENTS

91. The Mission thanks CNMC, 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. The Mission appreciated the willingness of the leader of FAO's team to focus on results. 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 15 September 2006. The aide-mémoire should be circulated broadly to the institutions and parties listed below. The list of the persons who attended the meeting is attached (Appendix 5).

92. The Mission's assessment of the changes discussed with CNMC, MAFF, MEF, and MOE concludes that none materially alters, or fundamentally affects the Project's objective, the costs, benefits, procurement, and other implementation arrangements as approved by the Board of Directors of ADB. The Mission is of the opinion that the changes are minor and, as such, that the Director of the Agriculture, Environment, and Natural Resources Division in ADB's Southeast Asia Department can approve the minor change after the Government has officially requested it. Procurement committee meetings can take time: it will be critical to proceed swiftly with all contracting in the event that the reallocation is approved because only about 30% of the loan period remains and maximum actualization of the benefits of the Project hangs in the balance.

93. The next loan review mission is scheduled for May 2007. Regrettably, the duration allowed for the Mission precluded the site visits to the PIUs in Pursat, Siem Reap, and Battambang that had been envisaged earlier. The Mission hopes that the next loan review mission will be able to focus further on enhancing the performance of the PIUs in DOF and the services that FAO's team offers in support

Phnom Penh, 15 September 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 1.1.5 Number of messages and feedback from audiences	
1.1.4	Develop a TSBR Environmental Information Database (TSBR-ED)			
1.1.5	Formulate and implement a national environmental			

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

# INDICATIVE ACTIVITIES SCHEDULE

Figure A2.1: Component 1 Activities

ACTIVITY		PROJECT YEAR				
		1	2	3	4	5
<b>Initial Activities</b>						
MAFF-MOE-ADB	Recruitment of consultants for Components 1 & 2	■				
	Recruitment of consultants for Component 3	■				
	Recruitment of consultants for Regulatory & Management Framework TA	■				
	Recruitment of UNESCO consultants	■	■			
	Recruitment of consultants for Community Organization (FAO contract)	■	■			
<b>A. Component 1: Strengthening Natural Resource Management Coordination &amp; Planning for the TSBR</b>						
<b>1.1 Coordination Framework &amp; Information Dissemination Mechanisms are Established</b>						
TSBRS	1.1.1 Strengthen the TSBR Secretariat's Structures & Facilities					
	- incremental staff appointed (research, monitoring, data management)	■				
	- office equipment procured & set-up	■				
	- working plan for TSBRS prepared	■				
	- training program designed & implemented	■	■	■	■	■
	1.1.2 Create in the TSBR Secretariat capacity to address legal & policy issues					
	- incremental staff appointed (policy, strategy, networking)	■				
	- training program designed & implemented	■	■	■	■	■
	1.1.3 Formulate common policy objectives for management of the TSBR					
	- national workshops conducted		■		■	
UNESCO-1	- common policy objectives formulated	■	■	■	■	■
	- quarterly interministerial meetings held	■	■	■	■	■
	1.1.4 Develop a TSBR Environmental Information Database (TSBR-ED)					
	- office equipment procured & set-up	■				
	- library materials & publications procured	■	■	■		
	- website designed & installed	■	■			
	- database designed & developed	■	■			
	- database updating mechanism developed & continued	■	■	■	■	■
	1.1.5 Formulate & implement a national environmental education & awareness campaign					
	- equipment & vehicles procured	■				
MOE-UNESCO-2	- 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	■	■	■	■	■
DOF	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					
DAFF FAO SERVICE CONTRACT	- 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>					
	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	■	■	■	■	■
DAFF FAO SERVICE CONTRACT	- 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>						
DOE-Office of Nature Conservation & Protection	<b>3.1 Capacity for Management is Enhanced</b>					
	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					
MOE-Department of Nature Conservation & Protection	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>					
	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					
MOE-Department of Environmental Education & Communications	<b>3.3 Biodiversity Conservation Awareness, Education &amp; Outreach are Promoted</b>					
	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					



## PROJECT PERFORMANCE REPORT

(as of 31 July 2006)

(ALL AMOUNTS IN US\$  
MILLION)

SERIAL NO : 1  
DIVISION : SEAE  
DEPARTMENT : SERD  
PROJECT NO : 33418  
LOAN STATUS : ACTIVE

A. BASIC DATA							LAST:	CURR:	Poverty Classification	
NAME				PROJECT AT RISK			: No	No	Poverty Intervention	
1939: TONLE SAP ENVIRONMENTAL MANAGEMENT PROJECT				Impact and Outcome			: S	S	Thematic Classification ENV	
				Implementation Progress (IP)			: S	S		
				Potential Problem (PP)			: No	No		
				Override			: No	No		
-----CLOSING-----							PHYSICAL	ELAPSED	PROJECT	REVIEW
LOAN NO(S)	APPROVAL	SIGNING	EFFECTIVITY	ORIGINAL	REVISED	ACTUAL	COMPLETION	LOAN PERIOD	PROGRESS	MISSIONS:
1939-CAM(SF)	21 Nov 02	07 Feb 03	27 Mar 03	30 Jun 08		-	ORIG : Dec 07	ORIG. 66%	55%	LAST:24-04-2006
							REV :	REV. 0%		ACTUAL DAYS: 39 (last 12 months) NEXT:11-09-2006 PLANNED DAYS: 5

EXECUTING Ministry of Agriculture, Forestry & Fisheries

AGENCIES:

### B. FINANCING PLAN

	FOREX	LOCAL	TOTAL	COUNTERPART FUNDS ADEQUATE	CURRENT VALUE OF BANK LOAN:	BALANCE AVAILABLE FOR COMMITMENT:
PROJECT COST	8.7	10.6	19.300	Yes	APPROVED : 10.9	4.432
ADB	6.6	4.3	10.900		NET : 12.166	
GEF	2.0	1.9	3.900			
Borrower	0	3.9	3.900			
UNDP	0.1	0.5	0.600			

### C. LOAN UTILIZATION

----- CUMULATIVE CONTRACT AWARDS -----				----- 2006 CONTRACT AWARDS -----					
	ADB	OTHERS	CUMULATIVE		1Q	2Q	3Q	4Q	TOTAL
Dec 05	7.263	0.000	CONTRACTS TO	PROJ	0.290	0.250	0.310	0.370	1.220
31 Jul 06	7.683	0.000	NET BANK	ACTUAL	0.318	0.080	0.022	0.000	0.420
Proj 06	8.483		LOAN(S): 63%						
----- CUMULATIVE DISBURSEMENTS -----				----- 2006 DISBURSEMENTS -----					
	ADB	OTHERS	CUMULATIVE		1Q	2Q	3Q	4Q	TOTAL
Dec 05	4.100	0.000	DISBURSEMENTS	PROJ	1.000	0.855	0.575	0.660	3.090
31 Jul 06	5.785	0.000	TO NET BANK	ACTUAL	1.461	0.135	0.088	0.000	1.684
Proj 06	7.190		LOAN(S): 48%						

### D. COVENANTS

COMPLIANCE	AUDITED PROJECT	AGENCY FINANCIAL	SECTOR	ENVIRONMENTAL	SOCIAL	FINANCIAL	ECONOMIC
WITH	ACCOUNTS / DELAY	STATEMENTS / DELAY	COVENANTS	COVENANTS	COVENANTS	COVENANTS	COVENANTS
COVENANTS:	S / 0.9 mos.	NR / - mos.	S	Not Yet Due	S	PS	-

### E. MAJOR ISSUES/PROBLEMS (IP, Impact and Outcome, Covenants)

PROBLEM(S)	ACTION TAKEN/PROPOSED
None.	

Cynthia R. Garcia

Olivier D. Serrat

PAU ASSISTANT

PROJECT SPECIALIST

Update Control : Christopher J. Wensley; Cynthia R. Garcia; Eileen T. Quisumbing; Homer B. Taylor; Olivier D. Serrat : Last updated by COSO Monthly Uploading

## Impact and Outcome

## Impact

Description
Sustainable management and conservation of natural resources and biodiversity in the Tonle Sap Basin.

## Outcome

Description
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)

Performance Targets/Indicators	Rating (HS,S,PS,U)	Progress/Status
1. Natural resource management coordination and planning strengthened by end-year 5.	S	A draft common policy framework and coordination mechanism is complete and is being reviewed by partner agencies. Work is also underway toward the environmental information database. 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 this year.
2. Community-based natural resource management in the TSBR facilitated by end-year 5.	S	Draft proclamations in support of strengthening the approach to community organization have been discussed in a national workshop. Recommendations are being incorporated and the proclamations are expected to be approved by 3rd quarter of 2006.
3. Management capacity for biodiversity conservation in the TSBR built by end-year 5.	S	No impact yet.
Key Assumptions/Risks	Rating (HS,S,PS,U)	Assessment of Current Status
<b>Assumptions:</b>		
1. Strong Government sense of ownership of and commitment to the Project.	S	A Project Steering Committee chaired by the minister of MAFF has been established to advise on project implementation, provide a mechanism for resolving implementation problems that go beyond single ministerial mandates, and review project progress. The PSC has met regularly.
2. Desire of the communities to self-regulate.	S	Too early to make an assessment.
<b>Risks:</b>	<b>Mitigated (Y/N)</b>	
1. The Government and communities are committed to sustainable management of the TSBR for multiple use.	Yes	Too early to make an assessment.
2. The Government is committed to community-based natural resource management.	Yes	Too early to make an assessment.
3. The Government is committed to biodiversity conservation.	Yes	Too early to make an assessment.
<b>Overall Rating</b>	S	NOTE: Overall Rating is based only on Assumptions and Risks until project completion. Thereafter, Immediate DO assessment will be included
<b>Rating Upon Suspension (for COPP use only)</b>		
New Impact and Outcome Rating:	Effective Date:	Date of Lifting:
Remarks:		

## Recent Development (Date: 30/06/2006)

The Loan Review Mission of April 2006 and the PMCO carried out detailed analyses of project output accomplishment for components 1 and 2. Based on these analyses, the Mission recommended specific actions to improve Project implementation.

## Problems with Impact and Outcome

Description	Action Taken/Proposed

## Project Quality (one time input primarily for COPP)

Capacity Building Component Yes	Training Component Yes	Participatory Process Yes	Project Manager/Project Office prior to Loan approval Yes	Incorporated Lessons Learned in Sector/Country Yes	Logical Framework Yes
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 Last Updated by : Olivier D. Serrat  
 Last Modified on : 19/08/2006 05:44 PM  
 Created on : 04/12/2002 09:57 AM

## Covenants

## Project and EA Accounts

Project and EA Accounts									
EA	FY End	FY	Months Due After FY	Due	Date Received	Months Delayed	Acceptable Y / N	Status of Compliance	Rating
Submission of Audited Project Accounts (APA):									
Ministry of Agriculture	Dec	03	9	30/09/2004	04/10/2004	0.1	Yes	CL	S
Forestry and Fisheries	Dec	04	9	30/09/2005	28/10/2005	0.9	Yes	CL	S
Ministry of Agriculture									
Forestry and Fisheries									
Submission of Agency Financial Statements (AFS):				Not Required					
	Overall Compliance and Rating:							CL	S
Remarks:									

## Project Specific Covenants

Project-specific covenants	Date Due	Date Complied	Delays (mo.)	Status of Compliance	Rating (S,PS,U)	Remarks/Issues
<b>Sector</b>					<b>S</b>	
1. The Borrower shall ensure that it will prepare an amendment to the current legislation on fisheries, including the law, sub-decrees, proclamations and directives or circulars, on time and in form and substance proposed and developed by the accompanying Technical Assistance on Improving the Regulatory and Management Framework for Inland Fisheries (3993-CAM). (LA, Sched. 6, para. 7)						TA (3993-CAM) outputs included: (i) comments and recommendations on the draft Fisheries Law and its Subdecree on Community Fisheries; (ii) draft Proclamation of Community Fisheries By-Laws and Area Agreement; (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 Fisheries Law has since been passed, together with a Subdecree on Community Fisheries Management. A series of Prakas are being prepared to expedite the formal approval of community fisheries under the sub-decree.
	31/12/2003	31/05/2004	5	Complied Late	<b>S</b>	
<b>Environmental</b>					<b>Not Yet Due</b>	
1. The Borrower shall ensure that persons who have traditionally lived in the TSBR are to be included in the environmental planning and management activities. Rights of non-titled users who remaining 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 the Bank's Policy on Involuntary Resettlement. (LA, Sched. 5, para. 12)						
				<b>Not Yet Due</b>	<b>-</b>	
<b>Social</b>					<b>S</b>	
1. The Borrower shall select and engage NGOs, with expertise in community organization for natural resource management, to assist in executing component B 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 the Bank and the MAFF. (LA, Sched. 6, para. 5)						FAO has established and is implementing the process for hiring of NGOs.
				<b>Ongoing</b>	<b>S</b>	
2. 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% of seats in community organizations shall be allocated to women. Women shall be organized for training and capacity-building for participation and leadership development. Women will be selected for training on livelihood development, value-adding activities and preparation of linkages with ongoing micro-finance programs. (LA, Sched. 6, para. 9)						The TORs in hiring NGOs aim at assisting women and female headed households in improving their capacity for community organization, representation and decision making.
				<b>Ongoing</b>	<b>S</b>	
3. The Borrower shall ensure that ethnic minorities will have equal opportunities to participate in training in community organization; and impact of project on ethnic minorities would be observed during M & E. (LA, Sched. 6, para 10)						FAO's Team Leader is cognizant of the need to incorporate specific programs for ethnic minorities into the component 2 work plan.

				Ongoing	S	
Financial					PS	
1. 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. (LA, Sched. 6, para. 6)						Delay in the release of counterpart funds has led to the executing and implementing agencies to use of imprest funds to cover the Government's portion of financing.
				Partly Complied	PS	
Others					S	
1. Established, Staffed, and Operating PMU/PIU The Project Implementation offices (PIOs) will be set up, respectively, in the DOF, the Department of Nature Conservation, and Protection within MOE and TSB Secretariat. A PIU shall be set up within 3 months of the Loan effectiveness in each of the Project Provinces and to be located in the Office of Fisheries in the DAFF and in the DOE. (LA, Sched. 6, para. 4)						PIOs/PIUs have been established and are fully staffed.
	27/06/2003			Complied	HS	
2. Fielding of Consultants The services of consultants shall be utilized in the carrying out of the Project. (LA, Art. IV, Sec. 4.03a & Sched. 5, para. 1). After the conclusion of negotiations but before the signing of the contract the Bank shall be furnished with the contract as negotiated for approval. Promptly after the contract is signed, the Bank shall be furnished with three copies of the signed contract. If any substantial amendment of the contract is proposed after its execution, the proposed changes shall be submitted to the Bank for prior approval (LA, Sched. 5, para 3d). The services of consultants for Component C - Building Management Capacity for Biodiversity Conservation in the TSB will be financed by GEF Grant and administered by UNDP. (LA, Sched. 5, para. 5)						International and domestic consultants have been recruited.
				Complied	S	
3. Submission of Quarterly Progress Reports. (LA, Article IV, para. 4.07b)						The latest progress report submitted covered the period ending 31 March 2006.
				Complied	S	
4. Submission of Project Completion Report. (LA, Article IV, para. 4.07c)						
				Not Yet Due	-	
5. A Project Steering Committee (PSC) consisting of the Ministers of MAFF, MOE, MOEF, Chairman of CNMC and the Governments of the Project Provinces, or their representatives, shall be chaired by the Minister of MAFF and shall be responsible for (i) providing advise on Project implementation, (ii) providing mechanism for resolving Project implementation problems beyond a single ministerial mandate, and (iii) reviewing Project progress. (LA, Sched. 6, para. 2)						The first meeting of the PSC was held on 26 July 2004. The PSC met again on 17 January and 23 August 2005. The last meeting of the PSC was held on 19 January 2006.
				Complied	HS	
6. A project monitoring and coordination office (PMCO) will be established to assume responsibility for integrating operations. The PMCO will be responsible for project coordination, including consolidating financial statements, harmonizing equipment specifications and procurement procedures, scheduling project activities, and general administration. (LA, Sched. 6, para. 3)						The PMCO has been established and is located in the TSB Secretariat. A Project Coordinator has been appointed. International and domestic consultants and other local staff for clerical and other matters have been recruited to assist the Project Coordinator.
7. The Borrower shall ensure and shall cause the EA to ensure that all maps and database products developed under the Project will be made available to all interested parties. (LA, Sched. 6, para. 8)						The orthophotomapping work is completed. Plans are in place for their use under component 2 and incorporation in the TSB-ED database.
8. The Borrower shall ensure that the progress of the Project and the achievement of its benefits are monitored based on the Project framework. The Borrower shall further cause PMCO to submit to the Borrower and ADB six-monthly progress reports with close attention to Project output accomplishments and improvement of activities. (LA, Sched. 6, para. 11)						Six-monthly progress report for the period ending 31 December 2005 submitted to ADB.
Overall Rating					S	
Problems/Remarks/Issues with Covenants						

### Rating Criteria for the Assessment of Implementation Progress

Date of Change (DD-MM-YYYY): 30/06/2006

Project: 33418 - TONLE SAP ENVIRONMENTAL MANAGEMENT PROJECT

Loan Number:	1939-CAM(SF)	Department:	SERD	Division:	SEAE
Approval Date:	21/11/2002	Signing Date:	07/02/2003	Effectivity Date:	27/03/2003
Original Closing Date:	30/06/2008			Loan Status:	ACTIVE

#### PROJECT LOANS

1. Project Implementation: 0 months delay 0.00 % delay	No delay	3 - Highly Satisfactory
2. Change in Project Scope months pending		2 - Satisfactory
3. Change in Implementation Arrangements: months pending	No Major Changes	2 - Satisfactory
4. Project Costs 0 % overrun	No overrun	3 - Highly Satisfactory
5. Counterpart Funding/Cofinancing Adequate Funds % shortfall	No shortfall	3 - Highly Satisfactory
6. Major Covenants		2 - Satisfactory
7. Audited Project Account / Agency Financial Statements:		2 - Satisfactory
Overall Project Implementation	Rounded: 2	Satisfactory

**Note:** This is for recording purposes only and does not affect in any way the overall IP Rating

Project Progress: 55%

#### Override IP Rating (for COPP use only)

New IP Rating:	Effective Date:	Date of Lifting:
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#### Justification for Override

#### Justification for Lifting

#### Rating Upon Suspension (for COPP use only)

New IP Rating:	Effective Date:	Date of Lifting:
Remarks:		

Update Control	:	Christopher J. Wensley; Cynthia R. Garcia; Eileen T. Quisumbing; Homer B. Taylor; Olivier D. Serrat
Last Updated by	:	COSO Monthly Uploading
Last Modified on	:	18/08/2006 05:48 AM
Created on	:	05/12/2002 02:18 PM

### Implementation Progress

Project Outputs		
Description	Indicators / Targets	Status
1. Strengthening Natural Resource Management Coordination and Planning for TSBR  a. A coordination framework and information dissemination mechanisms are established;	(i) Strengthen the TSBR Secretariat's structures and facilities.	This activity has been successfully completed.
	(ii) Create in the TSBR Secretariat's capacity to address legal and policy issues.	Staff training of the Policy, Strategy, and Networking Division continues under the VSO. The group is increasingly responsive to the challenge of policy coordination.
	(iii) Formulate common policy objectives for management of the TSBR.	A comprehensive document describing the common policy framework and coordination mechanism is available and under stakeholder review.
	(iv) Develop a TSBR Environmental Information Database (TSBR-ED).	The TSBR-ED contract is underway.
	(v) Formulate and implement a national environmental education and awareness campaign (NEEAC).	The contractor for the campaign is active in work program.
b. The TSBR is mapped.	(i) Prepare orthophotomaps at scale 1:5,000 from new aerial photographs at scale 1:25,000.	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.
	(ii) Delineate biosphere zonation and boundaries of commercial and community fishing lots, fish sanctuaries, administrative regions, and physiographic features.	Identification of core areas in preparation for aerial photography is completed.
c. Regulation and management planning are improved	(i) Prepare, complete, or as necessary amend the fisheries Law and subdecrees, proclamations, and directives in circulars associated with it and develop the 5-year Tonle Sap fisheries management plan.	Detailed recommendations for improving the regulatory framework for fisheries and a 5 year General Fisheries Management Plan were prepared under TA 3993-CAM. The Royal Decree on Establishment of Community Fisheries and Subdecree on Community Fisheries Management were signed into law on 29 May 2005 and 10 June 2005, respectively.
	(ii) Set standards and guidelines for formulation of community and commercial fisheries management plans.	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.
	(iii) Build the capacity of the Community Fisheries Development Office (CFDO) within the Department of Fisheries (DOF).	Members of staff of the CFDO and the PIUs in DOF receive training under the Capacity 21 program grant, which funded a regional study tour for members of staff of the CFDO.
2. Organizing Communities for Natural Resource Management in the TSBR  a. An implementation structure is formulated:	(i) Refine approach to community organization.	Draft proclamations in support of strengthening the approach to community organization have been discussed in a national workshop. Recommendations are being incorporated and proclamations are expected to be approved by 3rd quarter of 2006.
	(ii) Strengthen provincial office structures and facilities in the five project provinces.	The rehabilitation of PIUs is completed.
	(iii) Implement a training program for staff of relevant provincial line agencies.	Training at all levels is continuing with the support of FAO's team, UNDP's 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.
	(iv) Develop a selection process and	Different draft classification systems have

Project Outputs		
Description	Indicators / Targets	Status
	identify communities for organization.	been prepared and a final community fisheries site classification system was approved at a workshop held in the first quarter of 2006.
b) Communities are empowered:	(i) Activate commune councils and appropriate village-level structures for natural resource management.	Work is ongoing to fulfill requirements for membership, elections, and by-laws to apply for legal recognition of community fisheries.
	(ii) Conduct community organization for natural resource management.	Coordination and interaction with NGOs is being maintained. The NGO supply potential and some NGO service needs have been identified.
	(iii) Review boundaries and describe community resources rights.	Boundary delineation is ongoing. Digitalization and resources mapping have started and are gradually being incorporated into community fisheries area maps.
	(iv) Encourage formulation by communities of natural resource management plans.	Draft technical guidelines on natural resource management planning have been developed.
	(v) Conduct independent progress audits.	Independent progress performance audit are scheduled to start in late 2006.
c. Technical packages in support of sustainable livelihoods are evaluated:	(i) Survey previous and ongoing approaches to technical packages based on sustainable natural resource management.	The collaboration of FAO's team with the PIUs to enable participatory design of sustainable livelihood alternatives at village level in all provinces is completed.
	(ii) Recommend selected technical packages based on sustainable natural resource management for replication of further development.	Work to assess the viability and compare the advantages of various potential alternative livelihood development activities in communities is completed.
3. Building Management Capacity for Biodiversity Conservation in the TSBR a. Capacity for management is enhanced:	(i) Establish and equip protected area management units and core area management centers.	Project office has been established and project vehicles and equipment have been procured. Construction of the Prek Toal Core Area Management Center is substantially complete.
	(ii) Institute a process for identifying additional core areas and fish sanctuaries.	A procedure for development of core area management plans has been agreed and plan preparation for Prek Toal has been initiated.
	(iii) Formulate and implement staff training for protected area management and biodiversity conservation.	Domestic and international training specialists have been in place since August 2005, have completed an initial needs assessment, and are proceeding with curriculum design for training.
b. Systems for monitoring and management are developed:	(i) Design and implement a biodiversity monitoring system.	A biodiversity monitoring program designed by the Wildlife Conservation Society and integrating their ongoing activities has been approved by all parties. The program is under implementation and addresses long-term monitoring, protection of biodiversity, and control of exotic species.
	(ii) Establish a rapid-response mechanism for seasonal protection of biodiversity.	A biodiversity monitoring program designed by the Wildlife Conservation Society and integrating their ongoing activities has been approved by all parties. The program is under implementation and addresses long-term monitoring, protection of biodiversity, and control of exotic species.
	(iii) Develop a strategy, carry out an awareness campaign for the control of exotic species, and conduct management trials.	A biodiversity monitoring program designed by the Wildlife Conservation Society and integrating their ongoing activities has been approved by all parties. The program is under implementation and addresses long-term monitoring, protection of biodiversity, and control of exotic species.
	(iv) Develop and implement a strategy to enforce laws and regulations in and around the core areas and other important sites.	A biodiversity monitoring program designed by the Wildlife Conservation Society and integrating their ongoing activities has been approved by all parties. The program is under implementation and addresses long-term



Project Outputs		
Description	Indicators / Targets	Status
		monitoring, protection of biodiversity, and control of exotic species.
	(v) Identify income-generation activities that directly threaten biodiversity in the core areas and develop alternative livelihoods to modify these activities.	A biodiversity monitoring program designed by the Wildlife Conservation Society and integrating their ongoing activities has been approved by all parties. The program is under implementation and addresses long-term monitoring, protection of biodiversity, and control of exotic species.
(c) Biodiversity conservation awareness, education, and outreach are promoted	(i) Develop and implement an environmental awareness, education, and outreach program (EAEOP) for the TSBR.	Livelihoods specialists recruited.
	(ii) Provide floating environmental education centers.	The three floating centers to be located in Stung Sen Core, Pursat and Kompong Chhnang provinces are under construction.
	(iii) Incorporate the EAEOP into selected schools around the TSBR.	Environmental education has been promoted through subcontracts with Osmose (in Prek Toal, Battambang), Save Cambodia Wildlife (in Kompong Chhnang & Pursat), Cambodian Family Development Services (in Pursat), and the TSBR Secretariat (in Stung Sen & Boeung Tonle Chhmar).

### Key Project Inputs

(Loan Categories from LFIS/Logical Framework)

Remarks(Loan Categories from LFIS/Logical Framework)	Remarks
Civil works	Rehabilitation of PIUs is complete.
Equipment, Vehicles & Boats	Procurement of office equipment, motorcycles and speed boats have been completed.
Training/Workshops	Training of PIO/PIU staff are continuous.
Consulting Services	International and domestic consultants have been fielded.
Aerial Photography & Mapping	Aerial photography and production of orthophotomaps completed.
Surveys, Investigations & NGO Contracts	A baseline survey was completed in April 2005.

### Key Assumptions/Risks (Input-Output)

Assessment of Current Status Key Assumptions/Risks (Input-Output)	Assessment of Current Status
1. Regulatory and management framework improvement feed into the common policy objectives formulated by TSBR Secretariat.	
2. Preferred approach to community organization is sufficiently practicable to enable rapid replication.	
3. Staff of suitable quality and orientation are made available and are retained.	
4. Suitable NGOs are contracted for community organization and ground truthing.	
5. Cooperation with other international bodies and agencies is forthcoming (e.g. Mekong River Commission, Oxfam-America).	

### Implementation Progress

Rating Criteria	Rating (HS, S, PS, U)	Remarks
1. Project Implementation	HS	
2. Change in Project Scope	S	
3. Change in Implementation Arrangements	S	
4. Project Costs	HS	
5. Counterpart Funding/Cofinancing	HS	
6. Major Covenants (exclude #7 below)	S	
7. Audited Project Accounts and Corporate Financial Statements	S	
<b>Overall Rating</b>	<b>S</b>	

**Design Changes**

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**Recent Development (Date: 30/06/2006)**

A review mission was fielded from 24 April to 3 May 2006. The Mission estimates overall physical progress at 55%, broadly in line with the period elapsed under the loan. The Mission recommended several follow-up actions to accelerate and promote the efficient, effective, and sustainable accomplishment of project outputs, and to meet the Project's objective.

Problems with IP	
Description	Action Taken/Proposed

Update Control

Christopher J. Wensley; Cynthia R. Garcia; Eileen T. Quisumbing; Homer B. Taylor; Olivier D. Serrat

Last updated by

Olivier D. Serrat

**Potential Problem Project**

Rating Criteria	Flag (Yes/No)	Actual Rating	Remarks
1. Project Implementation Delays	No	HS	
2. Poor Compliance with Covenants	No	S	
3. Established, Staffed, and Operating PMU/PIU	No	HS	
4. Fielding of Consultants	No	S	
5. Shortage of Counterpart Funds/Cofinancing	No	HS	
6. Cost Overrun	No	HS	
7. Poor Compliance with Audited Project Accounts and Agency Financial Statements	No	S	
8. Environmental or Social Problems	No	S	
9. Significant Disbursement Delays	No	82.28	$1.684 / 2.047 = 82\%$
10. In Risk Sector in a Country with History of Past Problems	Yes	67%	
11. Project Fielded Missions	No	39	
Overall Rating	No		< 4 flags

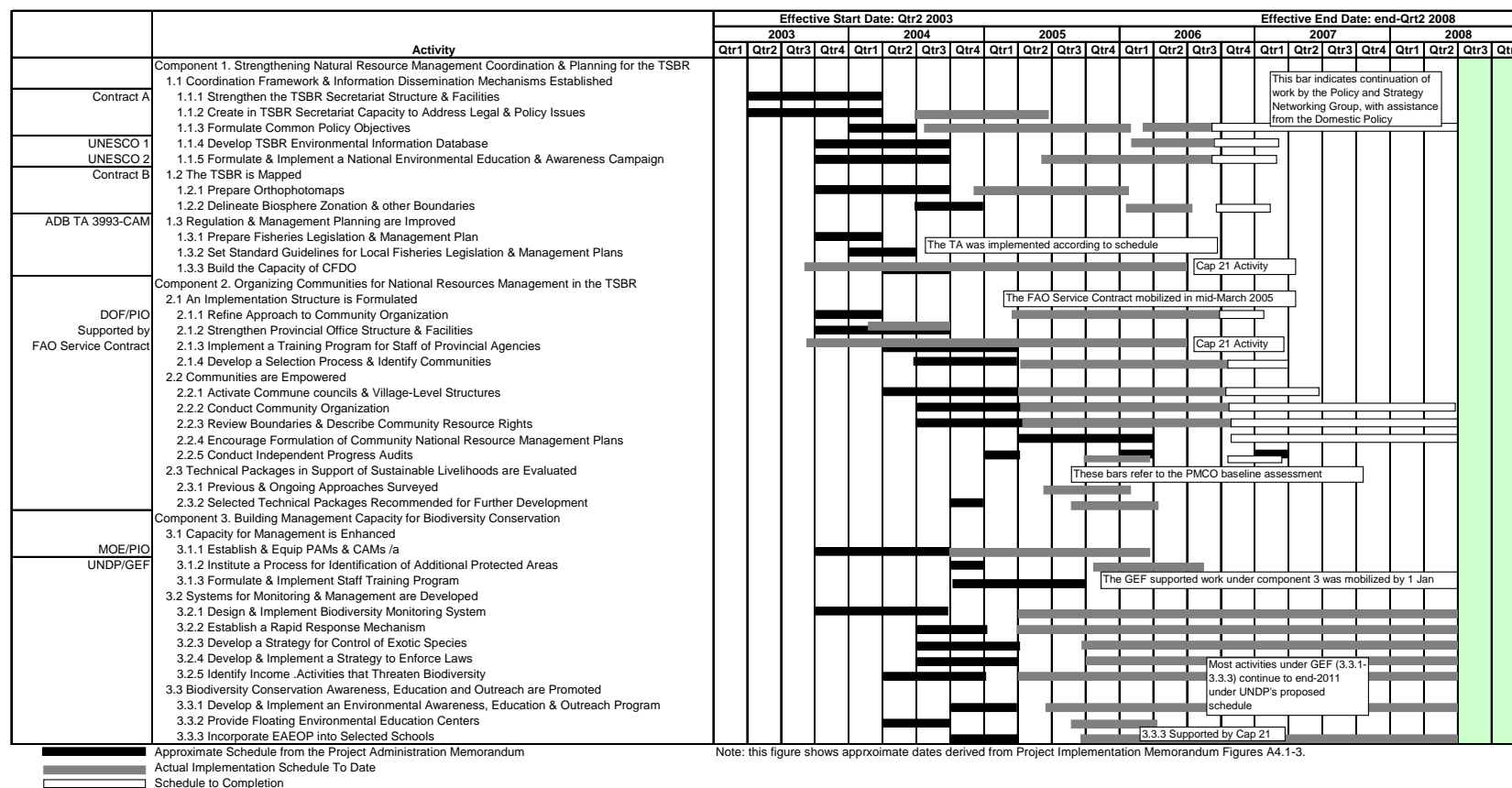
**Override PP Rating (for COPP use only)**

New PP Rating:	Effective Date:	Date of Lifting:
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Justification for Override	Justification for Lifting

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 Last Updated by : COSO Monthly Uploading  
 Last Modified on : 18/08/2006 05:52 AM  
 Created on : 06/12/2002 09:46 AM

## REVISED IMPLEMENTATION SCHEDULE



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

Name	Organization
Neou Bonheur	Project Coordinator, Tonle Sap Environmental Management Project
Eng Cheasan	PIO Head, DOF, Tonle Sap Environmental Management Project
Ly Vuthy	Chief, Community Fisheries Development Office, Department of Fisheries, Ministry of Agriculture, Forestry, and Fisheries
Hak Ponnarin	Deputy Chief, Ministry of Economy and Finance
Tim Whittington	Project Management Advisor, Tonle Sap Environmental Management Project
Ernst Petersen	Fisheries Management Advisor, Tonle Sap Environmental Management Project
Olivier Serrat	Senior Project Economist, ADB
Cynthia Garcia	Project Administration Officer, ADB
Roy Fenn	Deputy Tonle Sap Initiative Coordinator