

# From Strategy to Practice

The Tonle Sap Initiative



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# Executive Summary

**T**he Tonle Sap is a natural phenomenon whose unusual qualities derive from the 100-kilometer long Tonle Sap River that drains it into the Mekong River at Phnom Penh. During the rainy season, the level of water in the Mekong River exceeds the elevation of the lake and forces the Tonle Sap River to flow upstream. The Tonle Sap ecosystem is defined by this flood-pulse and the lake swells in response from about 2,500 square kilometers to as much as 16,000 square kilometers. Fish, reptiles, birds, mammals, and plants thrive on this reverse hydrology. The fisheries of the Tonle Sap shore up the livelihoods of more than 1 million people and satisfy most of the dietary animal protein, calcium, and vitamin A requirements of Cambodia's population. Its monsoon-fed waters still renew farmland. However, consumptive use of natural capital is intense. On the lake, overexploitation of fisheries and wildlife, rapid conversion of the flooded forest to agriculture, and harvesting of fuel wood are ever greater perils. In the watersheds, deforestation is destroying habitats, impairing water and soil quality, and increasing siltation.

How to protect the ecological base of the Tonle Sap was put to investigations as long ago as 1993, when a royal decree designated the lake as a multiple use management area. In 1997, the United Nations Educational, Scientific, and Cultural Organization nominated the lake as a biosphere reserve. Nomination led to the classification of ecological zones that were susceptible to current or foreseeable threats and that, justifiably, should be protected from certain forms of neglect or intrusion. In 2003, the Tonle Sap Basin Strategy was drafted.

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 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.

The Tonle Sap Initiative is more than 4 years into implementation. This report fleshes out its strategic frame of reference and explains how the operating principles of the Tonle Sap Basin Strategy are being acted upon to move from strategy to practice. It also illustrates the contribution that the Tonle

Sap Initiative makes to managing for development results and effectiveness.

The Tonle Sap Basin Strategy was published in 2005 to offer a formal knowledge product that has implications for development thinking. This report is presented as a resource and reference guide. It is not intended as a prescription to successful strategy work.















# The Tonle Sap

1. The Tonle Sap forms a natural floodplain reservoir in the depression of the Cambodian plain. It is fed by three main perennial and numerous erratic tributaries draining higher ground covering 85,000 square kilometers (sq km), or 44% of Cambodia's land area. It discharges southeastwards through the Tonle Sap River, which joins the Mekong River at Phnom Penh. When the level of the Mekong River is high, the flow of the Tonle Sap River reverses: water is pushed into the lake, raising its level by up to 10 meters and enlarging its area from 2,500–3,000 sq km in the dry season to 10,000–16,000 sq km in the rainy season. This unique hydrological cycle and the vast areas of seasonally flooded low forest and shrubs that it creates, in a tropical climate, result in very high biodiversity of fish, reptiles, birds, mammals, and plants and engender exceptionally prolific fisheries. Migratory colonies of large water birds, some of which are endangered and of global significance for biodiversity conservation, come to breed. The fisheries directly support more than 1 million people, who have no alternative livelihoods, and provide the single largest source of dietary animal protein, calcium, and vitamin A for Cambodia's young and rapidly growing population.<sup>1</sup> The biologically rich flooded forest and the flooded areas offer seasonal breeding and nursery grounds and forage areas for fish that subsequently migrate via the Mekong River to other parts of the Greater Mekong Subregion, thereby providing a regionally vital

resource. Agriculture is also carried out as floodwaters recede.

2. The Tonle Sap is under severe pressure, and consumptive use of its natural capital is intense. Never has the lake been called upon to supply so much to so many, yet there are many threats to its ecosystem. Its fisheries and wildlife are overexploited and the flooded forest is being destroyed by rice cultivation and collection of fuel wood.<sup>2,3</sup> In the watersheds, deforestation is devastating habitats, leading to siltation with attendant harm to water and soil quality.<sup>4</sup> Thus, despite the lake's inherent richness, poverty indicators in the Tonle Sap basin, in which 4.5 million people or 35% of Cambodia's population live, are even worse than those that typify the national population as a whole or other parts of the country. Between 40% and 60% of households in the provinces that adjoin the lake are below the official poverty line, with a peak of 80% in some areas.<sup>5</sup> Many households are entirely dependent on fishing and foraging, with access to common property areas often under dispute. Because of the large number of male fatalities in the 1970s and 1980s, there is a disproportionately high level of female-headed households, which are especially disadvantaged. The communities that dwell on or near the lake also include ethnic minorities that are excluded from decision making. The intense harvest of natural capital is not just a concern of national importance: it also has serious transboundary repercussions.

<sup>1</sup> With an annual production of 300,000–400,000 metric tons, of which the Tonle Sap accounts for about 60%, Cambodia's inland fisheries rank first in the world for their productivity and fourth for their total catch despite the small size of the nation. Their contribution to income, employment, and food security is higher than in any other country.

<sup>2</sup> Overexploitation has led to smaller average catches, biodiversity loss, worsening poverty for many fish-dependent households, weaker access rights for the poor, and escalating conflict.

<sup>3</sup> In 1997, satellite imagery revealed less than 20,000 hectares of flooded forest, compared with about 370,000 hectares in 1992 and about 795,000 hectares in 1985.

<sup>4</sup> Forest cover has declined from 73% of total land area in 1970 to 58% now.

<sup>5</sup> They are Battambang, Siem Reap, Kompong Thom, Kompong Chhnang, and Pursat.

## Threats to the Tonle Sap

Climate Change	Cumulative Impact of Built Structures on the Hydrology of the Mekong Basin	Deforestation of the Watersheds	Agricultural Expansion
Industrial and Urban Pollution	Conversion of the Flooded Forest to Agriculture	Overexploitation of Fisheries and Wildlife	Agricultural Runoff
Mining	Habitat Fragmentation	Collection of Fuel Wood from the Flooded Forest	Introduction of Non-native Species

Source: ADB. 2004. *Future Solutions Now: The Tonle Sap Initiative*. Manila.

3. What can be done? In 1993, a national protected areas system was decreed. It designated seven national parks, nine wildlife sanctuaries, three protected landscapes, and three multiple use management areas. Several of these are sited in the Tonle Sap basin. The Tonle Sap itself was designated as a multiple use management area with the intent to conserve natural resources to sustain economic activities. In 1997, the Tonle Sap was nominated as a biosphere reserve under the Man and the Biosphere Program of the United Nations Educational, Scientific, and Cultural Organization. In 2006, the Tonle Sap and its floodplains were identified as a critical part of the Greater Mekong Subregion Biodiversity Conservation Corridors Initiative.<sup>6</sup> The challenge is to achieve the right balance between production and preservation: this can only be accomplished by casting management within a basin-wide strategy.<sup>7</sup>

4. In 2003, the Tonle Sap Basin Strategy was drafted. It gave geographical focus to the Country Strategy and Program (CSP), 2005–2009 and forms the basis for setting priorities

and planning assistance in the Tonle Sap basin in effective and efficient ways. Such an approach is consistent with the Asian Development Bank (ADB)'s water policy, its support to basin management organizations, and a worldwide trend towards managing land, water, and biotic resources within a framework of basin units.

5. The Tonle Sap Initiative recognizes the growing function of knowledge—local, regional, and global—in the advancing of development. The Tonle Sap basin has provided a good practical example of a basin-wide approach and, in 2005, the Tonle Sap Basin Strategy was published to share, primarily with ADB staff, a formal knowledge product that has implications for development thinking.<sup>8</sup> Since then, much has been learned from implementation that also makes a contribution to managing for development results and effectiveness. This report is offered as a resource and reference guide to ADB staff. Much as the Tonle Sap Basin Strategy, it may also appeal to organizations and people having interest in the Tonle Sap and, more broadly, in strategic planning.

<sup>6</sup> The Greater Mekong Subregion Biodiversity Conservation Corridors Initiative seeks to counterbalance the potential adverse effects of the development of regional economic corridors that may adversely affect critical ecosystems and high-value biodiversity areas resulting in fragmentation of natural landscapes. Available: [www.wadb.org/projects/gms-biodiversity/default.asp](http://www.wadb.org/projects/gms-biodiversity/default.asp).

<sup>7</sup> Strategy is the overall process of deciding where one wants to get to and how one will get there. It involves the selection of guiding principles to give context and coherence to action.

<sup>8</sup> ADB. 2005. *The Tonle Sap Basin Strategy*. Manila.



**All this will not be finished in the first one hundred days. Nor will it be finished in the first one thousand days; nor in the life of this administration; nor even perhaps in our lifetime on this planet. But let us begin.**

John F. Kennedy



# Strategic Frame of Reference

6. Despite worldwide attention to strategic planning, the notion of strategic practice is surprisingly new. This owes to widespread perception that strategic reversals owe to strategic miscalculations—the strategy was not sufficiently perceptive, imaginative, or visionary. Alternatively, it was too much of a good thing. But the truth is that strategic reversals are quite commonly failures of execution. In many cases, a strategy is abandoned out of impatience or because of pressure for an instant payoff before it has had a chance to take root and yield results. Or, its focal point is allowed to drift over time.

7. To draw a strategy is relatively easy but to execute it is difficult. Strategy is both a macro and a micro phenomenon that depends on synchronization. For that reason, it is worthwhile to examine a few elements of a disciplined process for systematically reviewing, evaluating, prioritizing, sequencing, managing, redirecting, and, if necessary, even canceling strategic initiatives.

## Scenario Thinking

8. Strategic planning stands for the unrelenting process of making decisions systematically with the greatest intelligence of their futurity, organizing the efforts necessary to carry them out, and measuring outcomes against expectations with feedback and self-control. The short term calls for strategic decisions as much as the long-term. However, planning must take account of unpredictability and should not stake everything on one possible scenario. It must develop a small set of distinct scenarios covering the main areas of uncertainty and all plausible futures.

9. A scenario is an internally consistent view of the future. Scenario thinking is the process of generating and analyzing a small set of different futures. In discrete steps, it: (i) reveals the focal issue, (ii) characterizes factors and players, (iii) lists driving forces, (iv) ranks driving forces, (v) fleshes out scenarios, (vi) draws implications, and (vii) selects indicators. The end-result of building scenarios is not an accurate prediction of tomorrow but better thinking about the future. Moreover, since scenarios provide a context for decisions, better thinking should lead to decisions that are more robust. As events unfold, it is necessary to continue to review whether plans fit the realities of environment, economy, society, polity, and technology. If they do not, how can one discard them, or at least stop devoting more resources to their perpetuation?

## Navigating A Strategy

10. To navigate a strategy, one must maintain a balance between strategizing and learning modes of thinking. This is achieved by more skillful action within the environment, in which the aim to make sense of an environment one finds puzzling is balanced by adaptive learning.

**Set your course by the stars,  
not by the lights of every  
passing ship.**

Omar Bradley





**It is a bad plan that admits of no modification.**

Publilius Syrus

11. Strategizing involves a vision, a goal, a blueprint for the future, and a plan on how to get there. In almost any field of human activity, the factors and players that interact to create both the present and the future are complex and numerous. They include market forces, globalization, regionalization, natural resources, information flows, media, culture, and governance. Theories call for abstractions; for that reason, they apply only in a few domains.

12. Learning adheres to the same principles as the process of evolution. The events that unfold suggest new hypotheses, based on which one decides on the next steps. In a state of uncertainty, there is little alternative to adaptation. Only through action can organizations and people participate and gather the experience that both sparks and is informed by the process of learning.

## Strategy as Practice

13. Execution is a process. It is not an action or a step and it rests on more people than strategy formulation. Strategy as practice means treating earnestly the habits of



## Navigating A Strategy

Strategizing	Learning
Predicting and Controlling	Participating
Theorizing	Experimenting
Choosing Directions	Enabling Natural Selection
Solving Problems	Building Capabilities
Challenging Others	Listening to Others
Explaining	Interpreting
Seeking the Truth	Seeking What Works
Desiring the Future	Trusting Fate

Source: Adapted from van der Heijden, Kees. 2004. Can Internally Generated Futures Accelerate Organizational Learning? *Futures* 36: 145–159.

practitioners. It reconciles the dichotomy between strategy and learning. Therefore, the practice perspective is concerned with managerial activity, that is to say, with how managers do strategy. There are exciting moments in this, such as the grasping of situations, the begetting of ideas, and the identification of opportunities. But there is also the daily fare, including the routine of planning and budgeting each year, the sitting in committees, the writing of official documents, and the making of presentations. Here, attention to detail and persistence count as much as foresight: at all times, questions of suitability, feasibility, and acceptability must be asked and answered.<sup>9</sup> It is best to factor in smaller steps, celebrate their achievement, and move sequentially. The practice perspective embodies concern for the effectiveness and efficiency of strategists and not just of organizations. It connects to structured thinking; building, organizing, and working teams; appraising options; creating support mechanisms; assigning and holding responsibilities and accountability; choosing the right metrics; planning delivery; monitoring results; evaluating performance; and managing stakeholders and communications. Strategies that are not deliverable are of no use.

**Plans are only good intentions  
unless they immediately  
degenerate into hard work.**

Peter Drucker



<sup>9</sup> Do the proposed actions address key issues and will they deliver desired outcomes? Can the proposed actions be delivered with the potential resources? Is there sufficient support to legitimize the proposed actions?



# The Tonle Sap Basin Strategy

## Operating Framework

14. The Tonle Sap Basin Strategy was formulated in support of the CSP, 2005–2009 and forms the basis for setting priorities and planning assistance in the Tonle Sap basin in effective and efficient ways.<sup>10</sup> The development objectives are to foster, promote, and facilitate: (i) pro-poor, sustainable economic growth, (ii) access to assets,<sup>11</sup> and (iii) management of natural resources and the environment. The strategic principles are: (i) sustainable livelihoods, (ii) social justice, and (iii) a basin-wide approach. To deliver assistance in effective and efficient ways, operations are anchored in operating principles: (i) a long-term perspective, (ii) selectivity and concentration, (iii) partnerships, (iv) country ownership and delegation, (v) informing and listening, and (vi) judicious use of funding modalities.

15. The strategy focuses on two core areas: (i) rural development and the environment, and (ii) human development. Crosscutting themes ensure that attention is paid to: (i) vulnerable groups, (ii) governance, (iii) resource cooperation, and (iv) the private sector. Implementation of the strategy affords a significant and positive contribution to basin management; offers possibilities for cooperation to balance mounting demands on the lake's land, water, and biotic resources; and encourages continuity, gives confidence to stakeholders, and presents opportunities to resolve current and future challenges. This concentration catalyzes other assistance.

16. The Tonle Sap Basin Strategy marked the introduction of basin-level strategic planning in Cambodia. The strategic planning process is iterative and provides regular opportunities for inputs in support of: (i) the CSP, 2005–2007 and its annual updates, (ii) the National Strategic Development Plan, 2006–2010, (iii) the Rectangular Strategy for Growth, Employment, Equity, and Efficiency in Cambodia, 2004, (iv) the goals of the United Nations Millennium Declaration, and (v) Cambodia's international obligations vis-à-vis the Tonle Sap. The particulars of ADB's thematic and sector support are laid out in the CSP, 2005–2007 and its annual updates.



<sup>10</sup> Assistance will be less effective if it is extended in uncoordinated fashion and if its recipients cannot meet terms and conditions or have difficulty absorbing the advice given.

<sup>11</sup> Assets can be divided into human, social, natural, physical, and financial capital. The structures and processes that affect these assets are institutions, policies, legislation, culture, and power relations. They determine access, terms of exchange, and returns; shape the livelihood strategies of the poor; and govern their outcomes.

## Tonle Sap Basin Strategy Operating Framework





# Operating Principles

## Long-Term Perspective

17. The tasks of multilateral and bilateral agencies include improving policy; developing institutions; creating and strengthening productive capacity, infrastructure, and services; and promoting resource cooperation. These are enduring tasks. They depend on continuity of interventions: one-shot projects are of limited sustainable value and fail to build commitment.

## Selectivity and Concentration

18. ADB cannot be active in every sector and throughout the country: too many issues demand attention. ADB must understand

what can realistically be achieved and be selective with the limited assets at its disposal. Concentrating a portion of them in targeted sectors in the Tonle Sap basin is more conducive to impact. Assessing core competences against issues in consultation with stakeholders helps to prioritize.

## Partnerships

19. Partnerships are formally recognized collaborative and mutually beneficial activities. Selection of partners is guided by the principles that partnerships should: (i) have a shared vision of needs and how they can be addressed, (ii) be participatory, with sharing of responsibilities and accountability, (iii) have complementarity of skills between partners, (iv) be within priority areas of ADB and those of partners, and meet the conditions set by them, and (v) result in



ADB's knowledge benefiting the partners' activities and vice-versa.

### **Country Ownership and Delegation**

20. Country ownership must be evident in the political commitment to reforms, programs, and projects. At the same time, multilateral and bilateral agencies remain accountable for ensuring that loan and grant projects proceed only where the policy and institutional framework is conducive to the achievement of their development objectives. Having effectual field offices is one means of striking the right balance between national ownership

and the involvement of multilateral and bilateral agencies. Quality and excellence in delivery of interventions hinge on knowledge of the local context and a local presence.

### **Informing and Listening**

21. Disclosure of information has become an operating principle for all multilateral and bilateral agencies. In the last 10 years, they have done much to improve the flow of information to governments, nongovernment organizations (NGOs), the private sector, academics, researchers, teachers, specialists, and the media. They attempt to encompass in their messages the views and interests of this large and diverse audience, including critical views and insights. In May 2003, ADB approved a new mechanism to address the concerns of persons affected by ADB-assisted projects. It consists of two complementary functions—a consultation phase and a compliance review phase. In June 2005, ADB enhanced disclosure and exchange of information with a new public communications policy that enables greater access and expands opportunities for those affected by ADB-assisted projects to influence decisions that shape their lives.

### **Judicious Use of Modalities**

22. A central function of ADB is to act as financial intermediary. It raises funds through borrowings in international capital markets for development that otherwise would not be financed or, if so, on less favorable terms. It also acts as a channel for concessional funds provided by donor countries to accelerate development in poor countries that lack the capacity to borrow sufficiently. These intermediation and channeling functions are supported by expertise, experience, and policies that give direction and precision to the financing provided. ADB provides a range of funding modalities. The policy and associated procedures for each define what the tool is and how it is to be used. On occasion, new modalities are introduced and tested to meet new circumstances.







## Operating Outputs

23. To accomplish in the two core areas of intervention the development objectives of the Tonle Sap Basin Strategy, the Tonle Sap Initiative delivers specific annual operating outputs:

**Investment approvals.** Investment approvals of loan and grant projects are planned, programmed, approved, and monitored by sector and subsector. Their impact, outcome, outputs, implementation, and cost and financing arrangements are defined by the development objective each seeks to accomplish as well as the crosscutting theme that it addresses.

**Technical assistance approvals.** Technical assistance (TA) approvals place

he accent on change management, policy development, and capacity building.<sup>12</sup>

**Efficiently managed portfolios.**

The efficient management of the investment approvals of ADB is an annual operating output. Performance is reflected in the health of the portfolio as assessed against established project performance criteria. Efficiently managed portfolios are given great import because of ADB's sharpened attention to managing for development results and effectiveness.

**Resources and cofinancing mobilized.** An essential aspect of ADB's duty as a catalyst of development is the financial capital mobilized as an effect of its assistance. In all cases, the concept of additionality is emphasized.

<sup>12</sup> Project preparatory technical assistance (PPTA) is not an operating output of ADB. It is a supporting activity leading to investment approval.



# From Strategy to Practice

## Long-Term Perspective

### Attributes

24. A long-term perspective implies selectivity. Selectivity, in turn, must be defined in the context of the CSP 2005–2009, which sets long-term targets and performance benchmarks against which to gauge development results and effectiveness. Thus, ADB's operations in the Tonle Sap basin, guided by the basin-level strategic planning and by agreement with the Government, are far more selective than elsewhere, converging on sectors and areas where ADB has obvious strengths and competences and can maintain engagement.<sup>13</sup>

### Operating Outputs and Activities

25. The Tonle Sap Initiative's interventions are phased geographically and temporally. Starting at the core of the lake, loan, grant, and TA projects are planned over an eight-year period that works outward to the basin's watersheds. At the center of the practical expression of the Tonle Sap Basin Strategy is the recognition of a broad ecological zoning of the basin and 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.

26. Converging on the core areas and the buffer zone of the biosphere reserve, an environmental management project tackles the central issue of conservation within the reserve. Two of the project's components deal with this directly. The first reinforces natural resource management coordination and

planning by establishing coordination framework and information dissemination mechanisms; mapping the biosphere reserve; and improving regulation and management planning. Closely allied to that is building management capacity for biodiversity conservation; developing systems for monitoring and management; and promoting biodiversity conservation awareness, education, and outreach. In addition, in recognition of the fact that the Government's release of commercial fishing lots invites communities to organize themselves for natural resource management, the project also helps by formulating an implementation structure; empowering communities; and evaluating technical packages in support of sustainable livelihoods. In these latter aspects, the project is also setting essential groundwork for the second pillar.

27. Next, a sustainable livelihoods project concerns itself primarily with increasing access to assets for people who derive all or part of their means of living from the biosphere reserve's buffer zone. Work under the environmental management project on sustainable livelihood packages and community organization, and ADB's early support to decentralization and deconcentration through a commune council development project, feed naturally into a project that will speed up community-driven development by establishing a community livelihood fund and designing and implementing livelihood investment packages. The project will build skills and awareness for sustainable livelihoods in support. Linking back to the first pillar, this project also includes a component to safeguard the core areas by establishing an information base on core areas; instituting a management system for core areas; and

<sup>13</sup> As a multilateral agency, ADB has global perspectives, experience, and resources. Yet, being anchored in the Asian and Pacific region, it can reflect and respond to the region's development issues. The Tonle Sap is more than a national resource: it has regional and global dimensions. ADB is in a good position to communicate the Tonle Sap basin's special requirements on the global stage, mobilizing resources for poverty reduction. ADB has a strong Asian character and is perceived to be sensitive to the region's diverse social and cultural setting. As a leading player in Cambodia, it has also gathered valuable cross-sectoral experience.





**Problems cannot be solved at the same level of awareness that created them.**

Albert Einstein

laying the foundations for an improved network of fish sanctuaries.

28. The third pillar relates to the transition area, the greater part of the vast seasonally flooded area, and to the dry land beyond the lake's edge to the foothills of the watersheds. Still only at the preparatory stage a lowland stabilization project will be informed by the approaches to community-driven development articulated under the sustainable livelihoods project. The project will complement and use the same implementation arrangements and modalities as the sustainable livelihoods project so that each project will fit seamlessly into the Government's decentralization and deconcentration program. It will relieve pressure on the natural resources of the Tonle Sap through improvement of existing and

development of new livelihood activities in the lowlands. This will reduce the imperative for dryland farming communities to extract natural capital from the biosphere reserve, particularly when people migrate to the lake in the hungry months of the dry season.

29. The fourth pillar addresses the problems faced in the watersheds. A watershed management project will be prepared in 2007. As with the first pillar, the spotlight will be on conservation and, although the environment is very different from that of the core areas and buffer zone of the lake, lessons will have been learned chiefly in the areas of awareness building and education and mobilization of communities in support of environmental protection. The objective will be to slow or reverse land degradation, increase income and well-being, and reduce vulnerability. Modalities tried and tested in the sustainable livelihoods and lowland stabilization projects will again form the basis of community-driven development.

30. The strategy recognizes that one-shot projects will never resolve development concerns—and perhaps not even begin to—in a weakly performing environment such as the Tonle Sap. In elaborating the scenario

thinking behind the strategy, it was noted that one must identify and accommodate changes over time and be prepared to abandon defunct approaches. Therefore, having set about dealing with the management of the watersheds, the implementation of the strategy will circle back to the core of the lake to review progress, digest lessons, and identify modifications in the physical, social, and economic environment that will fashion the next major project in this area and so on through each ecological zone.<sup>14</sup>

## Selectivity and Concentration

### Attributes

31. To enhance performance, ADB must pursue a more circumscribed development agenda. It must delineate its strengths and weaknesses in relation to other multilateral and bilateral agencies and become far more selective and concentrated. This should be buttressed by an appropriate organization, a culture better aligned to the market place, and more robust partnerships.

### Operating Outputs and Activities

32. Striving for greater selectivity in the CSP, 2005–2009 is pursued in three ways: concentrating on two core areas of intervention, reducing the annual number of projects so that more intensified attention to design and implementation can be paid to them, and targeting projects in line with the convergence given to the CSP, 2005–2009. This has led to a more sharply demarcated program both in terms of sector concentration and in terms of geographic focus.

33. The Tonle Sap basin constitutes a natural discrete entity, is critical to the overall development of Cambodia, has far-reaching transboundary repercussions, and provides a clear geographic hub. At present,

the crucial issues facing it are the preservation of its unique biodiversity and the maintenance and improvement of the capabilities, assets, and activities that its inhabitants require for a means of living. There are other issues within the basin: for instance, some of the rivers feeding the Tonle Sap offer potential for hydropower development; Siem Reap, in particular, presents challenges as tourism revolving around Angkor Wat expands continually. ADB considers these and other such short-term and long-term issues in multidisciplinary analysis of the Tonle Sap basin. But its position is to note them without attempting to integrate all possible related developments. It is important to maintain the sectoral boundaries of the Tonle Sap Basin Strategy to ensure that the issues it purports to address are common.

## Partnerships

### Attributes

34. A partnership is a formal or informal agreement between two or more partners to work together to achieve common purposes.



<sup>14</sup> Other major projects formulated in the two core areas of intervention boost this geographic thrust. Currently, a water supply and sanitation sector project meets human development needs in the buffer zone in support of the second and third pillars.



Partnerships with multilateral and bilateral agencies, and—possibly—private foundations can compensate for resources that fall short of requirements. Partnerships with NGOs can improve operations.<sup>15</sup> However, unremitting effort is needed to meet the challenges that are associated with creating and running partnerships. Enhancing strategic alliances rooted in formal or informal partnerships requires excellence in planning, intimate awareness of the drivers of success or failure, and steadfastness in execution. Creating and running partnerships are a long-term endeavor that demands vision, organization, and determination. It is not a bolt-on or cosmetic activity.

35. Partnerships can be very tightly bound or broadly defined. Notwithstanding, they should deliver tangible benefits to the parties and they should be cost-effective. Since partnerships are formal or informal agreements, there can be no recipe. Creating and running partnerships take time and are

fraught with difficulty. Whatever the working arrangements and whatever the phase of the partnership one is in, there will be problems. The existence of commonalities of interest and memoranda of understanding offers only the promise of partnership.

## Operating Outputs and Activities

36. To advance the Tonle Sap Initiative, ADB is forging partnerships with four types of organizations: (i) executing agencies, (ii) implementation support agencies, (iii) civil society, and (iv) financing agencies. For the purpose of the Tonle Sap Initiative, civil society comprises fishers/farmers, women, children and youth, ethnic minorities, workers and trade unions, business and industry, the scientific and technological community, NGOs, and local authorities. Wherever possible, the partners are involved in several loan, grant, and TA projects so that corporate experience is built and drawn upon

<sup>15</sup> NGOs can (i) lend skills and experience to plan, implement, and evaluate projects and programs; (ii) offer models for similar projects and programs that will have a wider scope; (iii) represent marginalized groups and communities; and (iv) provide alternative perspectives on development issues.



and long-term relationships are established, in which the respective contributions of the partners may vary with time but are nevertheless maintained.

### Government

37. The charge to execute the Tonle Sap Basin Strategy lies firmly with the Government. Because of the multifaceted nature of the strategy, many ministries participate.<sup>16</sup> The need to ensure harmonization of the interests and activities of all these players has also brought attention to bear on national coordinating bodies. The Tonle Sap is Cambodia's most significant Mekong sub-basin and the Cambodia National Mekong Committee is consequently included in many loan, grant, and TA projects, working in particular through the Tonle Sap Biosphere Reserve Secretariat.<sup>17,18</sup> The Cambodia National Mekong Committee affords the natural conduit through which to feed into the implementation of the strategy the many related accomplishments of the Mekong River Commission, including its own basin plans of which one is for the Tonle Sap basin.<sup>19</sup> The Council for Agricultural and Rural Development fosters coordination among ministries, smoothing the progress of policy formulation and harmonizing assistance for agricultural and rural development. Within its wider program, ADB also supports the development of the commune councils. These will assume greater importance in the execution of the strategy as the financial managers of the funds allocated to community-driven development.

### Implementation Support Agencies

38. Two multilateral agencies are prominent partners in the strategy. From the onset, the Food and Agriculture Organization of the United Nations has been involved in the coming together of communities for natural

resource management and the drafting of legislation in support of these. The WorldFish Center is working closely with the Inland Fisheries Research and Development Institute, its function evolving from leader to supporter with the two organizations now geared to work in partnership. Consulting firms and individual consultants are also engaged to deliver preparation, implementation, and advisory services. Customarily, these are to study, design, and organize specific projects, counsel executing and implementing agencies, conduct training, and transfer knowledge.

### Civil Society

39. The practical expression of the Tonle Sap Basin Strategy draws widely on civil society prominent among which are the following:

**NGOs.** Live and Learn Environmental Education has established itself as an agent of the strategy's commitment to environmental



<sup>16</sup> So far, the ministries include the Ministry of Agriculture, Forestry and Fisheries; Ministry of Environment; Ministry of Interior; Ministry of Planning; Ministry of Public Works and Transport; Ministry of Rural Development; and Ministry of Water Resources and Meteorology.

<sup>17</sup> The Cambodia National Mekong Committee has a membership of 10 ministries and a linkage with the Mekong River Commission. It advises the Government on all matters related to the formulation of water policy, strategy, management, preservation, investigation, planning, and restoration and the development of the water and other natural resources of the Mekong River basin in Cambodia.

<sup>18</sup> The Tonle Sap Biosphere Reserve Secretariat was established in 2001 in response to the growing need for coordination and planning. Its establishment affirms the Secretariat's legitimacy as the coordinating body for the Tonle Sap and, thereby, its influence in all sectors of government.

<sup>19</sup> The Mekong River Commission has prepared basin plans that specifically address transboundary issues.

**You cannot escape the  
responsibility of tomorrow  
by evading it today.**

Abraham Lincoln

education and awareness. It has both run TAs and contributed to components of larger loan and grant projects. The Community Based Natural Resource Management Learning Institute is building skills and awareness at provincial, commune, and village levels in advance of the commencement of project activities. The Cambodia Development Resources Institute has opened a learning resource center on the Tonle Sap and proposes to expand it.

**Community organizations.** While the current attention is to community fisheries, other community organizations will assume progressively heavier responsibilities and accountability for identifying, planning, and implementing ADB-assisted activities. This accords with the Government's decentralization and deconcentration program and underlies the design of the sustainable livelihoods project.

### **Financing Agencies**

40. ADB has continually invited inputs from multilateral and bilateral agencies for implementing the Tonle Sap Basin Strategy. The Government of Finland is prominent among these: it has been closely involved from the earliest days, financing individual TAs and cofinancing larger grant projects. Other financial support has come from the Global Environment Facility, Government of Japan, Government of the United Kingdom, Agence Française de Développement, Government of the Netherlands, United Nations Development Programme, and Wildlife Conservation Society.

# Country Ownership and Delegation

## **Attributes**

41. Country ownership implies participation through institutions.<sup>20</sup> Therefore, encouraging country ownership requires understanding of how participation grows out of democratic processes, how these processes depend on the structure of institutions, and how institutions originate from—and are supported by—resources. To begin, participation is essential. Privileged minorities seldom approve of reforms and concentration of political, economic, or social power in their hands can retard development. Five questions must be asked. Who initiates? Who participates? Who decides? Who controls? Who benefits? If it is the people, then development activities are likely to succeed—bearing in mind that the chance to take part hangs in turn on access to information, freedom of association to hold discussions, and arrangement of regular meetings at which officials and representatives can listen and respond to communities and account for the delivery of outputs.

42. It follows that institutions should be located at three levels:

**Community.** At the community level, a viable institution reflects the ideas, interests, and needs of communities. It has their confidence and the strength to communicate their views to higher authorities. Naturally, this assumes a degree of decentralization of decision-making. It presupposes, too, a capacity to act on responsibilities and accountability. Above all, perhaps, the right to organize must exist.

**Region.** At the regional level, a viable institution possesses a mix of technical, managerial, and information-handling skills. It has also the ability to interpret communities to the nation and vice versa.

<sup>20</sup> Some see institutions as the rules of the game. They define, for example, a system of property rights; regulations that curb the worst forms of fraud and anti-competitive behavior; the rule of law; and socio-political arrangements that mitigate risk and manage social conflicts. Characteristically each rule performs a distinct function. But, its effectiveness hinges on being complemented and supplemented by others.

Most of all, it has a reasonable degree of autonomy, including independent revenues.

**Nation.** At the national level, a viable institution has competence in policy making, socioeconomic analysis, and technical research. It has negotiating parity with multilateral and bilateral agencies. It provides inputs to national policy making without relying on external advice. And it assists in identifying linkages between the national, regional, and community levels.

43. To equip institutions to take ownership at the appropriate level, three approaches have been employed.<sup>21</sup> They aim to: (i) improve technologies available to development managers, thereby enabling them to use resources more efficiently and to make their performance more effective, (ii) rationalize organization and procedures and adjusting structures and methods to enhance management control, save resources, sharpen efficiency, and speed the delivery of services, and (iii) firm up bureaucracies as social institutions. The three approaches are fairly technocratic, however, and have not always been fully adapted to the uncertainties, complexities, and societal pluralism that distinguish the environments in which they are applied. New approaches aspire to: (i) reform structures, (ii) reinvent operational procedures, (iii) provide appropriate motivation, (iv) build up responsibilities and accountability, and (v) eradicate corruption. More recently still, the value of enhancing managerial skills has been underscored and training institutions and programs are being established or strengthened to energize the instrumental, political, entrepreneurial, interorganizational, public interest, and performance evaluation functions of development managers.

## Operating Outputs and Activities

44. To the extent feasible, ADB delegates responsibilities and accountability to its Resident Mission. This facilitates the day-to-day performance of business, ensures on-the-spot assessment of country needs, and tailors



**Individuals may form communities, but it is institutions alone that can create a nation.**

Benjamin Disraeli

technical solutions to local realities. For the specific support of ADB's work in the Tonle Sap basin, a Tonle Sap Initiative Coordination Unit is accommodated in the Resident Mission. The unit was set up to: (i) analyze assistance that relates to the Tonle Sap Initiative, (ii) review ADB's collaborative arrangements under the Tonle Sap Initiative, (iii) identify opportunities to fortify them, (iv) draw action plans for partnerships, and (v) elaborate concept papers for TAs to give them expression.

<sup>21</sup> Esman, Milton J. 1991. *Management Dimensions of Development: Perspectives and Strategies*. Kumarian Press.



45. Just as the Tonle Sap Initiative recognizes the need for coordination of the annual operating outputs through which the strategy is effected, so the Government has met this need by putting in place a national coordinating mechanism. Under the chairmanship of the Council for Agricultural and Rural Development, an interministerial Working Group on the Tonle Sap Initiative reporting to the Council of Ministers is established, the objective of which is to assist the Government to progress the development objectives of the Tonle Sap Basin Strategy and ensure a harmonized approach to the multisectoral coverage of its loan, grant, and TA projects. It embeds high-level policy dialogue in the project cycle.

46. Attaining country ownership at the level of strategy formulation may require input from only a relatively small number of people. Putting that strategy into practice calls upon a large number of managers operating within the right policy and institutional framework and having appropriate managerial, financial, and technical skills. Much building of

capacity is required for the country to attain real ownership of and the ability to implement the strategy. Between 1975 and 1979, the Khmer Rouge destroyed Cambodia's human and social capital, forcing the nation to reconstitute. As a protectorate of Viet Nam, Cambodia underwent another decade of isolation from the international community in the 1980s, cutting links to assistance. The challenges that Cambodia faces are of greater intensity and thus require more work, time, capabilities, and resources to surmount than elsewhere. Therefore, emphasis is placed on fostering capabilities and ensuring that an enabling environment exists.

### **Institutional Development**

47. The Tonle Sap Initiative sponsors institutional development as an adjunct to the basin-wide approach. Through a series of advisory technical assistance (ADTA) projects, two completed and three pipelined up to 2009, a Tonle Sap basin management organization is being developed. Recognizing the strategic imperative of drawing as much



as possible on existing institutions the basin management organization will be structured around the Cambodia National Mekong Committee and its Tonle Sap Biosphere Reserve Secretariat at the central level, and will utilize existing decentralized systems at the level of the sub-basin. With this assistance, the Government has reached agreement on the model for a Tonle Sap basin management organization, its mode of operation, and the scope of necessary supporting legislation. It will comprise the Tonle Sap basin coordination committee, its secretariat, the Tonle Sap Biosphere Reserve Secretariat, sub-basin committees, provincial water sector and related resources committees and their secretariats, and district taskforces.

48. Through the environmental management project, an ADTA, and the sustainable livelihoods project, the Tonle Sap Biosphere Reserve Secretariat is being strengthened to coordinate with and fortify cooperation among government agencies, provincial authorities, and civil society. New capabilities will empower the Secretariat to: (i) serve as an information clearinghouse open to all, (ii) step up nationwide environmental education and awareness, and (iii) effect cross-sectoral policy and strategy coordination.

49. Through an ADTA and the sustainable livelihoods project, the Council for Agricultural and Rural Development is being engaged. The aims are to: (i) enable the council to better coordinate with ministries, facilitate policy formulation, and harmonize assistance for agricultural and rural development, (ii) draw up a work plan and train staff of the council to update it, and (iii) build capacity to complete critical tasks effectively, efficiently and more inclusively.

50. The Tonle Sap Initiative has also provided substantial support to the Inland Fisheries Research and Development Institute by way of the WorldFish Center. Two interrelated ADTAs have resulted in much-enhanced, if not newly created, capacity for: (i) institute management, (ii) research and development, (iii) technology transfer, and

(iv) policy development and dialogue. Right through their implementation, constant efforts were deployed to train staff of the Inland Fisheries Research and Development Institute and to lay the foundations of lasting relationships between the institute, the WorldFish Center, and leading international research centers.

51. The decision to release large areas of fishing lots for community management in 2000 has placed a considerable burden on the Department of Fisheries in the Ministry of Agriculture, Forestry, and Fisheries, which suffers from institutional weaknesses and low levels of capacity. Through the environmental management project and an ADTA piggybacked to it, the Department of Fisheries is guided to improve the regulatory and management framework for inland fisheries and organize communities for natural resource management.

### **Policy and Institutional Framework**

52. Institutions of themselves are of no use unless they operate within an enabling policy and institutional framework. ADTA to improve the regulatory and management framework for inland fisheries has provided support to the Department of Fisheries producing:

(i) comments and recommendations on the draft Fisheries Law and its Subdecree on Community Fisheries Management,<sup>22</sup> (ii) the draft Proclamation on Community Fisheries By-laws and Area Agreement, (iii) revised Guidelines for the Establishment of Community Fisheries Management Organizations, and (iv) the first-ever 5-Year General Fisheries Management Plan for the Tonle Sap.

53. Part of the assistance in establishing the Tonle Sap basin management organization addresses the formulation of policy and strategy to manage, preserve, investigate, plan, and develop water and related natural resources, with an eye in particular to conserve the functions of the biosphere reserve. All assistance is carefully targeted because governance reforms need to be prioritized,

<sup>22</sup> The Subdecree on Community Fisheries Management was signed by the Prime Minister on 10 June 2005. The King endorsed the Fisheries Law on 24 May 2006.

achievable, and appropriate to the context. The tactics are to: (i) choose the right issues and concentrate on the main causes of instability and the main capacities,<sup>23</sup> (ii) achieve discernible results in the near term, however modest, to build up momentum for future reform, (iii) steer clear of the most politically or socially controversial issues, (iv) avoid changes that are too ambitious in respect of implementation capacity, (v) ensure that reform does not wear away what capacity exists, and (vi) strengthen the responsibilities, accountability, and legitimacy of government wherever possible.

### Capacity Building

54. The building of capacity is a common thread running through the practical expression of the Tonle Sap Basin Strategy at the community, regional, and national levels. The Department of Fisheries; Council for Agricultural and Rural Development; Tonle Sap Biosphere Reserve Secretariat; and Inland Fisheries Research and Development Institute are supported at the national level. An ongoing ADTA specifically addresses capacity shortfalls and provides skills and awareness building in the form of five modules at the community and regional levels covering: (i) natural resource management and planning (community and

region), (ii) leadership and community organizing (community), (iii) networking and partnership building (community and region), (iv) project management (region), and (v) proposal and report writing (community and region). Its purpose is to build capacity to manage, engage in, and support the Tonle Sap Initiative.

## Informing and Listening

### Attributes

55. Informing stakeholders of past, ongoing, and planned activities in the execution of a strategy is with regrettable frequency conducted on an ad hoc basis. Improvisation, however, will never disseminate information successfully and can therefore cancel out the role that stakeholders might wish to play in the delivery of a strategy. Informing requires a deliberate, planned, and sustained approach covering: (i) articulation of a dissemination policy; (ii) drawing up of a dissemination plan to cover impact and outcomes, users, information content, medium, execution, obstacles, and accomplishment, (iii) development of a dissemination strategy to cover users, source, information content,

<sup>23</sup> The right issues are found where all the players have something to gain and something to lose. Genuine global public goods are often a good bet.

### Characteristics of a Successful Dissemination Plan

- 1 The plan orientates itself to the needs of users. It relies on appropriate form, language, and information content levels.
- 2 The plan incorporates various dissemination methods such as written, graphical, electronic, and verbal media. The methods include summary documents; press releases; media coverage; flyers, posters, and brochures; letters of thanks to study participants; newsletters to study participants; events and conferences; and seminars. Each method calls for its own format and means of dissemination and includes both proactive and reactive channels—that is, it includes information content that users have identified as important and information content that users may not know to request but are likely to need. The dissemination methods are more likely to succeed when their packaging and information content has been influenced by appropriate inputs from users.
- 3 The plan draws on existing capabilities, resources, relationships, and networks to the maximum extent possible. It also builds the new capabilities, resources, relationships, and networks that users need.
- 4 The plan includes effective quality control mechanisms to ensure that the information content is accurate, relevant, and representative.
- 5 The plan establishes linkages to the resources that may be required to implement the information content.



context, and medium, and (iv) utilization of dissemination tactics.

56. ADB should also receive information and two-way exchange must encompass the full spectrum of factors and players. They include: (i) national development priorities, (ii) local livelihood needs, (iii) regional cooperation, (iv) international markets, (v) overseas development assistance, (vi) NGOs, (vii) the private sector, (viii) academics, researchers, teachers, and specialists, and (ix) the media.

## Operating Outputs and Activities

57. In Cambodia, all the above factors and players are relevant. However, the national development priorities and local livelihood needs take precedence over the others and have therefore been put at the center of analysis. In implementing the Tonle Sap Basin Strategy, audiences are reached through structured access to information. In addition to formal channels of dialogue with the Government, information is made freely available to NGOs, the private sector, academics, researchers, teachers, specialists, and the media.

### Informing

58. The Tonle Sap Initiative website<sup>24</sup> frequently aggregates comprehensive information so that it may be accessed. The six monthly Tonle Sap Initiative brochures,<sup>25</sup> with a wide circulation in the English and Khmer languages, are also online there. There are powerful arguments for using the Internet to disseminate information: (i) outlay, (ii) speed and flexibility, (iii) synergies, (iv) outreach, (v) monitoring and evaluation, (vi) fundraising, and (vii) ease of storage. Through the environmental management project, efforts are deployed to: (i) build an efficient information clearinghouse mechanism, (ii) set up a database to support management planning, environmental assessment, and public information, and



(iii) establish a Tonle Sap Biosphere Reserve Environmental Information Database.<sup>26</sup> In conjunction with the Cambodia Development Resource Institute, a learning resource center on the Tonle Sap is established. The center contains written, audiovisual, and website-based information as well as extensive databases on the Tonle Sap. The center is publicized by the Cambodia Development Resource Institute's publishing unit and through networking with stakeholders.

59. The environmental management project also campaigns for environmental education and awareness. The campaign has national application and targets the general public, decision makers, the media, and school children. Special attention is given to action-based approaches in communities living within the boundaries of the Tonle Sap Biosphere Reserve. The campaign builds on accomplishments under ADB's Water Awareness Program, which funded a pilot and demonstration activity for developing and testing environmental education and awareness methodologies and tools. One output was the development of a strategic approach to environmental education and awareness and this is used to guide the

<sup>24</sup> Available: [www.adb.org/projects/tonle\\_sap/default.asp](http://www.adb.org/projects/tonle_sap/default.asp).

<sup>25</sup> ADB. Various years. *Future Solutions Now: The Tonle Sap Initiative*. Manila.

<sup>26</sup> Available: [www.tsbr-ed.org/en/default.asp](http://www.tsbr-ed.org/en/default.asp).

**Your most unhappy customers  
are your greatest source of  
learning.**

Bill Gates

campaign. In addition, ADB's Water Awareness Program funded the making of a 20-minute video documentary on how communities work together to protect the lake's natural capital and improve their livelihoods.

60. The effort to reach out is also part of a concerted effort at branding the Tonle Sap Initiative. In a globalized economy, multilateral and bilateral agencies must align vision, culture, and image:

**Vision and culture.** Does the Tonle Sap Initiative practice the values it upholds? Does its vision to be a partnership of organizations and people working to meet the poverty and environment challenges of the Tonle Sap inspire its culture?

**Image and vision.** Who are the stakeholders of the Tonle Sap Initiative? What do they expect? Does the Tonle Sap Initiative convey its vision to them effectively?

**Image and culture.** What images do stakeholders associate with the Tonle Sap Initiative? How do ADB staff and stakeholders interact? Do ADB staff care about what stakeholders think?

61. Misalignment between vision and culture would reveal that the Tonle Sap Initiative pursues development objectives that ADB staff do not understand or support (or worse still that the objectives are too grand to accomplish). Misalignment between image and vision would reveal discrepancies between the image that stakeholders have of the Tonle Sap Initiative and the vision it promotes. Misalignment between image and culture would signify confusion among stakeholders as to what the Tonle Sap Initiative stands for. To identify misalignments and correct them, it is necessary to listen.

## Listening

62. Channels for feedback are well established. Briefings are held with senior government officials, both in Cambodia and abroad, to exchange views, ideas, and concerns. These briefings are also targeted at civil society, NGOs, journalists, and executive directors of ADB. The Tonle Sap Initiative Coordination Unit plays a pivotal role in gathering the views of participants in all ongoing loan, grant, and TA projects. Extensive testing of environmental education and awareness materials was also conducted among potential users with feedback fashioning the final format of these materials. Likewise, the program for building skills and awareness at provincial, commune, and village levels was pilot tested with content modified by feedback.

## Generating Knowledge

63. On the Tonle Sap, women are particularly active in fisheries. They engage in fishing, fish cage operation, fish grading, fish processing, fish selling, and fishing gear and fishing equipment construction and repair. However, the public perception is that they do not go out fishing and that their association with fisheries is therefore not significant. They receive minimal assistance, for example in terms of training and extension services. Information on their contribution is sparse, unreliable, and does not do justice to their centrality. To enhance their role, an information base on gender issues and concerns is being established, constraints and opportunities are being analyzed, and interventions needed to enable women to participate fully in the development agenda are being investigated. The strategy developed will identify immediate entry points through the Tonle Sap Initiative.

64. Built structures such as dams, weirs, and flood control works bring social and economic benefits. But they can also alter water quantity, quality, and timing; modify flooding patterns; induce loss of habitat; affect fishery resources by blocking fish migration and access to spawning areas; and ultimately impact communities that rely on natural, especially aquatic, resources.

To improve awareness of the influence of built structures on the lake's hydrology, a database of built structures is being created; the impact of built structures on hydrodynamics and water quality is being modeled; the influence of built structures on the environment, fishery resources, and livelihood is being assessed; and policy makers and decision makers are being informed.

65. Cambodia's inland fisheries yield 300,000–400,000 metric tons of fish each year, of which about 60% originate from the Tonle Sap. The monetary worth of this fish is largely unknown, but estimates suggest a value at landing of between \$100–\$200 million and a retail value of \$250–\$500 million per annum.<sup>27</sup> Surprisingly, little data on fish trade are available. Export figures, for example, are uncertain: authorities cite a minimum of 50,000 metric tons and up to 100,000 metric tons each year. To improve awareness of trade of living aquatic resources, existing data and statistics on fresh fish, *prahoc*,<sup>28</sup> and other products for domestic consumption and export will be evaluated; trade and distribution structures and networks,

as well as actual and potential factors and players, their role, and importance will be assessed; needs for improved access to international markets and related institutional reforms will be circumscribed; and recommendations will be made to ensure that aquatic resource trade patterns are in keeping with biosphere reserve zonation principles.

66. Poverty in the Tonle Sap region has been assessed using participatory techniques.<sup>29</sup> A first-ever baseline assessment of community fisheries has been conducted and will be updated yearly. A community fisheries site assessment tool is being applied to monitor their progress toward registration under the Subdecree on Community Fisheries Management. Mechanisms are in place to continue generating knowledge with partners in continuing support of informing and listening. Other investigations relate, among others, to establishing an information base on core areas; exploring ways to improve the livelihood of the poorest fishing households; promoting biodiversity conservation awareness, education, and outreach; and



<sup>27</sup> The Mekong River Commission estimates that fisheries in Cambodia make up 16% of the gross domestic product.

<sup>28</sup> *Prahoc* (fermented fish) is made from small low-value fish such as *treylid*. After the fish are washed, the head and scales are removed. The fish are salted and dried for a few days and then stored in large ceramic pots to ferment. Families work together and businesses that make and sell *prahoch* hire many temporary workers. The protein in *prahoc* is more digestible than that in fresh fish. *Prahoc* is thus an excellent food for the elderly and the young.

<sup>29</sup> Poor people expressed just how much they depend on natural capital. They did so in terms of poor access to such things as water, fuel wood, and energy, rather than income. Inevitably, they pay most of the costs associated with environmental degradation, hazard, and conflict.

educating for protection of natural resources.

67. The generation and demonstration of knowledge at the grassroots is being achieved through a project to improve the access of poor floating communities to social infrastructure and livelihood activities. The project is (i) demonstrating alternative income-generating activities that may be viable, (ii) supporting community-based microfinance, (iii) developing and testing low-cost solutions for urgent and basic health, nutrition, water, and sanitation needs, and (iv) promoting functional literacy and vocational skills for illiterate adults and out-of-school children, especially girls.

## Judicious Use of Modalities

### Attributes

68. Lending, grant, and TA instruments must be used in ways that maximize development impact. When translated into actual assistance, this entails the use of: (i) ADTA for sector and institutional analyses and for capacity building, (ii) PPTAs and program loans where costly and thorny sector policy reforms need to be front-loaded to make investments viable, (iii) PPTAs and sector development programs where a synchronous mix of sector policy reforms and investments is desirable, (iv) PPTAs and grant or project loans where specific investments that are relatively immune from policy distortions, if any, are warranted, where the latter can be sustainably addressed, or where pilot

approaches are to be tested, and (v) PPTAs and sector loans where the policy and institutional framework is substantially in place. In most cases, ADTA should only accompany grant or loans to assist in the implementation, operation, and management of the project or program.<sup>30</sup> Policy dialogue must buttress all these lending, grant, and TA instruments, and enable ADB to build up a portfolio steadily and rationally. It goes without saying that TAs must be programmed, in the sense that they should be prioritized as an organic whole, and that this demands as much forethought as planning the program of loan and grant projects.

69. Conditionality has been a contentious aspect of policy-based lending since the 1980s, when multilateral and bilateral agencies endeavored to help developing countries adjust to the debt crisis. Among the lessons learned since is that conditionality cannot substitute for country ownership and that the composite problems of development must be tackled with country-specific solutions. Blueprints do not always work and principles matter more than prescriptions. In tandem, importance is assigned to development results and, in turn, to selectivity and concentration founded on country performance.

70. ADB's sector development programs and program loans impose conditionality. On the Tonle Sap, dialogue is framed by several questions. Does conditionality have a worthwhile role in policy-based lending? Do policy makers find it useful or intrusive? How can ADB address the tension between conditionality and country ownership, leading to decision on whether ex-ante, programmatic, process-oriented, or outcome-based conditionality is most effective? How can ADB, the Government, other multilateral and bilateral agencies, NGOs, research centers, and the private sector coordinate their approaches to reconcile the predictability of financial capital flows with responsibilities and accountability for performance?

**If the only tool you have is a hammer, you tend to see every problem as a nail.**

Abraham Maslow

<sup>30</sup> ADB introduced new pilot financing instruments and modalities in 2005, to be tested over three years, to reinforce the flexibility and client orientation of its financial products. They include: (i) a multitranche financing facility (ii) a subsovereign and nonsovereign public sector financing facility (iii) local currency lending, (v) a refinancing and restructuring facility, and (vi) financing syndications and risk-sharing agreements. Their relevance to the situation in Cambodia has not yet been explored.



## Operating Outputs and Activities

71. The loan, grant, and TA projects that support the Tonle Sap Initiative now number about 30. The trademark of the suite is its high and visible interconnectedness. Each loan, grant, and TA project is informed by and feeds into another. The benefits of interconnectedness need no explanation. Improving policy; developing institutions; creating and strengthening productive capacity, infrastructure, and services; promoting resource cooperation; and consequently achieving development effectiveness are long-term tasks. Interconnectedness promotes continuity and that builds synergies. Synergies ease planning, processing, approval, and implementation of projects. They fire up analytical capacity that is more intensive, targeted, and focused. They reduce administrative burden.

72. TAs make up the bulk of the number of the annual operating outputs. They are used to: (i) identify and formulate loan and grant projects; (ii) improve institutional capabilities; (iii) formulate and coordinate strategies, plans, and programs; (iv) undertake sector, policy, and issues-oriented studies; and (v) promote the transfer of technology. Building capacity for inland fisheries research and development and basin management figures prominently. But many studies, typically small-scale, are also used to examine specific circumstances in advance of PPTAs. They cover participatory poverty assessments, the influence of built structures on the hydrology and biology of the lake, the role of women in fisheries, aquatic resource trade patterns, dissemination of information on environmental and livelihood issues, and participatory watershed management approaches.

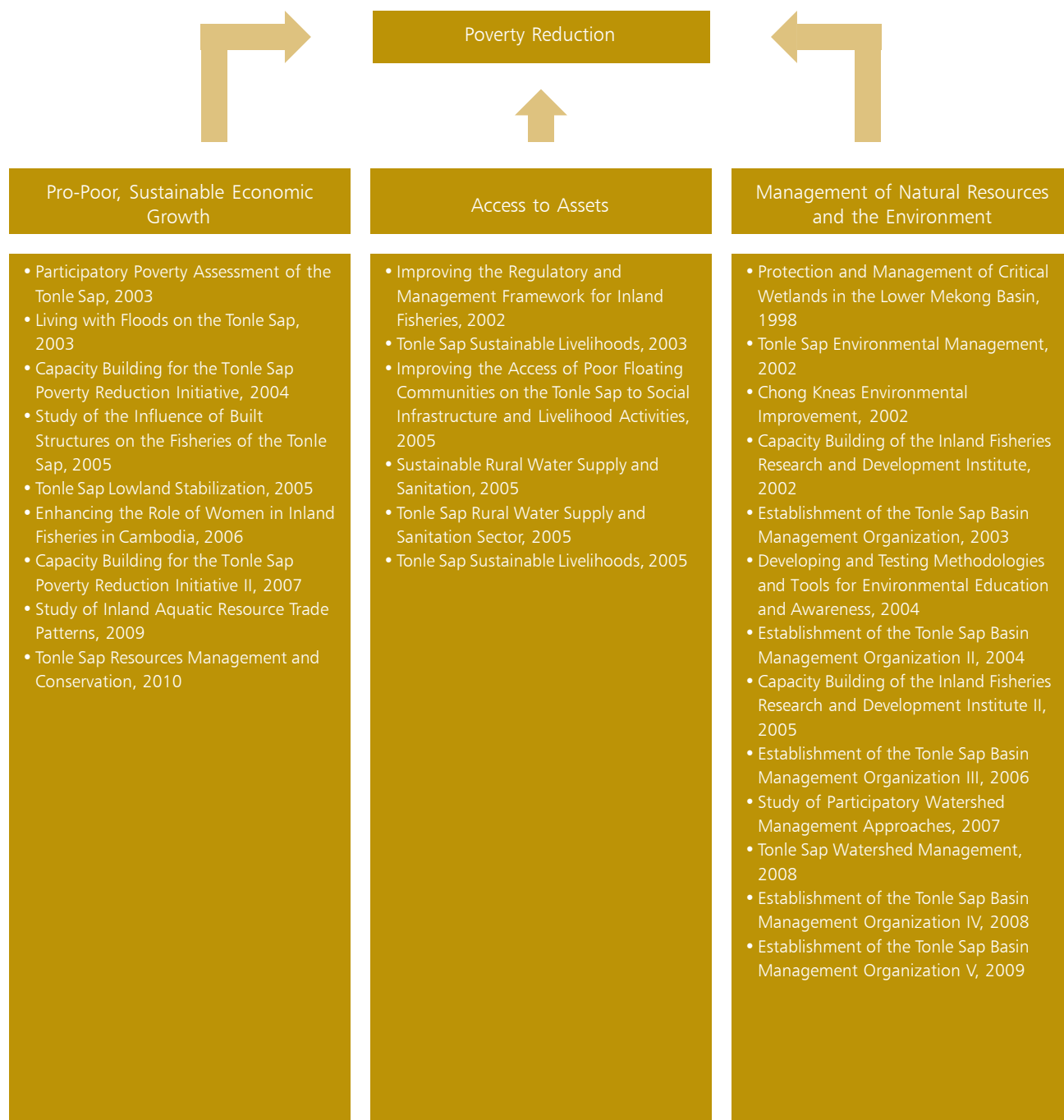
73. TAs are also judged against sound precepts for approval. These precepts hold that TAs are a comparative advantage of ADB that should not be entirely outsourced. They are preceded by good diagnostics and market research. They are focused where there is hunger for improvement and, to the extent possible, deal with change management and not simply policy development or capacity

building. They leave no unfinished business. Wide use is made of small-scale TAs because of the greater likelihood that they will beat expectations.

74. The mix of loan and grant monies used to fund the four pillars as well as related interventions in rural water supply and sanitation and irrigation development is planned carefully to match absorption capacity. Fragile institutions should not be overloaded. More often than not, the mix is delivered in grant form in recognition of the debt that Cambodia carries and to assist the country in its transition from a post-conflict situation to peace and stability.



## Implementing the Tonle Sap Basin Strategy by Development Objective



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

## Implementing the Tonle Sap Basin Strategy by Crosscutting Theme



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

## Implementing the Tonle Sap Basin Strategy by Operating Output

Code	1	2	3	4	5	6	7	8	9	10	11	12	13	14
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Score	3	17	13	7	14	17	2	20	9	7	12	17	6	1
Rating	Low	High	Medium	Low	Medium	High	Low	High	Low	Low	Medium	High	Low	Med

### Code Project Name

- 1 Protection and Management of Critical Wetlands in the Lower Mekong Basin (1998)
- 2 Tonle Sap Environmental Management (2002)
- 3 Improving the Regulatory and Management Framework for Inland Fisheries (2002)
- 4 Chong Kneas Environmental Improvement (2002)
- 5 Capacity Building of the Inland Fisheries Research and Development Institute (2002)
- 6 Establishment of the Tonle Sap Basin Management Organization (2003)
- 7 Living with Floods on the Tonle Sap (2003)
- 8 Tonle Sap Sustainable Livelihoods (2003)
- 9 Participatory Poverty Assessment of the Tonle Sap (2003)
- 10 Developing and Testing Methodologies and Tools for Environmental Education and Awareness (2004)
- 11 Capacity Building for the Tonle Sap Poverty Reduction Initiative (2004)
- 12 Establishment of the Tonle Sap Basin Management Organization II (2004)
- 13 Sustainable Rural Water Supply and Sanitation (2005)
- 14 Capacity Building of the Inland Fisheries Research and Development Institute II (2005)

Note: All planned assistance is indicative and subject to the approval of authorities in ADB.  
The rating indicates the degree of interconnectedness with other projects.



4	8	22	8	11	13	9	17	14	8	9	17	7	17	18
ium	Low	High	Low	Medium	Medium	Low	High	Medium	Low	Low	High	Low	High	High

Code	Project Name
15	Tonle Sap Rural Water Supply and Sanitation Sector (2005)
16	Tonle Sap Sustainable Livelihoods (2005)
17	Improving the Access of Poor Floating Communities on the Tonle Sap to Social Infrastructure and Livelihood Activities (2005)
18	Study of the Influence of Built Structures on the Fisheries of the Tonle Sap (2005)
19	Tonle Sap Lowland Stabilization (2005)
20	Enhancing the Role of Women in Inland Fisheries in Cambodia (2006)
21	Establishment of the Tonle Sap Basin Management Organization III (2006)
22	Capacity Building for the Tonle Sap Poverty Reduction Initiative II (2007)
23	Study of Participatory Watershed Management Approaches (2007)
24	Tonle Sap Watershed Management (2008)
25	Establishment of the Tonle Sap Basin Management Organization IV (2008)
26	Study of Inland Aquatic Resource Trade Patterns (2009)
27	Establishment of the Tonle Sap Basin Management Organization V (2009)
28	Tonle Sap Resources Management and Conservation (2010)

Legend		Score	Rating
	Yes	16 to 27	High
	No	11 to 15	Medium
	Not applicable	0 to 10	Low



# From Practice to Results

## Managing for Development Results

75. The introduction of results-based management in the 1990s has knitted practice more closely to results. The techniques used include results-based strategic planning, logic models (results frameworks), results-based budgeting, risk management, and results-based monitoring and evaluation. Results-based management sets out to transform the way organizations operate: it enshrines measured performance as the central orientation and fulfills responsibilities and accountability through performance reporting.

76. Results-based management is centered on causality. It propounds that inputs and activities lead logically to higher orders of results (outputs, outcomes, and impacts). These parameters are usually shown in a results chain that depicts cause-and-effect relationships. Results are usually understood as sequential and time-bound, and changes are linked to a series of management steps within the cycle of a project. Results-based management asks managers and project officers to regularly think through the extent to which their implementation activities and outputs have a reasonable probability of attaining the outcomes desired, and to make continuous adjustments as needed to ensure these are achieved.

77. Multilateral and bilateral agencies are now tasked with managing for development results. Although results-based management is nearly synonymous with managing for development results, some approaches to results-based management have focused only on responsibilities and accountability.

Managing for development results goes further and incorporates ideas about collaboration, partnership, country ownership and delegation, harmonization, and alignment. Managing for development results provides a higher management standard because it asks stakeholders to concentrate continuously on country outcome performance rather than on short-term results. In ADB, managing for development results is a challenging initiative.<sup>31,32</sup> In 2003, ADB framed an action plan for: (i) development results at the country level, (ii) results orientation at ADB's corporate level, and (iii) ADB contributions to managing for development results in partnerships.<sup>33</sup>

### Country Capacity

78. ADB is helping its developing member countries introduce and improve management for development results at the country level to better align its actions with national development priorities. Developing member countries need to acquire the ability to manage for development results to know what works and what does not and to use better information on performance and results to decide on future action. This concerns at least three different areas of activity: (i) establishing a regime of country development indicators, (ii) improving the capacity to deliver on a results agenda, and (iii) education and

**Management by objective works if you know the objectives. Ninety percent of the time you don't.**

Peter Drucker

<sup>31</sup> ADB. 2006. *An Introduction to Results Management: Principles, Implications, and Applications*. Manila.

<sup>32</sup> ADB. 2006. *Capacity for Results Management: A Guide for Conducting a Rapid Assessment of the Capacity of Developing Member Countries to Manage for Results*. Manila.

<sup>33</sup> ADB. 2003. *Enhancing Effectiveness: Managing for Development Results*. Manila.

training. ADB's country operations must be focused on the three pillars of ADB's overarching poverty reduction strategy and where ADB has strengths and competences. With the introduction of the enhanced project performance management system ADB is better able to gauge performance at the project level. A first step is to define a regime of outcome indicators in the areas of focus and operational importance for ADB.

79. Closely allied to recognition of the need to manage for development results is a move to portfolio management rather than the more generally followed project-by-project approach. ADB must pay attention to portfolio matters across the project cycle. In particular, periodic and well-planned country portfolio review missions underpinned by a consistent framework for measurement, monitoring, and management of performance enable ADB to fine-tune the design of country strategies and programs in agreement with the current development situation. This locates operations strategically in time and space—responsibilities and accountability, transparency, predictability, and participation ensue. In a review of operations, ADB noted that the quality of its portfolio slips because not enough distinction is made between project administration and portfolio management. Until recently, review missions placed the accent on generic matters of financial and physical progress. They paid insufficient attention to assisting executing and implementing agencies to analyze and resolve major problems, address deficiencies in the quality of implementation, and consult with beneficiaries. They were consequently not able to achieve lasting improvements. In general, where country-specific or sector-specific obstacles to implementation exist, a project-by-project approach ceases to be useful.

80. The portfolio concept dictates the requirement to make decisive investment choices for economic, social, environmental, and other progress that are informed by countrywide implementation reviews. To make choices, there must be alternatives. For ADB, there can be too many and the challenge is to find a rationale for distinction.

For other multilateral and bilateral agencies, there can be too few and the challenge is to create opportunity. In both cases, all major options should be investigated before a course of action is chosen. The portfolio concept also stresses the critical need to show concern for effectiveness of expenditure, and to keep abilities and resources employed where they have the highest yield or the highest potential yield. Portfolio management therefore necessitates targets and indicators since the absence of a market test that typifies multilateral and bilateral agencies removes the discipline that forces a business to change its ways or go bankrupt.

81. ADB and its developing member countries need portfolio performance targets that can be reached over time to make possible strategic thinking and the transformation of static plans into dynamic plans, and to ensure the sustainability of the highest performance of its portfolio. To move toward portfolio management, annual country portfolio reviews need to be equipped with realistic and well-defined country-specific and sector-specific portfolio performance targets that can be reached over time, and need to identify means to achieve the targets defined.

82. Portfolio management requires country-specific and sector-specific portfolio performance indicators and their judicious use to impact on project approvals, disbursements, partial or full cancellation, closing, and extension. The purpose of portfolio performance indicators is to concentrate energy on the strategic agenda of ADB, verify the achievement of development objectives, and provide inputs for constant performance improvement. Portfolio performance indicators are needed to make decisive investment choices for economic, social, environmental, and other progress. Yet, there is no universal consensus on how best to appraise portfolio performance, and excessive attention to a single method of measurement, such as disbursements, will result in some things being optimized at the expense of others. The obvious solution is to select a variety of markers. The portfolio performance indicators required should be practical and achievable. They should communicate across the project



cycle, covering: (i) project identification, (ii) loan or grant processing, (iii) loan or grant approval and negotiations, (iv) project implementation, and (v) project completion and evaluation.

### **Institutional Effectiveness**

83. ADB has launched initiatives to help improve institutional performance. It has specified that country strategies and programs must be clear on: (i) what is being sought at all five logical levels of a results chain comprising inputs, activities, outputs, outcomes, and impacts; (ii) the actions to take to achieve these; and (iii) a commitment to monitor and evaluate performance. Perhaps the biggest single step in this regard is to improve on the results aspects of country strategies and programs that must be more systematic about delivering monitorable results. Result-based country strategies and programs must: (i) distinguish the challenges of development, (ii) identify a national strategy for addressing these, (iii) single out ADB's strategy to assist in a plausible way that contributes to achieving identified outcomes, (iv) monitor ADB's progress to ensure that it remains on track; and (v) ensure quality-at-entry of projects and knowledge products and services, a standard that should be independently identified through evaluation. Nevertheless, ADB's capacity to undertake an expanded results agenda hinges on assisting ADB staff to augment its insights, knowledge, and experience.

### **Partnerships**

84. Development outcomes at the country level, and across countries, will depend on harmonized efforts by factors and players other than ADB. They include the developing member countries themselves, other multilateral and bilateral agencies, the private sector, and civil society. In pursuing better partnerships for development, ADB is less concerned with attribution, and focuses more on whether it has a clearly defined role, in collaboration with other partners. A challenge is to create a system to better assess effectiveness as a partner working with others to pursue development



results and effectiveness. This includes the manner in which information is exchanged, the extent to which ADB can embrace joint activities, and the ways in which ADB staff are encouraged to work accordingly.

# Managing for Development Effectiveness

85. Managing for development results is a prerequisite to improving the quality of assistance. It is also one of the five key principles espoused by the Paris Declaration on Aid Effectiveness of 2005, which firmed up resolve to promote development through ownership, harmonization, alignment, results, and mutual accountability. Multilateral and bilateral agencies are under pressure to demonstrate development effectiveness and to show impact on the ground. In assessing effectiveness, they must take into consideration:

**Relevance.** Relevance is the degree to which the development objective of a project remains valid and pertinent either as originally planned or as subsequently modified owing to changes in the immediate context or external environment of the project.

**Performance.** Performance is the progress made by a project relative to its development objective. In the past, assessment of performance tended to focus on

the conversion of inputs into outputs, with limited reference to immediate and long-term development results. More importance is given to results in the monitoring and evaluation frameworks developed in the last 10 years. The yardsticks of performance are: (a) efficiency—the optimal conversion of inputs into outputs, and (b) effectiveness—the extent to which a project brings about desired outcomes.

**Success.** Success is the extent to which a project has brought about change to beneficiaries. Success, the dimension that is perhaps closest in essence to the concept of development effectiveness, is the expression of: (a) impact—the overall effect of an intervention that goes beyond the achievement of outputs and development objectives and tries to capture economic, social, environmental, and other progress; (b) sustainability—the durability of positive project results after the termination of the project; and (c) contribution to institutional development—the extent to which a project enables target groups to be self-reliant and makes it possible for government agencies, the private sector, and civil society to use positive experience with the project in addressing broader development issues.



## Managing for Development Results and Effectiveness in the Tonle Sap Initiative

86. The foregoing demonstrates that the suite of loan, grant, and TA projects that delivers the Tonle Sap Basin Strategy contributes to managing for development results and effectiveness, notably through the accent that it places on portfolio management, institutional effectiveness, partnerships, relevance, performance, and success. It

constitutes an integrated portfolio that is managed, monitored, evaluated, and reported on in the same way as an overall country portfolio.<sup>34</sup> The additional flow of information that such management generates quickens the processing of lessons learned, feeds country portfolio reviews, facilitates results-based country programming under the CSP, 2005–2007 and its annual updates, and promotes quality at entry in terms of positioning and relevance.<sup>35</sup> The sum total is that the Tonle Sap Initiative does much to align financing to country priorities, rely on country systems, strengthen systemic capacity, improve aid predictability, increase donor complementarity, intensify and incentivize joint action, and ensure mutual accountability.

87. Supplementing strict adherence to the tenets of managing for development results and effectiveness, an exacting system of review, assessment, and reporting<sup>36</sup> is established for all projects. It comprises:

**Systematic six monthly reviews.**

Review missions are very structured. Workshops are held at the beginning to provide stakeholders the opportunity to note specific issues to which attention needs to be directed but also to engage in strategic debate. The missions are planned in such ways that several projects are examined simultaneously to monitor and evaluate their interlinkages. Aide-mémoires have a common format and maintain high standards of quality, accuracy, fairness, and balance in reporting and writing.

**Output accomplishment.** Review missions carry out analyses of output accomplishment to focus attention on the cause-and-effect relationships between the basic elements of project design and to work out ways to resolve the problems affecting implementation. The analyses relate to whether the targets for each output are being achieved, how the activities required to accomplish each output are being

implemented (listing strengths and weaknesses), and how implementation of the activities can be improved (proposing changes and justifying the recommendations). Based on these, review missions itemize specific action plans to improve activities.

**Progress reports.** Each consultant submits monthly progress notes. The notes feed monitoring and evaluation and inform stakeholders in the interest of coordination. They comprise a short, concise statement of work accomplished during the past month, including a section that summarizes actions taken during the month on the previous month's recommendations. They consist of a few pages of text followed by attachments giving (a) information on daily outputs in calendar format, and (b) a summary of outputs against the consultant's terms of reference.

**End-of-assignment reports.** Each consultant submits an end-of-assignment report. The core of this is a full analysis of output accomplishments that reflects the unique properties of an individual's terms of reference.

**Questionnaires.** A questionnaire assesses the effectiveness of all TAs upon completion. It investigates preparation, design, and implementation; the performance of consultants; the contribution to change management, policy development, and capacity building; and constraints to implementation. It identifies lessons learned and suggests follow-up actions.

88. The forging and management of partnerships with executing agencies, implementation support agencies, civil society, and financing agencies is central to the Tonle Sap Initiative. All through these coalitions of interest, built brick by brick, emphasis is placed on clear definition of roles and effective exchange of information. This latter aspect is facilitated by the well-established channels of dialogue and

<sup>34</sup> ADB. 2005. *Practice Note on Results-Based Country Strategies and Programs*. Manila.

<sup>35</sup> Relevance is a function of (i) national development priorities, (ii) socioeconomic issues, (iii) the CSP, 2005–2009, and (iv) the country strategies and programs of partners. Positioning can be assessed by (i) sufficient background research on the country and sectors, (ii) country ownership and absorption capacity, (iii) ADB's comparative advantage and partnership with other partners, (iv) focus, selectivity, and synergies, (v) long-term continuity, and (vi) constraints and risks and the adjustment and monitoring mechanisms needed to achieve measurable targets.

<sup>36</sup> This includes a clear paper trail and well-organized documentation for reference.



**Half the failures of this world  
arise from pulling in one's  
horse as he is leaping.**

Julius Hare

reporting systems and the rapid posting of all relevant information on the Tonle Sap Initiative website. The Tonle Sap Initiative Coordination Unit plays a vital part in networking so that not only is there strong vertical integration between partners in a single project but linkages are forged across projects. Partnerships are repeated on successive projects but only following rigorous examination of whether the partnership has contributed to improved results. Using the same core groups for as many issues as

possible keeps transactions costs down and raises benefits from economies of scope.

89. It is too early to gain any true measure of the success of the Tonle Sap Initiative in meeting the poverty and environment challenges of the Tonle Sap.<sup>37,38</sup> This will come as it moves into its next iteration when relevance, effectiveness, efficiency, and sustainability will be examined and the lessons learned from the first four pillars and their adjunctive TAs will fashion the design of the next suite. Throughout, much will hang on country leadership of the Tonle Sap Initiative in the form of a supportive macroeconomic and growth environment, commitment to reform and the strengthening of institutions, political will to lead the development agenda and own the development process, accountability, and open and frank engagement.

<sup>37</sup> Oxfam Australia has made a first, and welcome, attempt to present an overview and analysis of the Tonle Sap Initiative. Oxfam Australia. 2006. *Can the Asian Development Bank Save the Tonle Sap from Poverty? An Analysis of the Asian Development Bank's Operations in the Tonle Sap Basin*. Available: [www.oxfam.org.au/index.html](http://www.oxfam.org.au/index.html)

<sup>38</sup> A forthcoming study of ADB uses the environmental management project and three ADTAs as illustrative cases. ADB. 2006. *Special Evaluation Study on ADB's Fisheries Policy*. Manila.



# Abbreviations and Glossary

**ADB**

Asian Development Bank

**ADF IX**

Asian Development Fund IX

**ADTA**

advisory technical assistance

**CFWS**

Cooperation Fund for the Water Sector

**CSP**

Country Strategy and Program

**FAO**

Food and Agriculture Organization of the United Nations

**GDCF**

Gender and Development Cooperation Fund

**GEF**

Global Environment Facility

**JFPR**

Japan Fund for Poverty Reduction

**JSF**

Japan Special Fund

**NGO**

nongovernment organization

**PPTA**

project preparatory technical assistance

**PRF**

Poverty Reduction Fund

**REG**

regional technical assistance

**sq km**

square kilometer

**TA**

technical assistance

**TASF**

technical assistance special fund

**UNDP**

United Nations Development Programme

**Basin management.** Planning and managing natural resources based on basin units. The advantages of the basin management approach stem from the fact that natural resources, including surface water and groundwater, natural vegetation, soils, and biodiversity, do not recognize interjurisdictional boundaries: natural resource management decisions in one part of a basin can have significant impacts elsewhere. More and more, overall responsibility for resource management is given to a basin organization constituted to take on this role, or to play a major part in it. Such organizations are arms of the government but transcend administrative boundaries and sometimes international borders.

**Biological diversity.** Defined in the Convention on Biological Diversity, 1992 as the variability among living organisms from all sources including, among others, terrestrial, marine, and other aquatic ecosystems and the ecological complexes of which they are part. The term includes diversity within species, between species, and of ecosystems. Biological diversity is commonly referred to as biodiversity.

**Biosphere reserve.** An area of terrestrial and coastal or marine ecosystems, or a combination thereof. Biosphere reserves are nominated by governments and remain under their jurisdiction. They must meet a minimal set of criteria and adhere to a minimal set of conditions before being admitted to the World Network of Biosphere Reserves of the United Nations Educational,

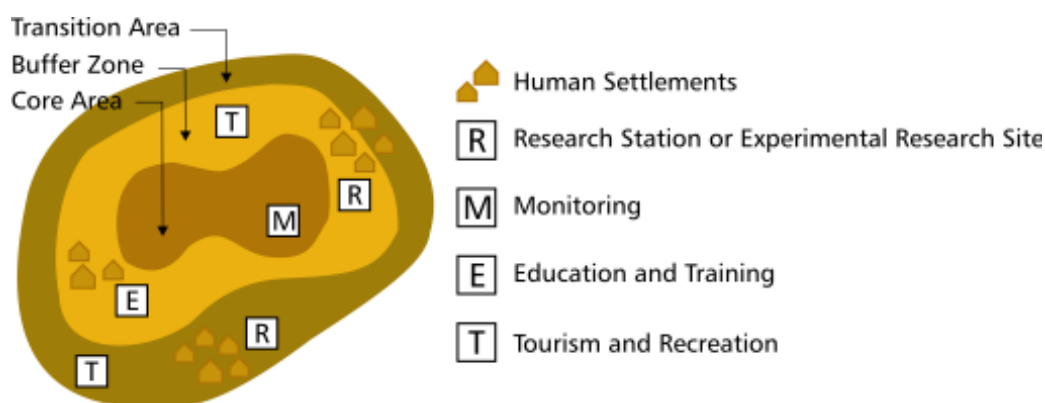
Scientific, and Cultural Organization. Reserves are intended to fulfill three complementary functions: (i) a conservation function, (ii) a development function, and (iii) a logistic function. Biosphere reserves contain one or more core areas that are securely protected sites, a clearly identified buffer zone, and a flexible transition area.

**Buffer zone.** A zone that usually surrounds or adjoins core areas, and is used for cooperative activities congruent with sound ecological practices, including environmental education and awareness, recreation, ecotourism, and research. In the Tonle Sap Biosphere Reserve, a buffer zone of about 5,400 square kilometers (sq km) surrounds the core areas up to the outer limit of the flooded forest.

**Capacity building.** Development of the abilities of individuals, groups, and organizations to complete critical tasks effectively and efficiently on a sustainable basis. It is the process of assisting such entities to identify and address issues and gain the insights, knowledge, and experience needed to solve problems and implement change. To be meaningful in the long term, capacity building is best done as part of a process, not as an end in itself.

**Community fisheries.** In Cambodia: (i) a form of co-management in which a community of people, usually a village or group of villages, is recognized and empowered as a co-management unit for fisheries; and (ii) a defined and demarcated area in the fisheries domain that is allocated to a community for management. The

### Biosphere Reserve Zonation



Subdecree on Community Fisheries Management defines community fisheries as a group of persons holding Cambodian citizenship living in or near a community fishing area, voluntarily established, and initiated to improve livelihoods by using fisheries resources sustainably for economic, social, environmental, and other progress.

**Core areas.** Securely protected sites for conserving biodiversity, monitoring minimally disturbed ecosystems, and undertaking research and other low-impact uses such as education. In the Tonle Sap Biosphere Reserve, core areas are in Prek Toal (213 sq km), Battambang; Boeng Tonle Chhmar (Moat Kla) (145.6 sq km), Kompong Thom; and Stung Sen (63.5 sq km), Kompong Thom. They are characterized by a flooded forest, streams and water bodies, and rich biodiversity, respectively. Nearly 100 water bird species are found there, a dozen of which are of global significance. The areas are also known for their fish, mammals, and reptiles.

**Fishing lots.** In Cambodia, exclusive geographic areas that are awarded through a competitive, public bidding system for a period of 2 consecutive years, with the auction fee payable for each of the two fishing seasons. They range in size from 20 to 500 sq km and may include lake areas, river areas, and a flooded forest. The largest are found on the Tonle Sap. The operator of each lot has the right to harvest fish according to the burden book for the lot. The burden book describes the open season, payment schedule, permissible fishing gears, boundaries, main geographic features, and designated public fishing areas. In 2000, 175 fishing lots covering 9,537 sq km were in Cambodia. That year, because of conflict between lot operators and communities over access to fisheries, 56% of the area was transferred to community fisheries, leaving 82 lots covering 4,175 sq km.

**Flooded forest.** A descriptive term for the particular natural vegetation that originally covered most of the Tonle Sap's floodplains. It is now constituted by seasonally flooded low forest and shrubs that still account for the productivity of the Tonle Sap.



**Livelihoods.** The capabilities, assets, and activities required for a means of living. A livelihood is sustainable when it can cope with stresses and shocks and maintain or enhance itself in the present and in the future without undermining the natural resource base. The livelihoods approach is a way of thinking about the objectives, scope, and priorities for development. It reinforces positive aspects and militates against constraints and negative influences. Its core principles are that poverty-focused development should be people-centered, responsive, and participatory; multilevel; conducted in partnership; sustainable; and dynamic. It puts people at the center of development.

**Livelihoods framework.** A tool to improve understanding of livelihoods. It illustrates the main factors that affect



people's livelihoods, e.g., access to assets; vulnerability; policies, institutions, and processes, and the typical relationships between these. Livelihood assets can be divided into five types of capital: (i) human capital, e.g., skills, knowledge, and ability to work; (ii) social capital, e.g., networks and connectedness, formalized groups, and relationships of trust; (iii) natural capital, e.g., natural resource stocks from which resource flows and services useful for livelihoods are derived; (iv) physical capital, e.g., transport, shelter, buildings, water supply and sanitation, energy, and access to information (communications); and (v) financial capital, e.g., available stocks and inflows of money.

#### **National protected areas system.**

In Cambodia, a systems that was set in place in 1993 whereby four categories of reserves were set aside with distinct management objectives. They are: (i) national parks, defined as natural and scenic areas of significance for their scientific, educational, and recreational values; (ii) wildlife sanctuaries, defined as natural areas where nationally significant species of flora and fauna, natural communities, or physical features require specific intervention for their perpetuation; (iii) protected landscapes, defined as nationally significant natural and

semi-natural landscapes that must be maintained to provide opportunities for recreation and tourism; and (iv) multiple use management areas, defined as areas that permit sustainable use of water resources, timber, wildlife, fish, and pasture in support of related economic activities.

**Tonle Sap basin.** Strictly speaking, a sub-basin of the Mekong River basin; however, in conformity with international practice for a system of this magnitude, the term Tonle Sap basin is used in this report. The Tonle Sap basin, defined as the catchment area of the Tonle Sap River at its confluence with the Mekong River, has an area of 85,000 sq km, of which 80,000 sq km lie in Cambodia (5,000 sq km lie in Thailand). The Tonle Sap basin includes all or part of 8 of Cambodia's 24 provinces. The provinces are Banteay Meanchey, Oddar Meanchey, Siem Reap, Preah Vihear, Kompong Thom, Kompong Chhnang, Pursat, and Battambang. The Tonle Sap basin extends over 44% of Cambodia's total land area, including the Tonle Sap, and is home to 35% of Cambodia's total population, or about 4.5 million people. The catchments of the individual tributaries that flow directly into the basin's lake are referred to as sub-basins. The sub-basins are Stung Mongkol Borei, Stung Sreng, Stung Siem Reap, Stung Chikreng, Stung Staung, Stung Sen, Stung Chinit, Stung Boribo, Stung Pursat, Stung Dauntri, and Stung Sangker.

**Transition area.** An area in which stakeholders work together in a variety of economic and other activities to manage and develop sustainably a biosphere reserve's natural resources. In the Tonle Sap Biosphere Reserve, a transition area of about 9,000 sq km lies between the outer boundary of the buffer zone and Highways No. 5 and No. 6.

# Appendixes





# Creating and Running Partnerships

## Enhancing Strategic Alliances

A partnership is a formal or informal agreement between two or more partners to work together to achieve common aims. For instance, multilateral and bilateral agencies can compensate for abilities and resources that fall far short of requirements by partnering with nongovernment organizations (NGOs), both national and international. NGOs are able to form close linkages and engender ownership and participation. Their consultative and participatory methods note and express stakeholder views that might otherwise not be entertained. This enables them to identify up-and-coming issues, respond rapidly to new circumstances, and experiment with innovative approaches.<sup>1</sup> Therefore, partnering can improve the relevance, effectiveness, efficiency, and sustainability of operations. However, few would-be partners consider fully the opportunities and constraints that are associated with the creation and running of partnerships. A frequent cliché relates to the need to avoid duplication and overlap. Habitually, extant memoranda of agreement are worded loosely.



<sup>1</sup> For instance, NGOs can: (i) lend skills and experience to plan, implement, and evaluate projects and programs, (ii) offer models for similar projects and programs that will have a wider scope, (iii) represent marginalized groups and communities, and (iv) provide alternative perspectives on development issues.

## Drivers of Success

The drivers of success include:

- Agreement that a partnership is necessary;
- Esteem and trust between different interests;
- The leadership of a respected individual (or individuals);
- The commitment of key interests developed through a clear and open process;
- The development of a shared vision of what might be achieved;
- Shared mandates or agendas;
- The development of compatible ways of working, which presupposes organizational flexibility;
- Good communication, perhaps with the help of facilitators;
- Collaborative decision-making, with a commitment to achieving consensus;
- Effective organizational management; and
- Time to build the partnership.

## Drivers of Failure

In opposition, the drivers of failure include:

- A history of conflict among key interests;
- One partner manipulates or dominates;
- Unrealistic goals and objectives;
- Differences of philosophy and ways of working;
- Poor communication;
- An unequal and unacceptable balance of power and control;
- An absence of common interests;
- Hidden or irreconcilable agendas; and
- Financial and time commitments that outweigh potential benefits.

## Guidelines for Managers

In general:

- Informal partnerships work best when a project is specific and achievable.
- Where the project is complex and spans several years it may be necessary to create

formal partnership structures for decision-making.

- It is not easy to tackle a wide range of issues through an informal partnership. It is better to address such matters through consultations.
- Simply setting up a partnership structure does not solve all problems. Partners still need to clarify the joint goal and objective, values, and interests, among others.
- Partnerships do not have to be equal but the partners do need to feel that they are involved to an appropriate degree.

### **Guidelines for Project Officers**

The following suggests how project officers can make a start:

- Clarify the goal and objective behind forming a partnership.
- Identify the stakeholders and the key interests that can help or hinder the development of a project.
- Consider who one really needs as partner and who would really want to be a partner: some stakeholders may only want to be consulted.
- Before approaching potential partners, make sure that you have support and agreement about working with others.
- Make informal contact with partners to understand their values and interests before formulating formal proposals.
- Communicate with your partners in a language they will understand, focusing on what they may want to achieve.
- Plan the partnership process over time.
- Use a range of methods to gather people in workshop sessions as well as in formal meetings.
- Encourage ideas from partners because ownership leads to commitment.
- Be trustworthy. One of the main barriers to creating and running successful partnerships lies in the attitudes that people bring to the process. To develop trust, it is necessary to draw out and deal with suspicions from past contacts; be open about what one is trying to achieve and about problems; be prepared to make mistakes and to admit to them; and

deliver what one promises.

## **Creating and Running Partnerships**

Since partnerships are formal or informal agreements to work together to achieve common aims, there can be no recipe for success. Whatever the working arrangements, and whatever phase of the partnership one is in, there will be problems: people will not read documents or come to meetings; colleagues will fail to deliver on promises; different interest groups will have conflicting aims; deadlines will be missed; and the champions behind the partnership may become scapegoats. Notwithstanding, the need to enhance strategic alliances calls on managers and project officers to:

- Advertise country strategies and programs and details of loan, grant, and technical assistance projects through media such as the Internet, newsletters, and public meetings, and take care to give evidence of strategic integration.
- Map potential partners for strengths, weaknesses, opportunities, and threats.
- Understand the priorities and skills of potential partners.
- Develop a partnership structure based on a clear purpose, trust, and agreement on responsibilities and accountability.
- Identify champions and communicate with them frequently.
- Build partner confidence through early participation in project work.
- Accept that partnerships need long-term support and make abilities and resources available.
- Develop a forward strategy for partnerships.
- Ensure appropriate monitoring of progress by the partnership.

The existence of commonalities of interest and memoranda of understanding offers only the promise of partnership. The onus of enhancing strategic alliances is on managers and project officers to integrate partnerships in the Tonle Sap Initiative's annual operating outputs in the myriad ways that the multifarious nature of such associations dictates.

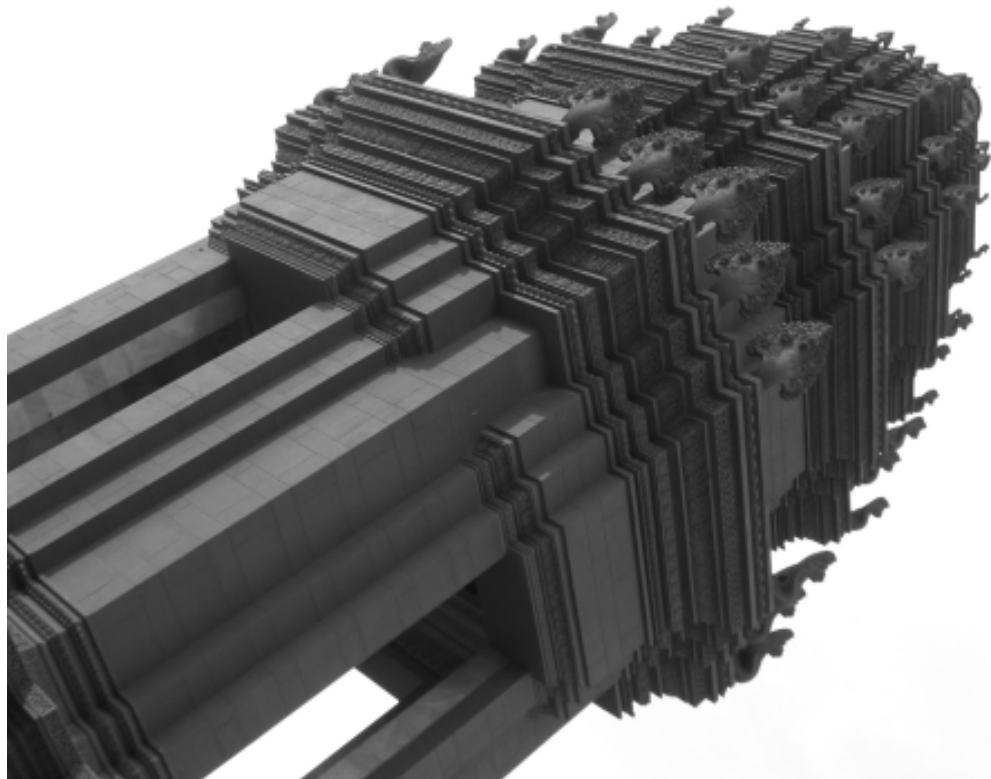
# Output Accomplishment and the Design and Monitoring Framework

Logic models (results frameworks) neither guarantee a good project design nor replace the other instruments of project management. But they help to: (i) analyze the situation existing during project preparation, (ii) set objectives, (iii) establish a logical hierarchy of means by which objectives will be reached, (iv) identify clusters of outputs, (v) determine how accomplishments might be monitored and evaluated, (vi) flag the assumptions on which a project is based and the associated risks, and (vii) summarize a project in a standard format.

They also support creative analysis. It is a rare project that unfolds exactly according to plan. During project implementation, one must pay close attention to the cause-and-effect relationships between activities, outputs, and component objectives. Repeatedly, one must make certain that inputs for activities are deployed successfully. Or one must adjust the means of attaining compo-

nent objectives, including the definition of outputs, the mix of activities, and the indicators needed to measure accomplishment of the newly defined targets. Administration can become complex and it helps to have structure. Because of this, it is useful to deepen and extend typical logic models, for example using the tool depicted below. (It lists only two targets per output). For each component, one can examine methodically whether targets are being achieved, how the activities are being implemented, and how activities might be improved. One can then itemize individual action plans, which should be monitored constantly.

Systematic analysis of output accomplishment leads to telling improvements in relevance, effectiveness, efficiency, and sustainability, thereby achieving impact. It clarifies materially the chain of causality in a design and monitoring framework.



## The Design and Monitoring Framework

Design Summary	Performance Targets/ Indicators	Data Sources/ Reporting Mechanisms	Assumptions and Risks
<b>Goal.</b> The broader impact of the project at a sectoral and national level	Measures of the extent to which the project has contributed to the goal	Sources of information and ways to gather and report it	
<b>Purpose.</b> The expected outcome at the end of the project	Conditions at the end of the project indicating that its purpose has been achieved	Sources of information and ways to gather and report it	Assumptions and risks about the purpose-goal linkage
<b>Component Objectives.</b> The expected outcome of accomplishing each component's outputs	Measures of the extent to which component objectives have been accomplished	Sources of information and ways to gather and report it	Assumptions and risks about the component objective-purpose linkage
<b>Outputs.</b> The direct results of the project (works, goods, and services)	Measures of the quantity and quality of outputs and the timing of their delivery	Sources of information and ways to gather and report it	Assumptions and risks about the output-component objective linkage
<b>Activities.</b> The tasks executed to deliver the outputs identified	Implementation and work plan targets	Sources of information and ways to gather and report it	Assumptions and risks about the activity-output linkage

## Analysis of Output Accomplishment and Improvement of Activities

Component		N°		
Outputs		N°		
Targets		N°		
		N°		
Is the output being accomplished?		Yes	Partially	No
Are the targets being achieved?				
N°				
N°				
How are the activities being implemented?				
Strength		Weakness		
N°		N°		
N°		N°		
How can the activities be improved?				
Proposed Change		Justification		
N°		N°		
N°		N°		
Action plan to improve the activities				
Action		Target Date		
N°		N°		
N°		N°		

## Approved Assistance for Nonlending Products and Services, 1998 to date

Project Name	Assistance Type	Source of Funding			Total Amount (\$'000)
		ADB	Source	Others	
		Source	Amount (\$'000)	Source	Amount (\$'000)
<b>1998</b>					
Protection and Management of Critical Wetlands in the Lower Mekong Basin	REG	JSF	1,000.0	Finland	650.0
<b>Subtotal</b>			<b>1,000.0</b>		<b>1,650.0</b>
<b>2002</b>					
Improving the Regulatory and Management Framework for Inland Fisheries	ADTA	TASF	560.0		0.0
Chong Kneas Environmental Improvement	PPTA		0.0	Finland	997.0
Capacity Building of the Inland Fisheries Research and Development Institute	ADTA	TASF	900.0		0.0
<b>Subtotal</b>			<b>1,460.0</b>		<b>997.0</b>
					<b>2,457.0</b>
<b>2003</b>					
Establishment of the Tonle Sap Basin Management Organization	ADTA	TASF	135.0		0.0
Living with Floods on the Tonle Sap	ADTA	CFWS	85.0		0.0
Tonle Sap Sustainable Livelihoods	PPTA	TASF	700.0	Finland	560.0
Participatory Poverty Assessment of the Tonle Sap	ADTA	PRF	250.0		0.0
<b>Subtotal</b>			<b>1,170.0</b>		<b>560.0</b>
					<b>1,730.0</b>
<b>2004</b>					
Developing and Testing Methodologies and Tools for Environmental Education and Awareness	ADTA	CFWS	50.0		0.0
Capacity Building for the Tonle Sap Poverty Reduction Initiative	ADTA	PRF	500.0		0.0
Establishment of the Tonle Sap Basin Management Organization II	ADTA	TASF	300.0		0.0
<b>Subtotal</b>			<b>850.0</b>		<b>0.0</b>
					<b>50.0</b>
<b>2005</b>					
Improving the Access of Poor Floating Communities on the Tonle Sap to Social Infrastructure and Livelihood Activities	ADTA	JFPR	1,000.0		0.0
Capacity Building of the Inland Fisheries Research and Development Institute II	ADTA	TASF	300.0		0.0
Sustainable Rural Water Supply and Sanitation	PPTA	TASF	150.0		0.0
Study of the Influence of Built Structures on the Fisheries of the Tonle Sap	ADTA	TASF	0.0	Finland	765.0
Tonle Sap Lowland Stabilization	PPTA	JSF	800.0		0.0
		TASF	200.0		0.0
<b>Subtotal</b>			<b>2,450.0</b>		<b>765.0</b>
					<b>3,215.0</b>
<b>2006</b>					
Enhancing the Role of Women in Inland Fisheries in Cambodia	ADTA	GDCF	150.0		0.0
<b>Subtotal</b>			<b>150.0</b>		<b>0.0</b>
					<b>150.0</b>



Planned Assistance for Nonlending Products and Services, 2006–2010<sup>1</sup>

Project Name	Assistance Type	Source of Funding				Total Amount (\$'000)
		ADB		Others		
		Source	Amount (\$'000)	Source	Amount (\$'000)	
<b>2006</b>						
Establishment of the Tonle Sap Basin Management Organization III	ADTA	TASF	300.0		0.0	300.0
Siphandon Environmental Management	PPTA		0.0	GEF	500.0	500.0
<b>Subtotal</b>			<b>300.0</b>		<b>500.0</b>	<b>800.0</b>
<b>2007</b>						
Capacity Building for the Tonle Sap Poverty Reduction Initiative II	ADTA	JFPR	1,500.0		0.0	1,500.0
Study of Participatory Watershed Management Approaches	ADTA	TASF	150.0		0.0	150.0
Tonle Sap Watershed Management	PPTA	TASF	800.0		0.0	800.0
<b>Subtotal</b>			<b>2,450.0</b>		<b>0.0</b>	<b>2,450.0</b>
<b>2008</b>						
Study of Inland Aquatic Resource Trade Patterns	ADTA	TASF	150.0		0.0	150.0
Establishment of the Tonle Sap Basin Management Organization IV	ADTA	TASF	300.0		0.0	300.0
<b>Subtotal</b>			<b>450.0</b>		<b>0.0</b>	<b>450.0</b>
<b>2009</b>						
Tonle Sap Resources Management and Conservation	PPTA	TASF	800.0		0.0	800.0
Establishment of the Tonle Sap Basin Management Organization V	ADTA	TASF	300.0		0.0	300.0
<b>Subtotal</b>			<b>1,100.0</b>		<b>0.0</b>	<b>1,100.0</b>
<b>2010</b>						
Tonle Sap Resources Management and Conservation	PPTA	TASF	800.0		0.0	800.0
<b>Subtotal</b>			<b>800.0</b>		<b>0.0</b>	<b>800.0</b>

<sup>1</sup> All planned assistance is indicative and subject to the approval of authorities in ADB.

Tonle Sap Initiative Partnerships<sup>1</sup>

Project Name	Key Partners Involved			Financing Agency
	Executing Agency	Implementation Support Agencies	Civil Society	
<b>1998</b> TA 5822–REG: Protection and Management of Critical Wetlands in the Lower Mekong Basin	Ministry of Environment	UNDP	Fishers/farmers,	JSF, Finland local authorities
<b>2002</b> Loan 1939–CAM: Tonle Sap Environmental Management	Ministry of Agriculture, Forestry, and Fisheries	FAO, Live & Learn Environmental Education, UNDP	Fishers/farmers, NGOs,	TASF, GEF, UNDP local authorities
TA 3993–CAM: Improving the Regulatory and Management Framework for Inland Fisheries	Ministry of Agriculture, Forestry, and Fisheries	FAO	Fishers/farmers, NGOs,	TASF local authorities
TA 3997–CAM: Chong Kneas Environmental Improvement	Ministry of Public Works and Transport	Consulting firm	Fishers/farmers, ethnic minorities, NGOs, local authorities	Finland
TA 4025–CAM: Capacity Building of the Inland Fisheries Research and Development Institute	Ministry of Agriculture, Forestry, and Fisheries	The WorldFish Center	The scientific and technological community	TASF
<b>2003</b> TA 6123–REG: Promoting Effective Water Management Policies and Practices III: Living with Floods on the Tonle Sap	ADB	Individual consultants	Fishers/farmers, women, children and youth	CFWS
TA 4197–CAM: Tonle Sap Sustainable Livelihoods	Ministry of Rural Development	Consulting firm	Fishers/farmers, local authorities	TASF, Finland
TA 4212–CAM: Establishment of the Tonle Sap Basin Management Organization	Cambodia National Mekong Committee	Individual consultants	Local authorities	TASF
TA 4283–CAM: Participatory Poverty Assessment of the Tonle Sap	Ministry of Planning	Individual consultants	Fishers/farmers, NGOs, women, ethnic minorities, local authorities	PRF
<b>2004</b> TA 6123–REG: Promoting Effective Water Management Policies and Practices III: Developing and Testing Methodologies and Tools for Environmental Education and Awareness	Ministry of Environment	Live & Learn Environmental Education	Fishers/farmers	CFWS
TA 4376–CAM: Capacity Building for the Tonle Sap Poverty Reduction Initiative	ADB	Community-Based Natural Resource Management Learning Institute, individual consultants	Fishers/farmers, the scientific and technological community, local authorities	PRF

## Tonle Sap Initiative Partnerships, continued<sup>1</sup>

Project Name	Key Partners Involved			Financing Agency
	Executing Agency	Implementation Support Agencies	Civil Society	
<b>2004</b> TA 4427–CAM: Establishment of the Tonle Sap Basin Management Organization II	Cambodia National Mekong Committee	Individual consultants	Local authorities	TASF
<b>2005</b> JFPR 9064–CAM: Improving the Access of Poor Floating Communities on the Tonle Sap to Social Infrastructure and Livelihood Activities	Ministry of Agriculture, Forestry, and Fisheries	Osmose International, Hatta Kaksekar, Ltd., Cambodia Family Development Services, Angkor Children's Hospital, Neary Khmer, Japan International Volunteers Center	Fishers/farmers	JFPR
TA 4563–CAM: Capacity Building of the Inland Fisheries Research and Development Institute II	Ministry of Agriculture, Forestry, and Fisheries	The WorldFish Center	The scientific and technological community	TASF
TA 4570–CAM: Sustainable Rural Water Supply and Sanitation	Ministry of Rural Development	Individual consultants	Fishers/farmers, local authorities	TASF
Grant 0018–CAM: Tonle Sap Rural Water Supply and Sanitation Sector	Ministry of Rural Development	Consulting firm	Fishers/farmers, women, children and youth, ethnic minorities	ADF IX
TA 4669–CAM: Study of the Influence of Built Structures on the Fisheries of the Tonle Sap	Cambodia National Mekong Committee	The WorldFish Center, WUP-FIN <sup>2</sup>	Fishers/farmers, the scientific and technological community	Finland
Grants 0034/0035–CAM: Tonle Sap Sustainable Livelihoods	Ministry of Interior	Consulting firm, The WorldFish Center, Live & Learn Environmental Education	Fishers/farmers, local authorities	ADF IX, Finland
TA 4756–CAM: Tonle Sap Lowland Stabilization	Ministry of Water Resources and Meteorology	Consulting firm	Fishers/farmers, local authorities	JSF, TASF
<b>2006</b> TA 6143–REG: Promoting Gender Equality and Women's Empowerment: Enhancing the Role of Women in Inland Fisheries in Cambodia	Ministry of Agriculture, Forestry, and Fisheries	Individual consultants	Women	GDCF

<sup>1</sup> For the purpose of this table, civil society comprises fishers/farmers, women, children and youth, ethnic minorities, workers and trade unions, business and industry, the scientific and technological community, NGOs, and local authorities.

<sup>2</sup> WUP-FIN is a flexible consortium centering on the Finnish Environment Institute, the Environmental Impact Assessment Center of Finland, and the Helsinki University of Technology

# Tonle Sap Initiative References

## Tonle Sap Initiative Documents and Materials

- ADB. 2005. *The Tonle Sap Basin Strategy*. Manila.
- ADB. Various years. *Future Solutions Now: The Tonle Sap Initiative*. Manila. (6-monthly publication)
- Tonle Sap Initiative poster, postcards, and bookmarks

## Tonle Sap Initiative Reports

- Reports and Recommendations of the President  
Available: [www.adb.org/projects/reports.asp?key=ctry&val=RRP&scpe=5](http://www.adb.org/projects/reports.asp?key=ctry&val=RRP&scpe=5)
- Technical Assistance Reports  
Available: [www.adb.org/projects/reports.asp?key=ctry&val=TAR&scpe=5](http://www.adb.org/projects/reports.asp?key=ctry&val=TAR&scpe=5)
- Technical Assistance Completion Reports  
Available: [www.adb.org/projects/reports.asp?key=ctry&val=TCR&scpe=5](http://www.adb.org/projects/reports.asp?key=ctry&val=TCR&scpe=5)

## Tonle Sap Initiative Events

- The NGO Forum on ADB: Series of Discussions on the GMS Program, Cambodia, and the Tonle Sap (ADB Headquarters, March 2006)
- ADB-CAM Briefing on the Tonle Sap Initiative (Council of Ministers, Phnom

Penh, April 2005)

- NGO Lobby Day Meeting: Meeting on the Tonle Sap Initiative (ADB Headquarters, March 2005)
- Independent Journalism Forum (ADB Cambodia Resident Mission, Phnom Penh, June 2004)
- Mekong Development Forum (Ministry of Economy and Finance, Paris, June 2004)
- The Tonle Sap Initiative and Civil Society (Russian Cultural Center, Phnom Penh, March 2004)
- ADB-BOD Briefing on the Tonle Sap Basin Strategy (Hotel Sofitel, Siem Reap, March 2004)
- The Tonle Sap Initiative and Civil Society (Russian Cultural Center, Phnom Penh, March 2003)

## Tonle Sap Web Links

- Tonle Sap Initiative Website  
Available: [www.adb.org/projects/tonle\\_sap/default.asp](http://www.adb.org/projects/tonle_sap/default.asp)
- ADB Greater Mekong Subregion Program  
Available: [www.adb.org/GMS/default.asp](http://www.adb.org/GMS/default.asp)
- ADB Cambodia Resident Mission  
Available: [www.adb.org/CARM/default.asp](http://www.adb.org/CARM/default.asp)



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## About the Asian Development Bank

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