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IMPLEMENTATION COMPLETION AND RESULTS REPORT
(IDA-33200 and WBTF-23524)

ON

A LEARNING AND INNOVATION CREDIT
IN THE AMOUNT OF SDR 1.4 MILLION
(US\$ 2.0 MILLION EQUIVALENT)

AND

A GLOBAL ENVIRONMENTAL FACILITY TRUST FUND GRANT
IN THE AMOUNT OF SDR 2.0 MILLION (US\$2.75 MILLION EQUIVALENT)

TO

THE KINGDOM OF CAMBODIA

FOR

THE BIODIVERSITY AND PROTECTED AREAS MANAGEMENT PROJECT

October 15, 2008

Rural Development, Natural Resources and Environment Sector Unit
Sustainable Development Department
East Asia and Pacific Region

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Currency Equivalents

(Exchange Rate Effective July 14, 2008)

Currency Unit: Riel

1,000 Riels = US\$0.238

US\$1.00 = 4,208.6 Riels

Fiscal Year: January 1-December 31

Abbreviations and Acronyms	
AOP	Annual Operations Plan
CAS	Country Assistance Strategy
CPAs	Community Protected Areas
EA	Environmental Assessment
FM	Financial Management
GEF	Global Environment Facility
GEO	Global Environment Objectives
GIS	Geographical Information System
GPS	Global Positioning System
ICR	Implementation Completion and Results Report
IDA	International Development Association
ISR	Implementation Status and Results Report
KPI	Key Performance Indicator
LIL	Learning and Innovation Loan
M&E	Monitoring and Evaluation
MAFF	Ministry of Agriculture, Forestry and Fisheries
MBPI	Merit-Based Pay Incentive
MIST	Management Information Systems
MoE	Ministry of Environment
MTR	Mid-Term Review
NGO	Non Governmental Organization
NPAs	National Protected Areas
NRM	Natural Resource Management
PA	Protected Area
PAD	Project Appraisal Document
PDO	Project Development Objective
PIUs	Project Implementation Unit
PRA	Participatory Rural Appraisal
RAPPAM	Rapid Assessment and Prioritization of Protected Area Management
RBDC	Ranger-based Data Collection
TA	Technical Assistance
VNP	Virachey National Park
WWF	World Wildlife Fund

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Cambodia

The Biodiversity and Protected Areas Management Project

Implementation Completion and Results Report

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Map No. IBRD30506

A. Basic Information			
Country	Cambodia	Project Name	Biodiversity and Protected Areas Management
Project ID	P065798 P052006	Credit No. Trust Fund No.	IDA 33200 TF 23524
ICR Date	October 10, 2008	ICR Type	Core
Lending Instrument	LIL	Borrower	Kingdom of Cambodia
Original Total Commitment	LIL XDR 1.4 million Grant US\$2.75 million	Disbursed Amount	LIL XDR 1.4 million Grant US\$2.74 million
Environmental Category	Bank GEF	B C	
Focal Area		B	
Implementing Agency		Ministry of Environment	
Co-financiers and Other External Partners	Global Environment Facility		

B. Key Dates				
Biodiversity and Protected Areas Management Project - P065798				
Process	Date	Process	Original Date	Actual Dates
Concept Review	05/19/1999	Effectiveness	05/03/2000	05/03/2000
Appraisal	10/25/1999	Restructuring		
Approval	02/08/2000	Mid-term Review		11/16/2002
		Closing	12/31/2003	12/31/2007

Biodiversity and Protected Areas Management Project - P052006				
Process	Date	Process	Original Date	Actual Dates
Concept Review	05/19/1999	Effectiveness		05/03/2000
Appraisal	10/25/1999	Restructuring		
Approval	02/08/2000	Mid-term Review		11/16/2002
		Closing	12/31/2003	12/31/2007

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes	Moderately Satisfactory
GEO Outcomes	Moderately Satisfactory
Risk to Development Outcome	Significant
Risk to GEO Outcome	Significant
Bank Performance	Moderately Satisfactory
Borrower Performance	Moderately Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)			
Bank	Ratings	Borrower	Ratings
Quality at Entry	MU	Government	MU
Quality of Supervision	MS	Implementing Agency	S
Overall Bank Performance	MS	Overall Borrower Performance	MS

C.3 Quality at Entry and Implementation Performance Indicators			
Biodiversity and Protected Areas Management Project - P065798			
Implementation Performance	Indicators	QAG Assessments	Rating
Potential problem project at any time?	No	Quality at Entry	None
Problem project at any time?	No	Quality of Supervision	None
DO rating before Closing	Satisfactory		

Biodiversity and Protected Areas Management Project - P052006			
Implementation Performance	Indicators	QAG Assessments	Rating
Potential problem project at any time?	No	Quality at Entry	None
Problem project at any time?	No	Quality of Supervision	None
GEO rating before Closing	Satisfactory		

D. Sector and Theme Codes		
Biodiversity and Protected Areas Management Project - P065798		
	Original	Actual
Sector Code (as percentage of total Bank financing)		
Central government administration	52	52
Forestry	29	29
General transportation sector	6	6
General water, sanitation and flood protection sector	6	6
Other social services	7	7
Theme Code (Primary/Secondary)		
Biodiversity	Primary	Primary
Environmental policies and institutions	Primary	Primary
Participation and civic engagement	Primary	Primary

Biodiversity and Protected Areas Management Project - P052006		
	Original	Actual
Sector Code (as percentage of total Bank financing)		
Central government administration	30	30
Forestry	46	46
General transportation sector	8	8
General water, sanitation and flood protection sector	8	8
Other social services	8	8

Theme Code (Primary/Secondary)		
Biodiversity	Primary	Primary
Environmental policies and institutions	Primary	Primary
Participation and civic engagement	Primary	Primary

E. Bank Staff

Biodiversity and Protected Areas Management Project - P065798

Biodiversity and Protected Areas Management Project - P052006

Positions	At ICR	At Approval
Vice President	James W. Adams	Jean-Michel Severino
Country Director	Ian C. Porter	Ngozi N. Okonjo-Iweala
Sector Manager	Rahul Raturi	Geoffrey B. Fox
Project Team Leader	Peter Jipp	Glenn S. Morgan
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F. Results Framework Analysis

Project Development Objective

The Project Development Objective (PDO) was to improve the capacity of the Ministry of Environment (MoE) to plan, implement and monitor an effective system of National Protected Areas (NPAs). Toward that end, the project had two related immediate objectives:

- First, to develop and test proactive measures to minimize unsustainable exploitation and degradation of the biodiversity of national and global significance in the Virachey National Park (VNP).
- Second, to use the experiences gained from the VNP to formulate institutional models for the development of the National Protected Areas (NPAs) system of Cambodia.

Global Environment Objectives

The Global Environment Objective (GEO) was to assist the government to achieve sustainable long-term utilization of its natural resources, especially its mountain forest ecosystems of regional and global significance. In particular, the project aimed at developing an effective NPA system based on a consistent and well articulated set of management, financial and institutional procedures within a well functioning legal and regulatory framework. The project was to contribute to higher order global environmental goals of biodiversity protection in one of the most important remaining forest areas of South-East Asia, widely recognized for its conservation importance.

PDO Indicators

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1: The results of organizational, finance and management studies are adopted and promoted widely within MoE.				
Value	Protected Area (PA) organizational, finance, regulatory and management plan procedures did not exist in Cambodia.	Results of organizational, finance, and management studies are adopted within the MoE for replication.	N/A	Eight major system-level documents for guiding future development of PAs system were produced and endorsed by the MoE. The Sustainable Financing Strategy study was not delivered.
Date				
Comments	<p>Achievement: Moderately satisfactory: most of the expected studies were produced but the Comprehensive MoE Organizational and Management Systems Review and the Sustainable Financing Strategy were not delivered (a draft strategy concept paper was prepared 2006). The major studies/documents included:</p> <ol style="list-style-type: none"> 1. The Protected Area Law (signed into Law January 2008) 2. Gap Analysis of Cambodia's National PA System (final draft 2006) 3. Management Effectiveness Assessment of the PA System using World Wildlife Fund (WWF) Rapid Assessment and Prioritization of Protected Area Management (RAPPAM) approved by MoE in 2005 4. Trans-boundary Collaboration Position Paper (draft 2006) 5. Competency Profiles for PA Staff (approved by MoE in 2006) 6. Annual Operations Planning and Monitoring and Evaluation (M&E) for PAs in Cambodia (2006) 7. Ranger Training Management Package (2006) 8. Ranger Based Data Collection Manual (2006) 			
Indicator 2: Management plan for the VNP based on community and stakeholder participation is produced and accepted.				
Value	No management plan has been prepared for the VNP.	Management plan for the VNP based on community and stakeholder participation is produced and accepted.	N/A	The VNP 2003-2007 management plan based on community and stakeholder participation was produced, accepted and implemented.
Date				
Comments	<p>Achievement: Satisfactory. The VNP Management Plan was developed through a participatory process and implemented. Detailed Annual Operations Plans (AOPs) were prepared and implemented. A management plan up-date was planned toward the end of the project but was not completed. The VNP Protection Plan 2006 - 2008 is under implementation. The base-line does not reflect the management planning efforts of WWF which supported the VNP before the project.</p>			

Indicator 3: The incidence of unplanned agricultural expansion, wildlife poaching and illegal logging is reduced in the VNP.				
Value	Steadily increasing agricultural encroachment, wildlife poaching and illegal logging in the VNP.	Incidence of unplanned agricultural expansion, wildlife poaching and illegal logging is reduced in the VNP.	N/A	For early years, change in illegal activities is difficult to assess due to unreliable data. Overall, the number of incidents appears to have declined by more than 30 percent since 2005.
Date				
Comments	<p>Achievement: Moderately satisfactory.</p> <p>Overall, the incidence of illegal activities in the VNP appears to have declined by more than 30 percent based on Management Information System (MIST) data (2005-2007). Earlier data are deemed unreliable due to extensive falsification uncovered in 2005 (later addressed). The “moderately satisfactory” rating is linked to the short time series (due to falsification) and concerns with new road construction (which could facilitate access and illegal activities).</p>			

GEO Indicators

GEO indicators are the same as those presented above and in the following section.

Intermediate Outcome Indicators

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicators 1-3: National Capacity Building				
Indicator 1: National leadership and ranger training programs are developed, tested and implemented.				
Value	No national ranger training program existed.	National leadership and ranger training programs are developed, tested and implemented.	N/A	National ranger training curriculum developed based on training program delivered at the VNP with input from other conservation Non-Governmental Organizations (NGOs). The national leadership program was not developed.
Date				
Comments	<p>Achievement: 60 percent</p> <p>On-the job informal training for VNP staff delivered by project advisors throughout the project period. Formal training delivered in the VNP (see indicator 6 below).</p>			

	<p>The national ranger training program curriculum was developed in 2006 but no formal training was delivered in 2006 or 2007. The National Ranger Training Center in Bokor was developed but is no longer functioning.</p> <p>The national leadership program was not developed or implemented. Instead, senior MoE and other ministries' personnel participated in international conservation meetings/conferences and learned from working with international advisors.</p>			
<p>Indicator 2: All national organizational, sustainable finance, Environmental Database Support System (EDSS), legal and regulatory reviews are completed and major recommendations accepted by MoE.</p>				
Value	No PA law existed. No long-term financing strategy existed.	The PA law to be approved by the National Assembly; long-term financing strategy to be completed.	N/A	The PA law was approved (January 2008). The financing strategy was not developed.
Date				
Comments	<p>Achievement: 60 percent The legal and regulatory reviews were completed, and the PA law was developed in a participatory manner and enacted in 2008. The financing strategy development attempted twice but not delivered due to inability to collect PA expenditure data. Strategic Financing Concept Paper produced.</p>			
<p>Indicator 3: PA management planning models are evaluated and adopted as national standards.</p>				
Value	No PA management plan existed.	The Manual for Participatory Development of Management Plans for PAs to be distributed in printed form and available on the project's web site.	N/A	The Manual for Participatory Development of Management Plans for PAs was distributed in printed form and is available on the project's web site.
Date				
Comments	<p>Achievement: 90 percent The Manual for PA management planning was developed and disseminated, and is already used for the VNP and other PAs.</p>			
<p>Indicators 4 - 8: Park Management</p>				
<p>Indicator 4: Patrolling systems in place and operational.</p>				
Value	No patrolling system existed.	64 trained PA rangers implement the patrolling strategy from eight outposts; comprehensive reporting on the basis of the MIST.	N/A	52 rangers implement the patrolling strategy from nine outposts; eight of them were trained; comprehensive reporting is made on patrol data based on the MIST.
Date				
Comments	<p>Achievement: 60 percent The VNP patrolling system was developed and is operational. Up to 68 trained rangers were patrolling in 2005. Ranger numbers decreased to 52 in December 2007. 44 out of the current rangers were hired after the ranger training was delivered. Comprehensive reporting is based on the MIST. False patrolling reports entered into the MIST were corrected in 2005. Limited use is made of MIST data analysis to assess or improve the patrolling strategy.</p>			

Indicator 5: Organizational and management framework to be developed and implemented for the VNP.				
Value	The VNP organizational and management framework did not exist.	VNP organizational and management framework to be implemented.	N/A	VNP organizational and management framework has been implemented.
Date				
Comments	Achievement: 90 percent VNP organizational and management framework was developed (based on international experience and local input) and implemented. Competency profiles for all key positions were developed. Detailed AOPs with budgets were prepared, implemented and reported on regularly with only minor deviations. The allocation of conservation and sustainable use zones within the VNP requires further clarification and strengthening to ensure alignment with spatial distribution of VNP conservation assets.			
Indicator 6: Number of ranger training programs implemented.				
Value	Not established.	Not established.	N/A	Training program developed and delivered but majority of VNP rangers were hired after training ceased.
Date				
Comments	Achievement: 40 percent On-the job informal training for VNP staff was delivered by project advisors throughout project period. 42 separate formal training events for more than 1,100 trainees were delivered on: (a) ecotourism, (b) first aid, (c) global positioning system (GPS) use, (d) land-use planning, (e) law and legal procedures, (f) natural resource management (NRM), (g) project cycle management, (h) Participatory Rural Appraisal (PRA), (i) procurement, (j) Ranger-based Data Collection (RBDC) and MIST, and (k) wildlife surveys. No formal training was delivered in 2006 or 2007 and, because of high staff turnover, the majority of VNP Rangers (44 of 52) have not yet received training			
Indicator 7: Boundary demarcation in key areas completed.				
Value	No boundary demarcation existed in the VNP.	49 boundary demarcation points to be established in key areas in place.	N/A	40 boundary markers in key areas placed 12/2006
Date				
Comments	Achievement: 80 percent Originally, 49 concrete boundary markers were planned. Nine markers were cancelled due to difficult proposed location (in flooded area, inaccessible slopes). Markers were not built to specifications and some were incorrectly sited. Markers were re-built to specifications at the correct locations.			
Indicator 8: Number and quality of awareness programs.				
Value	No environmental awareness and education programs existed.	Comprehensive environmental awareness and education programs to be implemented at local level and through national radio and TV coverage.	N/A	Environmental awareness and education programs implemented at local level and through national radio and TV program.
Date				

Comments	<p>Achievement: 50 percent</p> <p>Environmental awareness and education programs were developed and implemented nationally and locally.</p> <p>National programs included:</p> <ul style="list-style-type: none"> - press releases in Khmer, English and French - project quarterly newsletter in Khmer and English - 12 videos - Environmental education TV and radio spots of 45 seconds broadcast seven times a day, four days a week for six months (June – December 2005) - Radio debate ‘People and Nature’ for the same period - Three-part TV documentary (Heritage of our Ancestors) broadcast four times - National environmental drawing contest for primary and secondary schools with 324 participants, with a calendar made from the best drawings <p>The impact of the national program was evaluated based on Phnom Penh high school audience only (methodology not robust).</p> <p>Local programs in the VNP (Siem Pang, Stung Treng, Veunsai, Taveng and Banlung districts) :</p> <ul style="list-style-type: none"> - Environmental awareness visits in 21 pilot villages - Malva nut campaign video - Environmental protection video (Protecting Environment is Protecting Children) in Brao language - Showings of documentary (Heritage of our Ancestors I - III) - 13 environmental awareness information sheets - 34 poster illustrations for environmental awareness - general environmental awareness poster - newsletters (Our Schools and Our Pagodas, Our Community) <p>The impact of local programs was limited. Programs did not reach a large percentage of the target audience. A majority of the target audience developed only a superficial grasp of the issues. Messages sent out in the first half of the project were confused and inconsistent [Mid-Term Review - MTR]</p>			
Indicators 9-11: Community Development				
Indicator 9: Resource and social surveys are completed and fed back into park and community planning process.				
Value	No information on natural resources and social conditions in communities around the VNP was available.	Two socio-economic surveys to be completed; a study on historic settlement and land tenure to be completed.	N/A	Four surveys with a socio-economic focus were conducted by the project, including the Study on Settlement and Agriculture.
Date				
Comments	<p>Achievement: 90 percent</p> <p>Socio-economic survey studies:</p> <ol style="list-style-type: none"> 1. Park Wide Assessment (2000) 2. PRAs with supporting Case Studies (2000 - 2003) 3. Settlement and Agriculture in and Adjacent to VNP (2006) 4. Technical Suggestions to Improve Rice and Other Crop Production at the VNP’s 21 Villages (included agricultural base-line survey) (2005) <p>Results fed effectively into the community planning process except regarding cultural habitats (spirit and cemetery forests). Additional socio-economic monitoring continues under routine park operations.</p>			

Indicator 10: PRA procedures are tested and understood by practitioners and communities.				
Value	No PRA procedures were available.	Three PRA surveys to be completed and commune action plans to be in place.	N/A	Three watershed PRAs were completed. Commune action plans are in place.
Date				
Comments	<p>Achievement: 70 percent</p> <p>Three PRAs were completed in 2001, a report was prepared in 2002 and two additional village case studies were conducted in 2003. Five Community Protected Areas (CPAs) were identified with their boundaries mapped and CPA committees organized; four of the CPAs were legally established and regulations approved; one of the CPAs with draft CPA management plan prepared. Commune action plans are in place as prepared by commune councils in consultation with the VNP.</p> <p>There was a lack of coordination that led to a duplication of effort – the Ministry of Agriculture, Forestry and Fisheries (MAFF) has organized committees in the same villages to manage natural resources outside of park boundaries. Limited use was made of PRAs for VNP outreach program.</p>			
Indicator 11: Number and quality of livelihood programs adopted.				
Value	No livelihood program existed.	Four CPAs to be established in the VNP; 100 percent of community grants to be disbursed through government system.	N/A	Four CPAs were formally established covering 5 percent of the VNP. 100 percent of community grants were disbursed through, or in parallel with, the government system.
Date				
Comments	<p>Achievement: 90 percent</p> <p>Two livelihood programs (a Small Grants Program and an Ecotourism Program) worth nearly US\$100,000 were implemented. Disbursement was partly through government decentralized structures.</p> <p>Under the Small Grants Program:</p> <p>Agriculture: about 60 farmers received a one-time grant of improved seed, tools or production techniques.</p> <p>Employment: About 30 villagers were employed as rangers and others as casual labor.</p> <p>Under the Ecotourism Program:</p> <p>Two communities received community-managed guesthouses; about 20 villagers are occasional tourist guides and porters with total earnings of US\$700 by mid-2006. Anecdotal evidence suggests a wide appreciation by beneficiary communities but without monitoring or quantitative assessment of impacts this is hard to verify.</p>			
Indicators 12 - 13: Project Management				
Indicator 12: Monitoring and evaluations system developed, in place and operational.				
Value	No M&E system existed.	M&E systems to be developed, in place and operational in at least two PAs and within the MoE.	N/A	Project management M&E established in the VNP and the MoE.
Date				
Comments	<p>Achievement: 90 percent</p> <p>An M&E system was established, including the following:</p> <p>An effective AOP to plan and track project inputs and milestones.</p>			

	<p>Periodic progress reports (quarterly, annual) to track implementation and outputs. Financial management system established in the MoE and the VNP (limited operational efficiency in the VNP). The MIST established in the VNP, Bokor National Park and MoE, and functional in the VNP and the MoE. However, there was limited staffing and use made of the MIST. Early problems with extensive data falsification in the MIST were addressed with GPS tracking and daily photographs to document patrolling operations.</p>			
Indicator 13: Extent to which project activities are delayed due to funds release or availability of resources.				
Value	Not established.	Not established.	N/A	Moderate impacts.
Date				
Comments	Moderate impact of constrained flow of funds between the Ministry of Economy and Finance (MEF), the MoE and the VNP. Significant delays were caused by the late provision of technical assistance (TA) early in the project.			

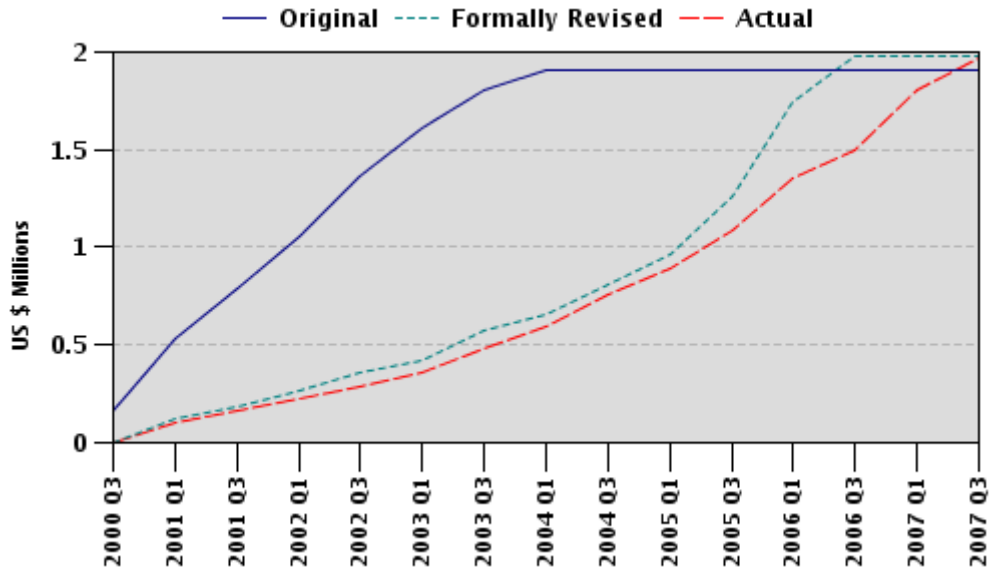
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	DO	GEO	IP	Actual Disbursements (US\$ million)	
					Project 1	Project 2
1	06/27/2000	S	S	S	0.10	0.15
2	12/27/2000	S	S	S	0.10	0.15
3	06/27/2001	S	S	S	0.16	0.25
4	06/29/2001	S	S	S	0.16	0.25
5	12/12/2001	S	S	S	0.23	0.35
6	04/24/2002	S	S	S	0.30	0.43
7	06/28/2002	S	S	S	0.33	0.45
8	12/30/2002	S	S	S	0.42	0.55
9	06/20/2003	S	S	S	0.50	0.65
10	09/25/2003	S	S	S	0.60	0.80
11	06/15/2004	S	S	S	0.88	0.98
12	12/17/2004	S	S	S	0.99	1.18
13	06/10/2005	S	S	MS	1.21	1.45
14	05/31/2006	S	S	S	1.64	2.24
15	06/26/2007	S	S	S	2.00	2.75

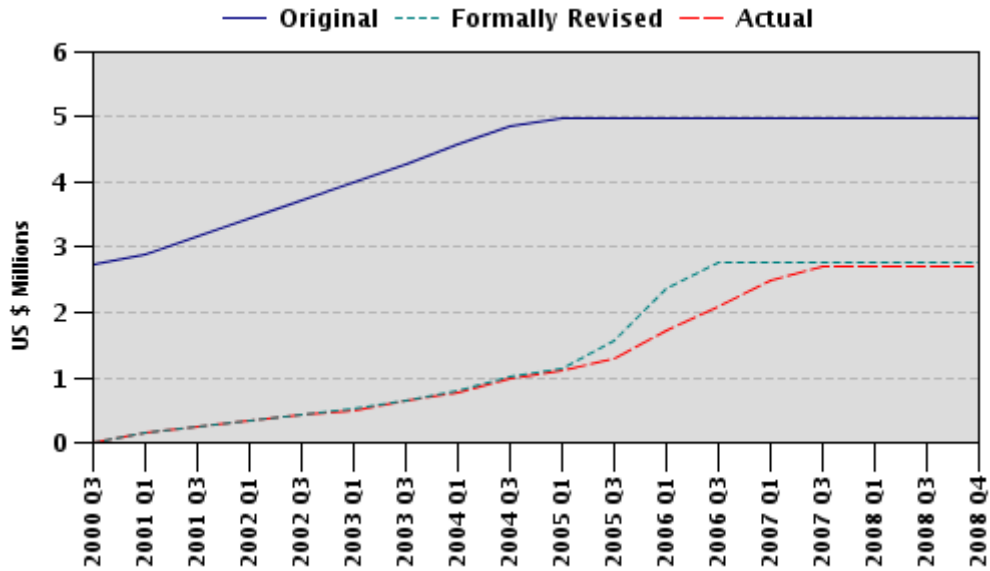
H. Restructuring (if any)

No restructuring of the project was carried out.

I. Disbursement Profile
P065798



P052006



Note: the “original” data on disbursements presented in the above graph includes a data entry error; the line should begin at zero and the maximum value should be US\$2.75 million (the Global Environment Facility Board approved amount). However, the data are “locked” and could not be revised at the time of ICR preparation.

1. Project Context, Development and Global Environment Objectives, and Design

1.1. Context at Appraisal

1.1.1. The project context was determined by the principal role that natural resources play in driving Cambodia's rural economy and in providing livelihoods to a majority of its population. Recognizing the significance of natural resources, the 1997 Country Assistance Strategy (CAS) identified the sustainable use and management of natural resources as one of its key objectives. The CAS focused specifically on the need to support implementation of the 1997 National Environmental Action Plan, which identified protected areas management as an immediate priority. The 1997 CAS also focused attention on forestry sector reforms. This project was seen as complementary to Bank and other donor efforts to support forest sector reforms.

1.1.2. **Country Background.** At the time of project preparation and appraisal in 1998-1999, the economic, social and institutional context in Cambodia was similar to that of the least developed countries. The income and socio-economic indicators were at the level of the 1960s, and the country was severely indebted, vulnerable to external shocks and suffering from internal governance problems. Eighty-five percent of the population was rural, the annual *per capita* income was the equivalent of about US\$260, infant mortality was 110 per thousand births (twice as high as in other low income countries) and life expectancy was 52 years (ten years less than in other low income countries).

1.1.3. **Sector Background.** Natural resources – land, forests, fisheries, mineral wealth and tourism potential – featured prominently in Cambodia's development prospects. At the same time, government capacity to manage these resources sustainably was limited. Illegal logging threatened the forests and was the primary environmental issue of the day. Resource conservation was chiefly donor-executed, uncoordinated, unaccountable to the MoE, and often implemented with the MoE playing only minor supporting role. The concern about the sustainable use of forest resources was linked to concerns about the management of PAs, particularly those with significant forests like the VNP.

1.1.4. **Project Background.** Cambodia's PA system was recent – established only in 1993 by a Royal Decree – and vast, encompassing 23 protected areas covering 18 percent of the country's land mass. Nearly one-third of communes lived either in or adjacent to protected areas. The PA system was, however, not well managed and suffered from the following issues:

(a) **Weak Institutional Capacity.** The agency responsible for PAs (the MoE) was weak, with a broad mandate. It lacked the staff skilled in PA management. It also lacked a long-term vision, laws, regulations and operating procedures for PA management. Similarly, considerable lack of human, institutional and budgetary capacity existed at the provincial level and at the level of individual PAs.

(b) **Insufficient financing.** The MoE annual budget covered chiefly (inadequate) staff salaries and left little funding for operating expenses related to PA management. PA management activities depended mainly on intermittent donor support.

(c) **Outdated biodiversity data.** The information about Cambodia's biodiversity was incomplete, and dated to the 1960s except some preliminary biodiversity surveys in the VNP and other PAs. It was not sufficient for informed PA management.

(d) Increasing pressures from improved access, forestry and land concessions and wildlife trade. The end of the Khmer Rouge regime and clearing of land-mines improved security and access to the PAs. Large logging and agro-forestry concessions increased pressure on the PAs and their buffer zones. Finally, the profitable¹ international wildlife trade and poaching continued unabated.

1.2. Original Project Development Objective and Key Indicators

1.2.1. The Project Development Objective (PDO) was to improve the capacity of the Ministry of Environment (MoE) to plan, implement and monitor an effective system of National Protected Areas (NPAs). Toward that end, the project had two related immediate objectives:

- First, to develop and test proactive measures to minimize unsustainable exploitation and degradation of the biodiversity of national and global significance in the Virachey National Park (VNP).
- Second, to use the experiences gained from the VNP to formulate institutional models for the development of the NPAs system of Cambodia.

1.2.2. An additional overarching objective presented in the main text of the Project Appraisal Document (PAD) was to improve the capacity of the MoE to plan, implement and monitor an effective system of NPAs. Annex 1 in the PAD included an objective related to minimizing illegal exploitation of the VNP consistent with (but not identical to) the first objective listed above.

Key Performance Indicators (KPIs)

1.2.3. For reasons that are not clear, the PAD included two versions of project performance indicators² (one in the main text and one in the Results Framework). This Implementation Completion and Results Report (ICR) uses the indicators as presented in the Results Framework, since this version was used, with some modifications, for Implementation Status Reports (ISRs) and Global Environment Facility (GEF) evaluation.

PDO indicators:

- (1) Results of organizational, finance and management studies are adopted and promoted widely within the MoE.
- (2) Management plan for the VNP based on community and stakeholder participation is produced and accepted.
- (3) Incidence of unplanned agricultural expansion, wildlife poaching, and illegal logging is reduced in the VNP.

Component 1 indicators:

¹ As noted in the PAD illegal wildlife trade was seen as a direct threat to biodiversity in Cambodia. Despite the government's ban on poaching trade persisted and the sale of a single live tiger could pay more than an average annual income.

² See Annex 10 for a detailed comparison of the two versions of KPIs.

- (4) National leadership and ranger training programs are developed, tested and implemented.
- (5) All national organizational, sustainable finance, environmental decision support system, legal and regulatory reviews are completed and major recommendations accepted by the MoE.
- (6) PA management planning models are evaluated and adopted as national standards;

Component 2 indicators:

- (7) Patrolling systems in place and operational.
- (8) Organizational and management framework developed and implemented for the VNP.
- (9) Number of ranger training programs implemented.
- (10) Boundary demarcation in key areas completed.
- (11) Number and quality of awareness programs.

Component 3 indicators:

- (12) Resource and social surveys are completed and fed into park and community planning process.
- (13) PRA procedures are tested and understood by practitioners and communities.
- (14) Number and quality of livelihood programs adopted.

Component 4 indicators:

- (15) M&E systems developed, in place, and operational.
- (16) Extent to which project activities are delayed due to funds release or availability of resources.

1.3. Original Global Environment Objectives (GEO) and Key Indicators (as approved)

1.3.1. In addition to the PDO, the PAD also presented a GEO associated with GEF co-financing. The GEO was to assist the government to achieve sustainable long-term utilization of its natural resources, especially its mountain forest ecosystems of regional and global significance. In particular, the project aimed at developing an effective national protected areas system based on a consistent and well-articulated set of management, financial and institutional procedures within a well-functioning legal and regulatory framework. The project was to contribute to global environmental goals of biodiversity protection in one of the most important remaining forest areas of South-East Asia, widely recognized for its conservation importance.

1.3.2. The project did not have specific key indicators related to the GEO. The legal documents specified that the PDO indicators be used for GEO monitoring and evaluation.

1.4. Revised PDO (as approved by original approving authority) and Key Indicators, and reasons/justification

1.4.1. There was no formal revision of the PDO or the key indicators.

1.5. Revised GEO (as approved by original approving authority) and Key Indicators, and reasons/justification

1.5.1. There was no formal revision of the GEO or the key indicators.

1.6. Main Beneficiaries

1.6.1. The primary project beneficiaries were the MoE's Department B (responsible for PA management), Department D (responsible for Geographical Information System (GIS) and information management) and the VNP management team. The primary beneficiaries also included members of the eight pilot communities and 21 villages included in the project community activities. More broadly, the project beneficiaries included the provincial authorities in Ratanakiri and Stung Treng Provinces, central government and the people of Cambodia who may, in the future, benefit from improved PA management. Beneficiaries also include the global community that derives benefits from biodiversity conservation in Cambodia.

1.7. Original Components

1.7.1. The project had four components. The estimated costs at appraisal did not include physical or price contingency provisions.

1.7.2. **Component 1. National Policy and Capacity Building** (appraisal cost estimate of US\$1.41 million). This component was designed to help the MoE to develop the key elements of a long-term strategy for the NPAs system of Cambodia through: (a) a comprehensive review of the existing organizational and management systems within the MoE; (b) the development and implementation of national leadership and ranger training programs; (c) the formulation of a sustainable financing strategy for the entire protected areas system; (d) the development of prototype information systems to support protected areas management; (e) the development of national protected areas management planning guidelines; (f) a review of legal and regulatory constraints facing the establishment and management of protected areas; and (g) public awareness and education programs related to protected areas management.

1.7.3. The financing was for up-grading of physical facilities in the MoE; the procurement of vehicles, computers, furniture and office supplies; technical assistance (TA) and short-term consultants; domestic and overseas training programs; and various national workshops.

1.7.4. This was expected to lead to: (a) a stronger consensus among MoE, related government agencies (i.e., the Ministry of Economy and Finance, MAFF), NGOs and other stakeholders involved in protected areas management on the long-term vision for Cambodia's protected areas; (b) an action program for the priority national initiatives; (c) strengthened MoE professional capacity in terms of overall PA leadership within the Ministry as well as field and operational staff; and (d) a stronger voice for the MoE in key national policy issues affecting PAs.

1.7.5. **Component 2. Park Protection and Management** (appraisal cost estimate of US\$1.92 million). This component was designed to develop and test pilot activities that support the basic management needs of the VNP. It was to finance park infrastructure, park management planning, staff development, community education and outreach, and park protection. Specifically, it included financing for the construction of a park headquarters at

Voen Sai District, two field operational bases at Ta Veng (Ratanakiri Province) and Siem Pang (Stung Treng Province) and field outposts within the park; radio communications systems; vehicles, boats, motorcycles and other essential field equipment; access trails; public conservation awareness and educational programs; patrolling; ranger training; biophysical and socio-economic surveys; stakeholder workshops; park zoning; map production; boundary demarcation; and long-term and short-term TA.

1.7.6. This was expected to lead to: (a) a five-year management plan for the VNP addressing both the biological and the human dimensions of conservation including the definition and partial demarcation of the park boundaries; (b) strengthened capacity to manage the VNP field operations through professional development and ranger training; (c) increased conservation awareness among communities and other land stakeholders; (d) a reduction in unsustainable and illegal exploitation of VNP resources; and (e) a stronger voice for provincial environmental and PA stakeholders in major land-use decisions affecting the VNP.

1.7.7. **Component 3. Community Development** (appraisal cost estimate of US\$1.08 million). This component was designed to develop and test approaches for involving communities in and adjacent to the VNP in park management as an integral part of park conservation. The component financed (a) natural resource and social assessments to understand the livelihood practices, natural resource use patterns, cultural values and other socio-economic conditions in and around the VNP; (b) assistance to communities in pilot areas to formulate proposals for village and commune development consistent with park management goals and community needs; and (c) the implementation of community-based natural resource management plans, small-scale alternative livelihood initiatives, and small-scale infrastructure.

1.7.8. Specifically, the component was to finance: training in PRA and community interaction techniques for staff in provincial line agencies; community outreach and education programs; natural resource assessments; in-depth community appraisals; and community development initiatives. The project was to provide vehicles, office equipment, technical assistance and field allowances for staff involved in PRAs and surveys.

1.7.9. This was expected to lead to: (a) the strengthened capacity of MoE and provincial government staff to facilitate community development; (b) the evaluation of methodologies for involving communities in park protection and management; (c) increased community willingness to participate in activities that further park management objectives; (d) the establishment of a zoning system in pilot areas to guide land use within and adjacent to the park; (e) the evaluation of incentive systems and livelihood alternatives that complement park protection and management initiatives.

1.7.10. **Component 4. Project Management** (appraisal cost estimate of US\$0.5 million). This component was designed to support project management activities through a project management office in Ban Lung and a project liaison office in Phnom Penh. The financing included the upgrade of MoE offices in Phnom Penh, the construction of an office in Ban Lung, computers, office equipment and furniture, vehicles, communications equipment, operating costs and field allowances for traveling staff as well as consulting services for management activities (e.g., monitoring, accounting and procurement).

1.8. Revised Components

1.8.1. The components were not formally revised.³

1.9. Other significant changes

1.9.1. **Change in the implementation schedule.** The closing date of the Credit was extended⁴ three times (once by two years and twice by one year), doubling the original implementation period to nearly eight years⁵. This extension led to significant increases in actual project management costs over those estimated at appraisal. Cost increases included both the daily operational costs of managing Virachey National Park and the extension of consulting contracts for advisors supporting the project. The original project scope was unchanged, although some related activities (e.g., ecotourism) were added⁶.

2. Key Factors Affecting Implementation and Outcomes

2.1. Project Preparation, Design and Quality at Entry

2.1.1. Key factors during project preparation included a high level of government commitment demonstrated by borrowing from the International Development Association (IDA), which is uncommon for conservation projects, and implementing agency commitment demonstrated by the continued personal involvement of the Senior Minister and top MoE management. The choice of a Learning and Innovation Loan (LIL) as the lending instrument emphasized the focus of the project on “learning by doing” but did not match the broad national policy agenda (outlined in Component 1); simplified LIL processing may have contributed to insufficient treatment of safeguards (see section 2.4); and the high standards set for M&E under LIL guidelines were not met (see Section 2.3). In hindsight, the ICR finds that a LIL was not the best choice of instrument for the project as designed; at the time of project preparation LILs were viewed favorably because of their relatively shorter preparation time compared to SILs, and the Task Team proceeded on this basis.⁷

2.2. Implementation

2.2.1. Key factors that affected implementation included:

³ The Community Development Component (Component 3) was operationally merged with the Park Management Component (Component 2) following the MTR recommendations to reflect that the community activities were integral to park management. The resultant Park Management Component retained the activities of the two original project components.

⁴ The extensions were not approved by the RVP as required for cumulative extensions of two years or more.

⁵ The three extensions were from December 31, 2003 to December 31, 2005, then to December 31, 2006 and December 31, 2007. The stated reasons for the extensions varied and included the completion of activities, the consolidation of achievements, and delays caused by long rainy seasons.

⁶ The disbursement categories and disbursement percentages, however, were changed several times to alleviate funding constraints in different parts of the project.

⁷ The Project Concept Review, the PAD review and the QAG portfolio review all questioned the use of a LIL for this operation.

- (a) **A new approach to PA management**, based on increased community consultation and participation, greater involvement with local government and a leading role for the MoE, increased ownership and capacity building but slowed implementation considerably as government staff took on new roles and engaged a larger number of stakeholders than they had traditionally.
- (b) **The implementation of the project through MoE** fostered (even required) more rapid MoE capacity development than donor-executed conservation projects typical required in Cambodia, but the MoE's limited conservation and project management experience remained a constraint throughout the project period.
- (c) **National decentralization** devolved power to local levels but created a shifting legal environment creating challenges for integration of community activities into government programs.
- (d) **Remote location and difficult field conditions at the VNP** affected park staff retention and limited communications both within the VNP and between the VNP and central MoE.
- (e) **High personnel turnover** at the MoE caused by uncompetitive pay and poaching of staff by donors for work in other projects.
- (f) **Corruption and patronage** undermined both conservation and public credibility as large-scale logging within the VNP was linked to the Park Director and Provincial Governor, and patrolling data was falsified by rangers.
- (g) **The strained relationship between the MoE and the MAFF** hampered cooperation and led to the creation of parallel community groups for NRM management.
- (h) **Multiple extensions** of the project affected staff morale and focused management attention on outputs rather than outcomes.
- (i) **An initial lack of experience with procurement and a decision to procure TA**⁸ through individual rather than firm contracts led to significant delays and stretched the project management capacity, but brought cost savings and stimulated MoE capacity development.

2.3. Monitoring and Evaluation Design, Implementation and Utilization

2.3.1. **M&E Design.** M&E design, as reflected in the results framework, failed to establish clear links between objectives, outputs and indicators. KPIs in the results matrix were not consistent with the main text of the PAD (see Annex 10). Nearly all of the indicators were insufficiently specific, lacked base-lines and targets values and did not clearly identify data collection methods. The M&E design did not meet the high standards required to rigorously test the LIL's learning hypotheses.

⁸ Technical assistance was the largest project cost at 60 percent of the appraised project value.

2.3.2. **Implementation.** The KPIs were not tracked during the original project period.⁹ Base-line and target values were retro-fitted but not always logically linked to the respective indicators, and some values did not accurately reflect the baseline.¹⁰ The tracking of the KPIs improved in the second half of the project, although shortcomings remained.¹¹ In parallel to the results framework, a robust monitoring system was implemented from 2003. AOPs tracked activities, responsible staff, milestones, timeline, inputs and budgets and produced regular detailed reports. AOPs tracked progress using a more detailed set of activities and indicators than those outlined in the PAD.¹² The project also implemented a GIS-based MIST for spatial analysis and decision support in PA management.¹³ Other M&E efforts were also made.¹⁴

2.3.3. **Utilization.** The original project M&E (KPIs, results framework) was not used except for reporting to Bank management. The AOP was extensively utilized as an effective project management tool although it was not linked to the original project M&E or to its learning objectives. The observed actual use of the MIST for decision making was below potential.¹⁵ Given the limited use and small MIST staff (two technicians and two technical staff, one at the VNP and one at the MoE), sustainability and expansion to other protected areas will depend on additional external support.¹⁶

2.4. Safeguard and Fiduciary Compliance

2.4.1. **Safeguards.** The project was rated as an Environmental Assessment Category “B” based on the anticipated benefits to the environment from improved PA management and limited potential adverse environmental impacts due to small-scale park infrastructure. The anticipated impacts on indigenous peoples were also expected to be positive as these communities would gain greater access to and control over natural resources through the introduction of Community Protected Areas. As the project itself was considered to be an instrument of implementing the safeguard policies, no separate safeguards instruments were prepared or disclosed (as duly noted in the PAD - paragraph 6, page 14).

⁹ The first attempt was made three months before the original Closing Date in the context of the first project extension.

¹⁰ For example, the two-year pre-project efforts by the WWF and the MoE in VNP to develop patrolling and ranger training were not reflected in the baselines for patrolling and training.

¹¹ For example, there were unexplained changes to some indicators; e.g., ‘national leadership’ was dropped from the indicator for ‘national leadership and ranger training programs are developed, tested and implemented’.

¹² For example, the 2006 AOP tracked more than 220 activities under eight programs and 41 indicators.

¹³ The capabilities of the MIST and MIST staff were demonstrated to the ICR mission at both its VNP and Phnom Penh terminals. MIST staff were able to generate detailed thematic maps and data on patrol coverage, threat locations, and key-species presence although the accuracy of data in the system is suspect due to falsification of ranger-collected input data (e.g., threats, key-species, and illegal activities) uncovered in 2005.

¹⁴ ‘Parks in Perils’ management scorecard by The Nature Conservancy was used before 2002, and IUCN Management Effectiveness Scorecard was used during the MTR in an effort to understand the difficult issues of monitoring performance. These efforts and findings were not tied to the original project M&E against KPIs. The continued use of ‘Parks in Peril’ scorecards was recommended by the MTR but was not carried out.

¹⁵ For example, the ICR mission found no indication that the site-level monitoring data already in the system was routinely considered when planning future patrols. The tracking and analysis of law enforcement action in the MIST, while technically possible, was not used as the respective records were not fed into the MIST data-base.

¹⁶ The MTR questioned the feasibility of using and sustaining electronic data-bases at the level of the individual PAs. At project completion, the conditions for sustained use of the MIST do not exist in most PAs. The MIST was introduced in Bokor NP in 2004, but stopped functioning in 2005 after project funding ended. In the VNP, the district-based ranger stations are large and well equipped, and are able to maintain the MIST and make simple analyses of data obtained, although the analytical expertise and culture of using the system requires strengthening.

2.4.2. Although this decision was noted in the PAD and was considered appropriate at the time, the ICR team in evaluating against current standards finds that the project erred by not formally triggering the appropriate safeguard policies and by not preparing and disclosing an Environmental Assessment to describe the anticipated impacts of the project. The project should have triggered OP 4.01 on Environmental Assessment, OP 4.04 on Natural Habitats, OP 4.10 on Indigenous Peoples, OP 4.12 on Involuntary Resettlement, OP 4.36 on Forests, and OP 4.11 on Physical Cultural Resources. Even in projects that are expected to provide positive environmental and social benefits, these policies are now routinely triggered “proactively”. Despite this serious initial lapse, the ICR team also notes that the Bank’s due diligence obligations were fulfilled during implementation through the inclusion of the adequate expertise to monitor and ensure compliance with these policies during supervision.

2.4.3. **Fiduciary.** During project implementation the quarterly Financial Monitoring Reports and the annual audit reports were submitted on time. However, as no civil servant was assigned to work with the financial management consultants during project implementation, limited financial management (FM) capacity was built within the Ministry. Greater emphasis should be placed on FM and procurement training during the preparation of the follow-up operation to ensure adequate capacity development within the Ministry.

2.5. Post-completion Operation/Next Phase

2.5.1. The project is expected to be succeeded by an IDA-financed follow-on operation, the Cambodia Environment and Protected Areas Management Project, the preparation of which began before project closing. The government agreed to fund ranger and MoE staff salaries until a system of Merit-Based Pay Incentives (MBPI) can be designed and implemented.

2.5.2. **Bridge funding.** To prepare the new operation and to provide bridge funding to continue support for VNP protection and piloting activities, funding amounting to nearly US\$1 million was mobilized from the Japan Policy and Human Resource Development Fund and the Project Preparation Facility.

3. Assessment of Outcomes

3.1. Relevance of Objectives, Design and Implementation

3.1.1. **Relevance of objectives.** Project development and global objectives remain relevant. The threats to Cambodia’s biodiversity remain high as natural resources continue to play an essential role in the country’s growth-oriented economic strategy. The relative importance of Bank support to MoE has grown as other major donors have reduced their support.

3.1.2. **Relevance of design.** The relevance of project design was high with respect to: (a) protecting the VNP; (b) strengthening voice and customary rights of neighboring communities; (c) strengthening the VNP and MoE institutional capacity; (d) transferring international conservation practices to Cambodia; (e) taking initial steps toward decentralization and fiscal sustainability; and (f) blending IDA and GEF resources to support both national and global conservation outcomes. The relevance of design was low with respect to safeguards and M&E, especially in light of the high LIL M&E standards (see Annex 12).

3.1.3. **Relevance of implementation.** Implementation relevance is rated as high, given the successful replication of park planning procedures at one other PA, the establishment of links with adjacent communities and local government, and progressive improvements in MoE capacity. The relevance of implementation was low with respect to slow development of the national training curriculum and fiscal sustainability strategy.

3.2. Achievement of Project Development Objectives and Global Environment Objectives

3.2.1. **First objective.** The first objective was to develop and test proactive measures to minimize unsustainable exploitation and degradation of the biodiversity of national and global significance in the VNP. The first objective was achieved with moderate shortcomings, as demonstrated by progress against the respective PDO indicators, in particular by: (a) the successful development and implementation of a VNP 2003-2007 management plan based on community and stakeholder participation; and the development of supporting plans including the Park Protection Plan 2006-2008 and five consecutive AOPs; and (b) the number of illegal logs decreased from more than 70 in 2004 to less than 20 in both 2006 and 2007, while wildlife poaching increased about 2.2 times and illegal agriculture remained at low levels between 2004 and 2007. The combined incidence of all illegal activities for that period declined by more than 20 percent, but illegal roads increased from 0 to 12 (see Annex 11).

3.2.2. **Second objective.** The second objective was to use experience gained from the VNP to formulate institutional models for the development of the NPAs System of Cambodia. The second objective was fully achieved, as demonstrated by progress against the respective PDO indicator, in particular by the development and adoption by MoE for nation-wide replication of eight organizational and management studies that together outlined a strategic vision for development of the NPAs system. (See Datasheet, Section F for list of studies.)

3.2.3. The project contributed to the achievement of the objectives by:

3.2.4. Creating a physical enabling environment for VNP management through material inputs including: (a) the construction of the VNP headquarters at Banlung, three ranger stations and nine ranger out-posts, and a ranger training center in Bokor National Park; (b) establishing a high-frequency radio communication network, internet connection, and other communication systems; (c) providing vehicles, motorcycles and boats for ranger transport; and (d) financing field gear, uniforms, medications and food rations.

3.2.5. Creating an institutional enabling environment for the management of the VNP and other PAs through (a) the provision of substantial technical assistance (TA) on all aspects of PA management; (b) establishing the organizational and management structure at the VNP; (c) developing staff competency profiles; (d) financing staff costs; (d) promoting the decentralized management of PAs; (e) strengthening the capacity of the VNP and the MoE to monitor management effectiveness through the MIST; (f) developing a cadre of dedicated conservation professionals at the MoE; and (e) integrating 21 communities and local governments in three districts of Ratanakiri and Stung Treng Provinces into the park management planning and operations.

Achievement of GEO

3.2.6. The GEO was to assist the government to achieve sustainable long-term utilization of its natural resources, especially its mountain forest ecosystems of regional and global

significance. Although differently worded in the PAD, the PDO and GEO are considered to be the same. The achievement of the GEO was measured by the same indicators as the achievement of PDO, and is considered achieved to the same moderately satisfactory level.

3.3. Efficiency

3.3.1. The cost-effectiveness of VNP management under the project (about US\$132/km² per year) was comparable with that elsewhere in the region. (See Annex 3 for details.)

3.4. Justification of Overall Outcome and Global Environment Outcome Rating

Rating: Moderately Satisfactory

3.4.1. The overall PDO/GEO outcomes are rated as moderately satisfactory. The PDO/GEO remains highly relevant. Most planned outputs and additional relevant outputs added during implementation were delivered efficiently and cost effectively, although they were significant delays as previously noted. The shortcomings rest in the mixed success achieved in decreasing illegal activities that degrade the VNP, the delayed development of the national ranger training curriculum, the low sustainability with respect to MIST, and the financing and main-streaming of the developed PA management models. The rating is consistent with the Independent Evaluation of the project by the GEF.

3.5. Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

3.5.1. The project did not have a poverty focus and did not measure variables allowing the quantitative assessment of its poverty impact. On one hand, it probably contributed to poverty alleviation by providing community grants and creating local employment opportunities in the VNP. On the other hand, it probably reduced income generation from lucrative illegal activities such as hunting, fishing, logging and unregulated collection of non-timber forest products. Measuring livelihood impacts would have been desirable given the livelihood program of the project and the relevance of livelihood support to park management.

(b) Institutional Change/Strengthening

3.5.2. The project had positive institutional impacts at both the VNP and the national levels. At the VNP level, it supported decentralization by fostering collaboration among provincial agencies and integrating customary users into the planning process of local government. At the national level, the project (a) promoted a new vision of NPAs as a comprehensively managed system; (b) contributed to the passage of the new protected area law and supported prosecution of forest crimes in the VNP; and (c) demonstrated for the first time in Cambodia a government-led PA management model. Although the planned MoE institutional assessment was not carried out, organizational weaknesses were identified and to some extent reduced through project implementation.

3.5.3. Institutional strengthening was somewhat limited by the project's heavy reliance on non-MoE staff (e.g., in 2006, only eight of 123 project staff were MoE employees¹⁷). While more mainstreamed than other donor-funded operations, the project was still limited by insufficient integration into the MoE's own structures.¹⁸

(c) Other Unintended Outcomes and Impacts (positive or negative)

3.5.4. There were no other significant outcomes or impacts.

3.6. Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

3.6.1. There was no formal beneficiary survey or stakeholder workshop (see Annexes 5 and 6).

4. Assessment of Risk to Development Outcome and Global Environment Outcome

Rating: Significant

4.1.1. There is a significant risk that the PDO and GEO outcomes will not be sustained.

4.1.2. Few PAs in the world are self-financing, and park funding generally relies on a mix of sources. Government budgetary support to PA management in general and to the VNP in particular is insufficient and relies heavily on external sources¹⁹. Under the project, the planned sustainable financing strategy was never completed and continued international support to the VNP and other parks is threatened by the recent government decisions to grant large-scale mineral exploration licenses in and around PAs.

4.1.3. The MoE's ability to recruit and retain qualified staff is limited. This is of particular concern for remote hardship posts such as those at the VNP. This problem was highly evident during project implementation, and will require mitigation through improved human resource management at the MoE²⁰.

4.1.4. Finally, realizing the vision of a unified national PA system led by the MoE will require continued strengthening of the Ministry's managerial and coordination skills. Strategic studies and key recommendations supported by the project and endorsed by the MoE must still be tested, adapted, and eventually adopted and implemented by key stakeholder groups including conservation NGOs, local government, local communities, and other government agencies.

¹⁷ The project also supplemented the salaries of nine MoE staff in their regular jobs in Phnom Penh.

¹⁸ For example, project-financed staff and structures, especially Project Liaison Office, are perceived as project rather than MoE personnel; park staff and some reports use the project acronym - BPAMP - as a synonym for the VNP.

¹⁹ For example, although the government increased its funding for the project by nearly 18 percent it represented only 7.5 percent of the project cost (2006 GEF evaluation).

²⁰ Loss of rangers near the end of the project and earlier difficulties maintaining full staffing suggest this risk is high. Rangers with low salaries lack incentives to patrol in harsh conditions, and may revert to exploitation of park resources to improve their income. Some of the rangers are ex-hunters hired because of their field skills.

5. Assessment of Bank and Borrower Performance

5.1. Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

Rating: Moderately Unsatisfactory

5.1.1. The Bank effort to ensure quality at entry was mixed and had significant shortcomings. Strengths included facilitating the selection of highly relevant objectives, encouraging a leading role for the MoE and supporting active stakeholder engagement. The main shortcomings are related to the selection of a LIL as the lending instrument (see Section 2.1). Simplified LIL processing led to inadequate attention being paid to sustainability, analysis of alternatives, and safeguards. Shortcomings with regard to the treatment of safeguards are outlined in Section 2.4. Significant shortcomings in the M&E design and implementation in turn resulted in a limited availability of data to test the LIL learning hypotheses (see Section 2.3). Shortcomings in realistically assessing project readiness for implementation and complex project design contributed to a delayed start and slow implementation of the project and led to multiple project extensions (paragraph 2.2.1).

(b) Quality of Supervision

Rating: Moderately Satisfactory

5.1.2. The Bank's supervision performance is rated as having been moderately satisfactory with minor shortcomings. Strengths included a thorough MTR that provided renewed momentum, direction and guidance to the project (see Annex 4); strong and sustained support for addressing illegal logging within the park; multiple learning events provided opportunities to exchange ideas and experience with other conservation actors²¹; and active support for public consultation on the draft PA law. However, there were also significant weaknesses identified: in the realism of ISR ratings²²; in fiduciary practices (see Section 2.4); and in reporting on compliance with safeguards²³. Regular reporting on performance indicators began only shortly before the first extension, and weaknesses in the results framework (discussed in Section 2.4) remained unaddressed.

(c) Justification of Rating for Overall Bank Performance

Rating: Moderately Satisfactory

5.1.3. The overall Bank performance is rated as moderately satisfactory.

²¹ ICR team interviews with conservation NGOs in Cambodia suggested that a broad spectrum of practices and approaches exists in different conservation projects with respect to patrolling and law enforcement, habitat and wildlife survey, outreach and participation, TA input, staffing, budgeting, etc.

²² For example, implementation progress was always rated as "satisfactory" although there were major implementation delays that doubled the project implementation period.

²³ For example, the satisfactory ratings vis-à-vis the degradation of natural habitats from large-scale logging in the VNP, the indications of an international territorial dispute, and the construction of a ranger outpost in the community sacred forest (GEF evaluation report).

5.2. Borrower Performance

(a) Government Performance

Rating: Moderately Unsatisfactory

5.2.1. The government performance is rated as moderately unsatisfactory with significant shortcomings in governance and inter-ministerial coordination. Both national and local levels of government have demonstrated commitment and provided significant support. In a highly visible illegal logging case within the VNP, decisive action was taken at both levels. The Protected Areas Law was finalized and signed into law. The Ministry of Foreign Affairs and International Cooperation cooperated in the organization of a trans-boundary collaboration workshop. Counterpart contributions were provided in full and generally on time. However, in 2007 the government issued mining exploration licenses covering approximately 60 percent of the VNP, including some overlapping the core conservation zones. Exploration licenses were issued without adequate inter-ministerial consultation and, because licenses are not publicly disclosed, concessionaire obligations with respect to relinquishment are not known. Without access to this information, the MoE has difficulty in effectively implementing regulatory oversight. At the time that this ICR was finalized, none of the exploration licenses had been converted into an exploitation agreement and the impacts of exploration activities on biodiversity conservation have been minimal. However, the decision to engage in exploration has already resulted in negative publicity internationally and has raised concerns among Conservation Partners about the commitment of the government to PAs. Such decisions may have an impact on contributions to the national conservation fund and may limit the availability of financial support for the VNP in the future. With respect to coordination with other stakeholders, the relationship between the FA and MoE remains strained at both the national and provincial levels, which limits the effectiveness of coordination efforts.

(b) Implementing Agency or Agencies Performance

Rating: Satisfactory

5.2.2. The performance of the MoE was satisfactory (in the face of difficult²⁴ political and logistical circumstances) with only minor shortcomings. The MoE assigned some of its best technical staff to strategic project positions at both the national and the VNP level, and maintained engagement of top management in the project throughout implementation. The shortcomings included the failure to provide baseline expenditure data for the development of sustainable financing strategy, limited utilization of the MIST for decision-making, and a hesitant assumption of its leading role as the manager of the PA system and coordinator of the donor and NGO assistance in Cambodian PAs.

²⁴ Difficulties included death threats to individual project staff during the investigation of illegal logging in the VNP.

(c) Justification of Rating for Overall Borrower Performance

Rating: Moderately Satisfactory

5.2.3. The overall borrower performance was moderately satisfactory.

6. Lessons Learned

General

6.1.1. **A longer time-frame should be considered for PA/NRM projects with a capacity-building focus.** PA and NRM projects are complex by definition and often involve unclear legal and regulatory frameworks, low capacity of government officials, and poor understanding of rights and obligations of stakeholders. Addressing these fundamental constraints takes time and involves false starts. Projects should have time-frames long enough to address such constraints or should be designed as parts of longer-term programs.

6.1.2. **More attention must be paid to M&E.** Adequate attention to M&E design, implementation and utilization is important for every operation, but is essential for a LIL where it facilitates the testing of the learning hypothesis. Hypotheses should be framed to ensure PA management effectiveness (including internal and external over-sight).

6.1.3. **A strategic approach should be adopted to the development of institutional capacity.** To design an effective institutional capacity-building intervention, the whole organization should be first assessed to understand how its departments and systems interact and function in fact, not just on paper. When strengthening institutional capacity, the creation of external structures should be minimized, and functions should be assigned to the appropriate units within the institution.

6.1.4. **Safeguard policies should be applied proactively.** Trigger and comply with applicable safeguard policies in *all* projects, including those whose explicit objectives aim to protect people and the environment.

6.1.5. **Investments should be made early in counterpart implementation capacity and such limitations should inform project design.** Government capacity to implement Bank-funded projects requires detailed knowledge across a range of technical specialties including procurement. Efforts to build or to strengthen this capacity must start early and focus on the practical skills necessary to run projects effectively and efficiently.

6.1.6. **The appropriate modality of technical assistance should be carefully evaluated.** Large firms can bring consistency and stability but can be expensive and contribute little to local capacity and project leadership. Individual TA contracts give flexibility and cost-effectiveness, but can be difficult to manage and can create problems with continuity of key messages and programs. Appropriately balancing these options contributes to the efficiency, effectiveness and sustainability of technical inputs.

Specific

6.1.7. **Strategic partnerships should be sought early in project implementation.** The project eventually developed partnerships with conservation NGOs and provincial agencies but rather late in the process. The development of partnerships early in the implementation allows for greater leveraging of other resources and expertise and creates better opportunities for sharing experiences and lessons.

6.1.8. **A constant effort should be made to ensure that key stakeholders share the vision of park management and protection.** Decisions about PA management often elicit strong opinions from a range of stakeholders. To build and maintain a common understanding across national, provincial and local levels, PA managers should engage stakeholders in regular discussions of key goals and strategies focusing on review and revision of the objectives and goals of site management.

6.1.9. **Flexibility is important in a dynamic context.** One of the important challenges in Cambodia during the life of the project was the rapidly changing social and economic context of conservation programs and NRM generally, and the community role in leading development programs at the local level. Flexibility in project implementation is important in this situation and projects should be able to take advantage of opportunities as they arise and to modify the structure and nature of project elements if needed. Linkages to the local planning processes developed under the Rural Investment and Local Governance Project should be developed.

6.1.10. **Ranger-based data collection should be employed.** RBDC combined with a GIS-based information system is potentially a powerful tool for assessing management effectiveness and informing the planning process, and it provides an immediate purpose and context for ranger training and capacity building. If RBDC and a MIST are introduced, data quality assurance measures should be put in place and the system should be used to its full potential in supporting management decisions.

6.1.11. **The park should be viewed through the AOPs.** Detailed AOPs with hundreds of activities are an effective management tool, but must not lose the sight of key issues (e.g., identification of key conservation assets and key threats, such as in poaching and road building) from non-essential ones (e.g., nascent eco-tourism programs, and fire management in areas with little fire risk).

6.1.12. **Up-front agreement should be achieved on community involvement.** It should be made clear whether community involvement is an instrument in achieving conservation goals (e.g., being the “eyes and ears” of rangers) or a goal in itself (e.g., in the protection of customary user rights of indigenous people) and the community involvement program should be designed accordingly.

6.1.13. **MoE leadership should be supported** to continue to develop in its role as the manager of the NPA system, while asserting itself *vis-à-vis* other sector agencies in dialogue on developing hydroelectric power generation or mining resources within PA boundaries.

6.1.14. **Civil servants pay should be moved towards a Merit-Based Pay System.** Civil servants cannot be expected to perform if they are not adequately remunerated. Although merit-based payment schemes are still under development in Cambodia, their introduction into the MoE should be encouraged through the development and piloting of an appropriate system.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/implementing agencies

7.1.1. The time required with the Bank procurement requirements was noted. Procurement procedures do take time, but also protect economy and efficiency of resource use, and are applied consistently to all projects.

(b) Co-financiers

7.1.2. Issues raised in the GEF Independent Evaluation Report were discussed in the main text of the ICR. No additional comments are provided.

(c) Other partners and stakeholders

7.1.3. A formal stakeholder workshop was not organized. However, a workshop to present the main outputs of the project and the preliminary findings of the ICR mission was organized to solicit feedback from key conservation NGOs. (See Annex 6 for a list of participants.)

7.1.4. Participants discussed the achievements of the project and endorsed the need for the increased role of the MoE in coordinating the efforts of conservation NGOs and capturing more systematically the competence that exists outside the MoE. The MoE – NGO relationship was not considered yet fully developed. The need for improved collaboration between the MoE and the MAFF's Forest Administration and other ministries (such as Land and Interior), was highlighted.

7.1.5. Participants recognized that funding for PA management remains a critical issue and that no exit strategy from externally-funded conservation was formulated. A conservation trust was mentioned as a possible solution. Calls were made for more funding of PAs from the government's own resources. A move towards a MBPI system was considered promising to provide a living wage to MoE staff, but it was noted that the MBPI has yet to penetrate to sub-national level. The need for a realistic assessment of risks from real estate market, land titling, mineral exploration, road building, etc. was noted in regard to the future conservation efforts under the follow-on operation (the Cambodia Environment and Protected Areas Management Project).

7.1.6. Reasons for failure to deliver national training curriculum on time were discussed together with pros and cons of establishing a centralized training unit at the MoE.

Annex 1: PROJECT COSTS AND FINANCING

Project Cost by Component (in US\$ million equivalent)

Biodiversity and Protected Areas Management Project: IDA Credit (P065798)			
Biodiversity and Protected Area Management: GEF Grant (P052006)			
Components	Appraisal Estimate (US\$ million)	Actual/Latest Estimate (US\$ million)	Percentage of Appraisal
National Policy and Capacity Building	1.41	0.89	63.1
Park Protection and Management	1.92	1.91	99.5
Community Development	1.08	0.52	48.1
Project Management	0.50	1.81	362.0
Total Baseline Cost	4.91	-	-
Physical Contingency Provision	0.00	-	-
Price Contingency Provision	0.00	-	-
Total Project Costs	4.91	5.13	104.5
PPF	0.00	-	-
Front-end fee IBRD	0.00	-	-
Total Financing Required	4.91	5.13	104.5

Financing

Biodiversity and Protected Areas Management Project (P065798)				
Source of Funds	Type of Financing	Appraisal Estimate (US\$ million)	Actual/Latest Estimate (US\$ million)	Percentage of Appraisal
Borrower		0.25	0.39	156.0
International Development Association (IDA)		1.91	2.00	105.0
Biodiversity and Protected Area Management GEF Grant (P052006)				
Source of Funds	Type of Financing	Appraisal Estimate (US\$ million)	Actual/Latest Estimate (US\$ million)	Percentage of Appraisal
Borrower		0.00	0.00	-
Global Environment Facility (GEF)		2.75	2.74	99.6

Annex 2: OUTPUTS BY COMPONENT

Component 1: National Policy and Capacity Building Project

Year	Title	Language
2005	Drawing Contest Calendar 2006	Khmer
2005	Morodok Daun Ta Video Sport (Part I - III)	Khmer
2006	Cambodia PA Gap Analysis (Draft -Dec 2006)	English
2006	Cambodia PA System Plan (Draft, Dec 2006)	English
2006	Cambodia Protected Areas Law (passed 2007; signed 2008)	English, Khmer
2006	Data Distribution Policy (Draft)	English, Khmer
2006	Life and Environment Spots	Khmer
2006	MIST Admin Tools User Guide English v2.0	English
2006	MIST-GIS User Guide English v6.0	English
2006	Ranger -Based Data Collection Manual	English, Khmer
2006	Strengthening the Trans-boundary Collaboration in the establishment of the Virachey - Dong Ampham - Chu Mom Ray Protected Area Complex (Draft)	English, Khmer
2006	Supplementary MIST Manuals	English
2004-2006	Newsletters issued by NPCB for 2004 and 2006	Khmer
2007	Step by step guide to Patrolling System	English, Khmer
2007	Enforcement Ranger Manual For Forest Crime, Wildlife, Natural Resources, Environment and Biodiversity's Operations in Protected Areas	English, Khmer
2007	Manual of Fighting Wildlife Crime Investigating Violations in Protected Areas' s Management	English, Khmer

Planned outputs: (a) Comprehensive Review of Existing Organizational and Management Systems within MoE; and (b) Sustainable Financing Strategy were not delivered.

Component 2: Park Protection and Management

Year	Title	Language
2002	Boundary Demarcation of Virachey National Park	English
2003	VNP Management Plan 2003-2007	English
2005	Draft - PA Reporting Manual	English
2005	Guidelines for Working with Partners (Draft)	English
2005	Research Policy for Protected Areas in Cambodia (Draft)	English
2006	Account Procedures Manual (Draft)	English
2006	Accounting Procedures Manual Forms (Draft)	English

Year	Title	Language
2006	VNP Park Protection Plan 2006 - 2008	English, Khmer
2005	Eco-tourism sub-component (added) Code of Conduct for Ecotourism Rangers	English, Khmer
2005	Ecotourism Development Action Plan 2005-2007	English
2006	Ecotourism Training Management Package - Tourism Ranger Course	English
2006	Entry Signs & Logos Designed	English
2006	Trail Construction & Maintenance Manual	English, Khmer
2006	VNP Ecotourism Posters, Brochures, Booklets	
2006	VNP Ecotourism Strategy 2006-2010	English, Khmer

Component 3: Community Development

Year	Title	Language
2001	Park Wide Assessment of VNP (Draft)	English
2001	PRA - Natural Resource Use in Taveng Leu, O'tabok and Bang Village	English, Khmer
2002	Case Study of Natural Resource Uses in O Chay, Titiam and Kiribas Leu villages Santepheap commune, Siem Pang district, Stung Treng province	Khmer
2002	Report on Samrong Campaign March to May 2002.	English
2003	Case Study of Santepheap and Thmar Keo Communes, Siem Pang District	Khmer
2003	PRA - Status of Natural Resource Use in VNP and the Social and Economic Situation in Koklak	English
2003	Taveng Krom Commune Case Study, Taveng District.	Khmer
2003	VNP Outreach Strategy	English
2004	Awareness Training Guide on the Importance of VNP and CPAs	English
2004	PRA of Natural Resource Use in O Chay, Titiam and Kiribas Leu villages Santepheap commune, Siem Pang district, Stung Treng province	English, Khmer
2005	General Environmental Education at District and Provincial Level	Khmer
2005	General Environmental Education at Village Level	Khmer
2005	O'Chay CPA Regulations	English, Khmer
2005	O'Tabok CPA Regulations	English, Khmer

Year	Title	Language
2005	O'Tung CPA Regulations	English, Khmer
2005	Roles and Responsibilities of CPA Committee Members, a Training Manual.	Khmer
2005	Small Grants Guidelines	English, Khmer
2005	Technical Guidelines on the Establishment of Community Protected Areas	English
2005	Technical Suggestion to Improve Rice and Other Crop Production at VNP's 21 Target Villages	English
2005	VNP CPA Establishment Process	English
2005	Yorn CPA Regulations	English, Khmer
2006	13 Steps in Lowland Rice Production	English, Khmer
2006	Basic Knowledge of Law and Policy for Participatory Management of PA	Khmer
2006	Community Development in Virachey National Park 2000 – 2006	English
2006	Evaluation Report of Small Grants Implementation	English
2006	Guided Pictures for Identification of Pests, Soil Problems and Beneficial in Rice	English
2006	Guidelines for CPA Boundary Descriptions Including Identification of Boundary Marker Locations (Final Draft)	English, Khmer
2006	Implementation of Farmers' Field School to Assist the Indigenous Farmers in Improving Rice	English
2006	O'Chay CPA Management Plan (Draft)	English
2006	O'Khampha CPA Regulation	English, Khmer
2006	Settlement and Agriculture in and Adjacent to Virachey National Park	English, Khmer
2006	Simple Agro-Techniques for Planting Tuber Crops and Fruit Trees	English
2006	Technical Approaches to Agro-Forestry System to Assist the Indigenous Farmers and CPAs of VNP's Target Areas	English
2006	Volunteer Village Teacher Training Module	Khmer
2002-2003	Newsletters issued by CD for 2002 and 2003	Khmer
2007	O' Chey Community Protected Areas Management Plan (Draft)	Khmer

Component 4: Project Management

Year	Title	Language
2001	BPAMP Annual Project Progress Report 2001	English
2002	BPAMP Annual Project Progress Report 2002	English
2002	Wildlife Hunting and Trading Practices in Virachey National Park and Surrounding Areas	English
2003	BPAMP Annual Project Progress Report 2003	English
2003	BPAMP AOP 2003	English
2003	VNP Financial Plan 2003-2007	English
2004	AOP Detailed Activities Sheet Template	English
2004	BPAMP Annual Project Progress Report 2004	English
2004	BPAMP AOP 2004	English
2004	Flight Over Virachey National Park (DVD Set)	English
2005	BPAMP Annual Project Progress Report 2005	English
2005	BPAMP AOP 2005	English
2005	Management Effectiveness Assessment of the System of Protected Areas in Cambodia Using WWF's RAPPAM Methodology	English, Khmer
2005	Participatory Development of Management Plans for PA in Cambodia 2005	English, Khmer
2006	Annual Operations and Budget Planning and Monitoring and Evaluation for Protected Areas in Cambodia	English, Khmer
2006	BPAMP AOP 2006	English
2006	BPAMP Final Report 2000-2006	English, Khmer
2006	Competency Profiles for PA Staff under the DNCP, MoE	English, Khmer
2006	Concept for and First Step Towards the Development of a Financing Strategy for the Protected Area System of Cambodia	English
2006	Research Policy for Protected Areas under the DNCP (Draft)	English
2007	BPAMP AOP 2007	English
2007	Annual Report	English

Discussion of Principal Outputs by Components and Indicators

Component 1: National Policy and Capacity Building

<p>Outputs Contributing Towards Indicator 1:</p> <p>National leadership and ranger training programs are developed, tested and implemented</p>	<ul style="list-style-type: none"> • Competence profiles, staff evaluations • National ranger training curriculum • National level awareness programs
<p>The project identified 13 competencies profiles required for the various positions in protected area management appropriate for conditions in Cambodia. The project also designed a standard format for the evaluation of staff performance and conducted annual performance reviews. A 136 page document describes competences, performance standards, and assessment formats for all positions envisaged for the protected area system. A <u>ranger training curriculum</u> was developed based on the list of competences and the associated training needs. Content and materials of three training modules were prepared with focus on basic skills, law enforcement, and tourism. Trial deliveries of each training module were conducted and modules were revised according to evaluations made by both trainers and trainees. No training module was produced for community outreach aspects other than eco-tourism. However the methods commonly used are adapted versions of those applied in rural extension and community development for which training providers and materials are comparatively easy to find.</p> <p>Course materials prepared by WildAid on behalf of the project deal with law enforcement. They are well organized and presented, available in the Khmer language and have been approved by the MoE. Combined with the training modules (patrolling guide, standardized field observations, tourism ranger skills) developed by the project, the curriculum content is relevant, appropriate, and covers the essential skills and knowledge. BPAMP has contributed to the construction of the Bokor Ranger Training Centre. <u>National leadership training</u> program was not developed but substituted by way of experiential learning during study tours, participation in international meetings, and participation in problem solving and planning workshops.</p> <p>Beginning in 2004, the project began to address a general audience on national TV, broadcasting a series of videos and three feature documentaries on protected areas in different regions of Cambodia. Public service radio spots were broadcast daily as well as a popular debate program on Sunday mornings. Print media included press releases, a quarterly newsletter, calendars and posters. The programs were relevant to the project's mission but had no aim beyond generating publicity.</p>	
<p><u>Additional comments:</u></p> <ul style="list-style-type: none"> • The ranger training curriculum needs a <i>user's guide</i> specifying minimum requirements, optimal timing, refresher trainings, essential field practice and verification of learning objectives in the field, plus a listing of competent trainers/training providers, available materials, and approximate costs. • There was little evidence at VNP that thematic maps were used in work planning and reporting. A module on field data analysis and the use of thematic maps would be a valuable addition to the training of ranger team leaders, heads of ranger stations, and wardens. • Specialized training for Cambodian marine parks and wetlands has not yet been incorporated but may be provided by organizations currently involved in their management. • The project was not expected to deliver training at the national level and number of persons trained and quality and effectiveness of delivery are not relevant here. 	

<p>Outputs Contributing Towards Indicator 2:</p> <p>All national organizational, sustainable finance, EDSS, legal and regulatory reviews are completed and major recommendations accepted by MoE.</p>	<ul style="list-style-type: none"> • Gap analysis • Protected area system plan • RAPPAM (system assessment) • Financing strategy • Protected area law • Trans-boundary cooperation
<p>The outputs here are discussed in regard to policies. Outputs that are more relevant to techniques and procedures in protected area management are discussed under indicator 3.</p> <p>In July 2004, the project launched a collaborative protected area system planning process. Its first major result, a <u>Gap Analysis</u> was completed. It provides a thorough analysis of Cambodian biodiversity assets, both in terms of habitat types and species as well as conservation values and their distribution. It draws attention to under-represented habitat types and highlights the remaining options in maintaining connectivity between protected areas. The area west of VNP and contiguous with Xe Pian National Protected Area was one of several identified as having high priority. The Gap Analysis constitutes a useful tool for MOE and individual protected areas even without its compendium, the <i>Protected Area System Plan</i>. The PA system plan entitled “A Plan to enhance the Representativeness and Effectiveness of Cambodia’s Protected Area System” was started but not completed.</p> <p>BPAMP organized a Rapid Assessment and Prioritization of Protected Area Management. The process is useful for system-wide assessment and yielded useful information for the Gap Analysis as well as management relevant recommendations. The method has been well tested and applied in over 850 protected areas worldwide and seems appropriate for periodic application in Cambodia, especially if all protected areas of the same or similar designations can be included. RAPPAM assessed the pressures and threats as being much less severe than was understood at appraisal.</p> <p>Efforts towards the formulation of a Financing Strategy began in 2003 with an attempt to identify financing needs from empirical data obtained through questionnaires. This and subsequent attempts to elicit the necessary baseline information were unsuccessful. Instead of the Strategy, a concept with preliminary analysis and pertinent recommendations was prepared. Failure to prepare the financing strategy is considered a major project shortcoming – both against its stated target and for practical sustainability reasons – and should be addressed under CEPAMP.</p> <p>The project facilitated awareness raising and public consultation of the <u>Protected Areas Law</u> which is expected to bring about improved law enforcement while increasing tenure security of use rights by local communities. This Law was signed in January 2008.</p> <p>Considerable project effort went into the strengthening of trans-boundary collaboration between Cambodia, Laos, and Vietnam. A draft text of a tri-partite agreement was prepared. Trans-boundary cooperation raises the visibility of conservation efforts in border areas and facilitates regular contact between officials from the protected areas concerned. On the other hand, border areas remain largely <i>terra incognita</i> and with low management capacity cooperation easily lacks substance. The ICR mission considered the activity as relevant and potentially useful but not necessarily essential at this point in time.</p>	

<p>Outputs Contributing Towards Indicator 3:</p> <p>Protected area management planning models are evaluated and adopted as national standards</p>	<ul style="list-style-type: none"> • Annual operations planning/reporting framework • Management planning process and plan structure • National standards and guidelines for site-level monitoring • Approaches related to community outreach
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The project codified a participatory process for developing a protected area management plan. The process is detailed in a guide entitled *Participatory Development of Management Plans for Protected Areas in Cambodia*. The VNP management plan produced by the process is concise and logical. Both preparatory process and plan have MoE approval for replication elsewhere. The plan structure has already been used elsewhere (e.g., Phnom Samkos Wildlife Sanctuary). The plan content has shortcomings which are discussed under indicator 5.

Concepts and documentation were prepared for policy initiatives relevant to data sharing, research and monitoring. The most significant of these was the introduction in 2003 of the MIST software for information management which greatly facilitates the processing and interpretation of large amounts of data from the field. The system comes complete with a well thought out training module and data collection formats. It is being used by several conservation NGOs and was formally approved by MoE. It has not yet been fully adapted to Cambodian conditions.

Several community outreach initiatives constitute potential models for replication; the initial Participatory Rural Appraisal, the Co-Management of Natural Resources (in Community Protected Areas - CPA), Community Grants, and Eco-tourism.

The document *Community Development in VNP 2000 – 2006* provides a structure for outreach operations but contains no explicit overall strategy with policy guidelines, realistic objectives, and verifiable targets. The operations described in detail are *Co-Management of Natural Resources*, *Environmental Awareness Raising*, and *Community Grants*. *Eco-tourism* is not included in this document although it is given considerable expectations in VNP.

Performance of the stated outreach methods will be discussed under indicators 8-10. The comments here refer to the strategic dimension and suitability for replication.

The origins of PRA are in community development. It is intended to start off a process in which people take charge of improving their living conditions in a variety of ways including natural resource management. The PRA reports contain a wealth of interesting information of which much is potentially relevant to outreach planning. However, the reports fail to condense the information into community profiles and does not summarize and highlight opportunities for cooperation between park and community. Neither was it evident that the selection of outreach approaches was influenced by the PRA findings. In the light of the substantial cost and effort, PRA potential for replication should be assessed on a case by case basis.

Co-management of peripheral portions of a protected area has scope for replication provided that it can give people the tenure security that they seem to desire most. It remains to be seen whether CPA management under the new law and regulatory framework (yet to be prepared) will provide sufficient motivation especially in the absence of project sponsorship.

Awareness-raising was not carried out in a strategic sense aiming at verifiable attitude and behavior changes. To avoid spending scarce resources on unverifiable objectives, awareness-raising should concentrate on an outcome oriented approach and be delivered in focused campaigns.

Community grants provide a tangible motive for local people to reciprocate by assisting the protected area authority suggesting a general scope for replication. Detailed guidelines have been prepared but strategy development should await conclusive evidence from the VNP experience.

Eco-tourism without project subsidies is feasible in only very few protected areas. This limits the scope for replication. A strategy needs to be complemented by a realistic business plan, have a deliberate plan for phasing out park involvement and handing over to the community, and be clear about the control the protected area

authority needs to retain. The Ecotourism Strategy 2006 – 2010, approved by MoE in March 2006, provides a thorough treatment of the subject but lacks sections on how to get professional help for determining the ecotourism potential of an area, how to conduct a cost-benefit analysis including subsidies in the form of training, ranger staff-time, equipment and construction, and how to draw up a business plan.

Additional comments:

- Activities in the annual operations plans are not cross-referenced to their respective performance indicator used in the Project Appraisal Document.
- The 2007 Operations Plan follows the accustomed structure but is inconsistent in the indicator titles and activity coding.
- The operations planning process and the management planning process should be followed only after credible field investigation capacity has been created and staff have acquired first hand knowledge of conservation assets and threats.

Component 2: Part Protection and Management

Outputs Contributing Towards Indicator 4:

Patrolling system developed and operational.

- Park protection plan
- Site level information management and monitoring
- Effective patrolling and protection

The *Park Protection Plan 2006 – 2008* complements the management plan in guiding law enforcement and monitoring effort. The plan content follows the structure of the management plan, requires action to move from a current to a desired situation and specifies targets and responsibilities. The plan incorporates a threat analysis referring to publications by four different authors from 2002 to 2006. It shows the geographic distribution of past patrol coverage but does not analyze it in terms of frequency of visits although this is not difficult to do with MIST. An excess of rationale and process descriptions would be best incorporated in training rather than the plan itself.

The project has introduced Ranger Based Data Collection as its main tool for site level monitoring. The data collection process, record categories and formats, and reporting procedures are well documented and technically sound. Training has been given to ensure adequate observation and data recording standards, although these were not followed when data entries were extensively falsified (rangers made up the entries without going on patrol). The problem was reported as corrected through Global Positioning Satellite (GPS) tracking and daily photographic documentation of patrols. The associated MIST software is capable of producing tables and thematic maps useful for data interpretation.

Aerial monitoring complements ground patrolling. It was added as a monitoring tool after a reconnaissance flight had chanced upon an illegal logging operation in Dragon’s Tail part of the park. It can reach remote areas of the park but is able to detect only highly visible illegal activities, such as forest clearing, logging and road construction. These are most likely to occur in areas outside the park.

In 2002 the project carried out a rapid management effectiveness assessment using the WWF Tracking Tool method. A repeat of this assessment in 2007 was recommended but there was no provision for it in the 2007 Operations Plan.

Project provided the necessary logistical inputs for field work, i.e., transport, field gear, communications equipment, ranger outposts and field work incentives. This is expected to lead to effective protection and monitoring verified by a declining encounter frequency (observations per patrolling effort) of threat observations and a sufficiently high number of key-species presence records to allow inferences about their distribution and continued presence.

The incidence for about a half of illegal activity category, however, increased, including that of wildlife poaching, which is the most significant pressure on the park (based on RAPPAM). See Borrower ICR for data.

Patrol coverage was very uneven with at least one-third of the park never visited by a patrol, and a further third

visited at a rate of 1-7 visits in four years. Deliberate data falsification regarding presence in the field was detected in 2005. Indications that rangers filed field reports without spending time in the field were recorded already in the November 2001 Aide Memoire. The problem is said to have been eliminated, it raises questions about reliability of the data in the MIST. In addition, the October 2006 version of the Park Protection Plan notes a number of shortcomings in current implementation of patrolling practice.

During the ICR mission, senior rangers seemed familiar with the terrain frequently patrolled and the preferred habitat of the species encountered. While staff were able to point out on a map, the areas that are seldom visited and the often used patrol routes, the use of thematic maps and critical discussion and interpretation of field data was clearly not part of their work culture. Snares and other confiscated items attest that law enforcement is carried out but no statistics were available to demonstrate changes over time in the number of warnings, arrests, and convictions. The protection plan refers to at least 13 serious shortcomings, i.e., there is currently no duty schedule in place.

<p>Outputs Contributing Towards Indicator 5:</p> <p>Organizational and management framework developed and implemented for VNP.</p>	<ul style="list-style-type: none"> • Model five-year management plan • Annual operations and budget planning • Management organization, infrastructure, and staffing
<p>The central planning document is the VNP Management Plan 2003-2007. Approved by MoE in December 2003, the plan provided guidance and continuity in operations planning. The plan was developed in a deliberate and participatory process detailed in a manual. It is concise and well laid out. The plan text was drafted by an advisor who, at the time, was new in the project with limited access to information from the field. The situation in which the plan was prepared provides a plausible explanation for its focus on activities rather than problem solving.</p> <p>Plan content is generic in nature due to an effort to introduce a streamlined, “business plan model” and promote a lighter approach to PA planning. The model is based on experience from the US Park Service and was endorsed by consultants from South African and Ugandan Park Services. It is not based on thorough spatial VNP specific analysis of conservation values and significance. Threats receive a cursory treatment under the section on land use. In the absence of a description of conservation asset types found in VNP, and without analysis of their distribution and their vulnerability to threats, no priorities can be set.</p> <p>The conciseness of the plan is partly due to the fact that it does not specify standards and targets. To a varying degree these are dealt with in complementary plans. Although management planning requires looking ahead, some of the over 250 activities in eight management programs seem premature or not realistic relative to management capacity, i.e., species censuses, habitat restoration, fire management. Zoning seems to have been a desk exercise to satisfy a requirement of the Protected Areas Law. Zones are entirely defined by the rules that apply but no explanation was given on how they were determined in the first place. Although alluded to, there is no evidence that the distribution of known conservation assets was a criterion in identifying zone boundaries. The placement of the sustainable use zone seems particularly irrational with a strip along the Lao border as in anticipation of frequent incursions from Laos.</p> <p>Nonetheless, it should be noted that VNP management plan is still the only MoE PA management plan implemented on the ground, and the streamlined and simple plan serves the interest of management in VNP well.</p> <p>Annual operations and budget planning followed the management plan and the process outlined in the September 2006 reference manual. The process was consistently followed from 2003 onward with minor deviations in 2007. AOPs were detailed and precise, and facilitated tracking of progress.</p> <p>VNP has a clear and well functioning organizational structure. Each position in this structure carries a competency profile which was used as terms of reference for annual staff performance evaluations. The park infrastructure established by the project, headquarter building and visitor centre in Banlung, a sub-office in Stung Treng, three ranger stations and nine ranger outposts) is adequate and functional. As of June 2007, all management sectors are linked to headquarters by high frequency radio. The ICR mission could not determine whether undisciplined use of radio equipment mentioned in the protection plan remained an issue.</p>	

Outputs Contributing Towards Indicator 6: Number of ranger trainings completed	<ul style="list-style-type: none"> • Training curriculum delivery • Competencies
<p>The training concepts and materials were discussed under indicator 1. The discussion here pertains to implementation at or for VNP.</p> <p>BPAMP's final report notes a total of over 1,100 staff trained over the duration of the project through 2006. The relative weighting of importance can be inferred from the number of trainees per topic (see table 3 from the BPAMP final report). Although the training did not exactly follow the ranger training curriculum which was developed only at the end of the project, it was appropriate in emphasis and sufficient to establish an elementary capacity for conducting field work. However, no refresher training was given and field staff capacity was assessed as basic in the Park Protection Plan. No training was given in the last two years of the project. Because of staff attrition, at the end of the project 44 out of 52 rangers were hired <u>after</u> the ranger training was delivered.</p> <p>Some training took place through on-the-job coaching by advisors. Unfortunately, the project did not use its competency profiles and the annual staff performance evaluations to determine the extent to which skills had been internalized, and identify training gaps at the end of the project. The Park Protection Plan itself rates field staff capacity as basic.</p>	
<p><u>Additional comments:</u></p> <ul style="list-style-type: none"> • The number of training events conducted, their duration and the number of people trained is a poor indicator and cannot substitute for an assessment of the extent to which training has contributed to attaining competences. Training was evaluated event by event but not against competence standards and individual staff performance. The project had the means but - being in a perpetual state of catching up – probably did not have the time to conduct a more meaningful analysis. 	

Outputs Contributing Towards Indicator 7: Boundary demarcation in key areas completed.	Boundary description, physical demarcation, documentation, demarcation process
<p>Forty boundary markers were installed while nine others were cancelled for plausible reasons. Markers had to be rebuilt due to not meeting specifications. The markers in place are well documented and acknowledged by representatives of local communities and government. Additional markers of a less permanent nature are required in some areas. The project has met the stated requirement.</p>	
<p><u>Additional comments:</u></p> <ul style="list-style-type: none"> • At the time VNP was established in 1993, the straight sections on VNP's southern boundary were an expedient shortcut to what could have otherwise turned into a protracted process. These boundary sections are not identifiable in the field unless one carries a GPS device. To be proactive VNP management should identify a more rational, identifiable and defensible boundary, provide the appropriate arguments and locally promote the provisional recognition of the revised boundary prior and link these efforts to development of the subsidiary legislation under the Protected Areas Law. • A few major entry points to VNP can be inferred from the frequently travelled patrol routes. Population density within walking distance from the boundary, the number of major entry points, and trail density per unit area are possible indicators for the vulnerability of boundary sections and peripheral areas of the park. Maps showing the major entry points, the regularly used trails, and navigable stretches of the rivers would constitute a valuable tool in assessing the vulnerability of boundary sections and use areas within VNP. 	

<p>Outputs Contributing Towards Indicator 8:</p> <p>Number and quality of awareness programs.</p>	<ul style="list-style-type: none"> • Programs delivered at VNP • Programs associated with eco-tourism
<p>In the VNP Management Plan, Community Education and Awareness Raising is part of VNP's outreach program. Its central task is to provide education about <i>issues identified by the National Biodiversity Action Plan (NBAP)</i> and to <i>reduce misunderstandings</i> and win <i>support for resource protection</i>. The plan emphasizes that education must be contextual and related to people's living condition as well as resource conservation. While awareness raising activities were part of project operations all along, a dedicated Information and Education Unit with two staff was established at VNP in 2004. It has produced materials for Community Protected Areas and Small Grants related training as well as general environmental topics for village audiences and for schools. Considerable effort was made to use local languages.</p> <p>It is unclear how often the target villages are visited annually and how many people participate and benefit from the programs. Without strategic objectives (i.e. changes in attitude and behavior), outreach activities are difficult to evaluate. It is unclear that Unit has the capacity to deliver general environmental education at sufficient reach and depth and adapted to the needs of different target groups.</p> <p>Materials produced in support of <u>eco-tourism</u> in VNP include two color brochures about the park and one pamphlet for each of the three hikes currently offered, bilingual pocket booklets on the do's and don'ts for ranger guides and visitors, and a ten minute video about VNP. The materials are attractive, informative and appropriate.</p> <p>The Banlung visitor centre has an exhibit section with flatwork displays and a topographic model of the park. Service at the reception desk is friendly and efficient. The displays are adequate though with scope for improvement by adding and explaining objects of interest relevant to management, such as, camera trap destroyed by elephants, snares, traps, confiscated animal remains. In Stung Treng an annex of the new MOE building houses a VNP liaison office from where VNP eco-tours to the Siem Pang area of the park will be arranged in the future. The annex also has a spacious exhibit room, still empty. The desk staff responsible for tour bookings was unable to answer questions about VNP or how to get to it.</p>	
<p><u>Additional comments:</u></p> <ul style="list-style-type: none"> • Among the past awareness raising activities, the <i>Samrong (Malva nut) Campaign</i> against destructive harvesting has received good recognition for responding to a real need. High visibility campaigns on an inspiring topic and aiming at specific behavior change are probably the most effective approach to awareness raising and education. • Considering that one staff of the Information and Education Unit works only part-time for the unit and that both staff have limited communication skills, the Mission doubts its usefulness. • The Stung Treng liaison office is difficult to find for tourists and should be moved to a more central location. 	

Component 3: National Policy and Capacity Building

<p>Outputs Contributing Towards Indicator 9:</p> <p>Resource and social surveys are completed and results feed back into park and community planning process.</p>	<ul style="list-style-type: none"> • Natural resource condition assessments • Natural resource use and socio-economic assessments
<p>A number of resource surveys were completed. Their use for park management and community outreach had limitations due to general nature of recommendations or late timing.</p> <p>The natural resource (conservation assets) related surveys conducted on behalf of or in cooperation with the project included camera trap surveys (2005 to 2006), a two-week Biological Survey of VNP (2006) and several species or species group specific surveys. Relevant information is also contained in the GAP Analysis (2006) and in a report on Wildlife Hunting and Trade (2002). None of these surveys was comprehensive enough and detailed enough to provide a spatial and conceptual overview of VNP's conservation assets. All but one were too late to be considered during management plan preparation.</p>	

Probably the most detailed and well analyzed spatial information on key-habitats and on key-species originated from camera trap surveys supported by the World Wildlife Fund (WWF)-Cambodia from May 1999 and detailed in two reports dating from 2000 and 2001. Much of VNP ranger staff's knowledge of field craft and species recognition was probably acquired during that period partly through training provided by the Wildlife Conservation Society (WCS)/WWF and partly through field practice (about 75% of WWF efforts during the two year period were focused on training). These two documents were not acknowledged in either the Management Plan or in the Park Protection Plan, and there is no evidence that they were used to inform the management planning process.

Outreach planning started with a Park Wide Assessment based on a desk study and investigations during a one week visit to each district. The conclusions drawn were general and resulted in the recommendation to provide support for CPA establishment, income generation, and awareness-raising. Equally general and almost identical conclusions emerged from the more detailed PRA investigations in four target communes. In addition, three case studies were undertaken. PRA and case studies added some insights by, for instance, refuting earlier statements made in the Park Wide Assessment about significant shifting cultivation in VNP, and correcting assumptions about a large population residing in the park.

The initial assessment, the PRA and the case studies were not logically linked. The choice of target communities was vaguely based on their status as traditional users. While the information obtained was relevant, not all of it informed subsequent planning.

Additional comments:

- Prior to drafting a VNP Management Plan 2008-2012, baseline information needs to be condensed into fact sheets and profiles supported by thematic maps. Two sets of such information are required; fact sheets for each of the management sectors and profiles for each of the communes adjacent to the VNP boundary or external forest. To the extent that relevant information is not available, additional inquiries are necessary.

Indicative information contained in the fact sheets: description of the terrestrial habitats and point resources (i.e. mineral licks), a description of the wetlands types, distribution of selected key-species and main population strongholds, priority areas for conservation based on their importance for the conservation of key-habitats and species, areas that are vulnerable or under acute threat;

Indicative information contained in the commune profiles: foraging areas used frequently and infrequently inside and outside VNP, main entry points and trails used, shifting cultivation fields, description of resource uses and source areas that are economically/culturally most important, description and enumeration of households considered, by a given definition, to be highly dependent on legal or illegal extraction of resources;

Conclusions drawn from review of fact sheets and profiles: priority areas for management interventions based on degree of conflict between known uses and the integrity of conservation assets, integrated set of activities to reduce/eliminate specific conflicts in named locations, involving specific villages, authorities, and ranger outposts; protection and monitoring/research priorities;

- The socio-economic survey findings should be summarized in a map showing all communes/commune boundaries adjacent to VNP, their villages, their spirit forests and their frequent/infrequent use areas.

<p>Outputs Contributing Towards Indicator 10:</p> <p>PRA procedures are tested and understood by practitioners and communities. Commune action plans are developed.</p>	<ul style="list-style-type: none"> - PRA - CPA Committees - Small grants projects - Community protected areas
<p><u>Participatory Rural Appraisal</u> was the first step in VNP’s participatory management approach and followed by the establishment of Community Protected Area Committees. Despite its limited use for outreach planning, PRA seems to have been successful in sparking interest in land use issues and cooperation with the protected area management authority. The detail and relevance of the report content suggest that PRA implementation was professionally sound and produced the desired insights into local livelihoods. The process by which follow-up activities were developed is not clear but what had been recommended by the initial Park Wide Assessment did eventually emerge as the mainstay approaches of the outreach program.</p> <p><u>CPA Committees</u> were established in anticipation of their role in facilitating the establishment of community protected areas and the implementation of small grant projects. Some of the committees survived until they did have tangible tasks to do while others became defunct. Committees had periodic elections, monthly meetings, quarterly report writing obligations but their function was not fully clear to many community members including committee members. It would be useful to track committee decisions to assess how and whether they effectively function.</p> <p>The <u>Small Grant Guidelines</u> approved by the Ministry of Environment and the World Bank in September 2005 enabled the implementation of small grants projects starting in April 2006 and comprising community meeting halls (4), tourist accommodation (2), agricultural tools (19) fruit tree/seed and training (6), and veterinary training (9). By June 2007, disbursements totaled US\$46,161. The paperwork involved was considerable but the steps were clearly described in the Guidelines and in themselves induced a learning process. Community meeting halls and ecotourism guesthouses were not identified as needed by the villagers but promoted by the project as a way of facilitating ecotourism and community engagement (GEF Independent Evaluation Report).</p> <p>The benefits to the local people in terms of livelihood improvements resulting from small grants projects are difficult to quantify and to separate from similar support provided by NGOs. The benefits for the park in terms of good will and increased support for park protection efforts are positive but similarly difficult to measure. Suitable indicators and long term funding sources are necessary to make this management aspect sustainable.</p> <p>Community based natural resource management is central in the outreach approach at VNP. Its aim is to gradually transform resource use in Community Protected Areas from open access to controlled access enforced by the respective community itself.</p> <p>The Mission’s impression from talking to Committee members and others at Koklak, Yorn, and O’Chay was that the areas now included in CPAs are perceived as important for people’s livelihood but are not essential for survival. The Committee members seemed genuinely enthusiastic over the opportunity to take greater control of their resources. Aware of land acquisition by outsiders and the resulting displacement of locals, they seemed most motivated by the desire for tenure security and increased village authority to prevent non-authorized use of their forest resources by outsiders.</p> <p>The only form of CPA management was periodic boundary inspections and maintaining records of forest product types and quantities collected. The latter is part of the project’s monitoring of outreach efforts. For a realistic estimate of harvested quantities the records seem too incomplete and unreliable. There is currently neither an obvious need nor the capacity for management interventions, such as harvest controls and enrichment planting. Given that the community pressure on CPAs appears low, absence of active management is not considered a shortcoming at this time. Thus, to assess progress predominantly based on the number of approved CPAs and CPA management plans would miss the point.</p>	
<p><u>Additional comments:</u></p> <ul style="list-style-type: none"> • A concern voiced by the GEF Final Evaluation Mission bears repeating here. <i>The CPA Committees facilitated by the project may only take decisions on natural resource management issues that relate to CPAs in the Park. In some areas outside the Park other natural resource management committees had been established before the project started. This means that some communities now have two committees,</i> 	

one for natural resource management on land managed by the Ministry of Agriculture, Forestry and Fisheries (MAFF) outside the Park, and the other one for resource management in MOE-awarded CPAs inside the Park. In this context the role of the CPA Committee is still unclear to many people including some of the CPA Committee members themselves.

- The imposition of strict rules and over-regulation of the CPA could cause the people to lose interest in co-management (not in use of the areas) particularly if the decision-making authority of the village is perceived as insignificant and/or tenure security is diluted by the need for periodic lease renewal. The *de facto* provisional recognition of CPAs by the local management authority should be possible as long as the community agrees to abide by the general articles 9 to 14 of the CPA regulations and to cooperate with the park authority in providing intelligence on outsiders and illegal activities.

Outputs Contributing Towards Indicator 11:

Number and quality of livelihood programs adopted.

- Income generation through community development
- Income generation through eco-tourism

Two programs were designed to contribute to livelihoods, the original Small Grants Program and the later-added ecotourism program.

Small Grants Program was based on grant applications from the community or commune investment plan. Grant decisions were made by an evaluation committee and had good support among local politicians and administrators. Benefits from the grants approved reached some 2,000 families at an average value per family of approximately US\$20. Without a strategy and targets for reducing dependency on park resources there is no way of telling if the grants affected the demand of people for park resources. Even if such a strategy had been formulated it seems unlikely - given the limited financial resources and extension/development expertise – that park supported income generation would have had a significant overall impact. The significance of the small grants seemed to have been in generating goodwill for VNP among communities. Anecdotal evidence suggests that project efforts were widely appreciated by the beneficiary communities and local government alike but no evidence is available to evaluate the achievements in a meaningful way against baseline conditions or quantitative targets. There was no monitoring of impacts of small grants projects.

Eco-tourism activities were under development for the three districts of VNP and were organized by the park in collaboration with villages. The park capacity to organize and run eco-tours was thoroughly prepared and assisted by an expatriate adviser. Post tour evaluations by the clients were overwhelmingly positive. A benefit sharing policy was developed by the project. Pending approval of the policy, the accumulated profits over and above direct costs are kept in a bank account. The leading role of the VNP in running the business side of the ecotourism operations is plausible under current circumstances but bears the risk of a conflict of interest and spreading the VNP management too thin.

Continued TA is essential for developing the tour options from Siem Pang which are probably the most promising from a business point of view, and for guiding the devolution of park involvement in tour organization while increasing the capacity, responsibility, and benefits of the communities involved.

Since the eco-tourism program would require substantial increase in tourists to cover its costs, the likely earning potential of eco-tourism at VNP should be realistically assessed, and a business plan prepared accounting for support and possible hidden subsidies from park management.

Component 4: Project Management

<p>Outputs Contributing Towards Indicator 12: M&E system developed, in place and operational</p>	<ul style="list-style-type: none"> • Project performance monitoring • VNP monitoring of conservation assets and threats • VNP outreach results monitoring
<p>Project M&E management monitoring was implemented through progress reporting against AOPs and regular financial reporting using Peachtree software (implemented for financial management) are suitable for and have been used for their respective purpose. Planning and reporting by VNP was integrated with other project activities. The emphasis was placed on detailed operations planning which provided a clear structure but kept the focus on activities rather than problems and opportunities.</p> <p>Result monitoring of conservation assets condition and threats at VNP was carried out through RBDC and twice annual aerial inspection. The project compiled aerial photo and satellite images providing a record of baseline conditions for possible future use. Monitoring data from field reports were processed with the help of MIST. The MIST generated reports were primarily used to increase accountability by verifying field work effort and coverage. MIST map printouts on species presence and threat records distribution in A4 format were on display at Banlung park headquarters and the ranger stations. They showed numerous and difficult to distinguish categories and did little to illustrate monitoring results. MIST reports did not relate threat evidence to conservation assets, i.e., identify acute threats occurring in the core-zone although the system is capable of doing so. MIST data were not consistently used in reporting or planning, probably due to the uneven coverage and data falsification discussed earlier.</p> <p>At each CPA, monitoring by villagers of resource extraction was initiated to ensure sustainable use and adherence to targets set in the CPA management plan. The approach would be of greater value if it concentrated on sample households to estimate consumption or to sensitize people to an element in resource management. As an instrument to ensure sustainable use it is limited as it is neither physically possible nor cost-effective to inventory growing stock and determine harvest limits for most non-timber forest products (NTFPs), except for the very few that are both commercially valuable and concentrated in relatively small areas. To expect the extraction records to reflect real extraction levels seems unrealistic.</p> <p>For eco-tourism, detailed tracking of visitors was established.</p>	

No specific outputs are discussed under indicator 13: extent to which project activities were delayed due to funds release or availability of resources.

<p>Outputs Contributing Towards Indicator 13: Extent to which project activities are delayed due to funds release or availability of resource.</p>	<p>No specific outputs.</p>
<p>The moderate delays in the flow of funds from Phnom Penh seem to have been caused partly by the time required to follow Bank procurement rules, Ministry of Economy and Finance (MEF) procedures, as well as VNP's financial management system and shortcomings in the park internal procedures.</p> <p>There was a significant delay at the beginning of the project due to changes in TA delivery modality from firm to individual consultants. As a result, TA was not available at a critical early stage in project development.</p> <p>National staff recruitment was delayed by slow MEF approval of the contract. The problem was corrected by changes in the standard operating procedures.</p> <p>During the ICR mission to VNP, park staff indicated that available resources to cover salaries, field benefits, etc. were not sufficient. Considering that VNP has lost several key staff to other organizations, and many rangers left the job, the shortage of resources at VNP requires urgent attention.</p>	

Annex 3: ECONOMIC AND FINANCIAL ANALYSIS

3.1. The project did not undertake an economic analysis. Instead, a GEF incremental cost analysis was prepared, assessing the total cost of GEF alternative at US\$4.9 million. This was also the actual cost of the project. A rough assessment of cost-effectiveness is possible on the basis of comparing PA management cost per unit area with other countries. Considering the total project cost of US\$4.91 million and the 3,325 square kilometers of VNP, the project provided a degree of park protection and management for eight years of its duration, which translates to about US\$185 per km² per year. Correcting for the cost of the national policy and capacity building component which was not focused only on VNP park management, the annual cost of VNP management was about US\$132 per km².

3.2. This was broadly consistent with a mean budget of PA budgets from developing countries during 1990s, which was US\$157/km² but a lot less than the 696/km² in Thailand and US\$2,061/km² in Malaysia in 1994 (James et al, 1999). It is also consistent with the cost of managing similarly sized and funded protected area the Philippines – Malapaya Sound, 2,000 km², funded by the EU – which is US\$110/km², (Rimbaldi and Bacudo 2000) or the average cost of managing national parks in Indonesia, which is US\$97/ km² (Indonesia Clearinghouse Mechanism for Biodiversity, Indonesia Ministry of Environment) and about twice as much as the South East Asia average annual funding for protected areas of US\$54/ km² (2004).

Annex 4: BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION PROCESSES

Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending			
Glenn Morgan	Lead Environment Specialist	EASRE	TTL
Herbert Acquay	Program Coordinator	AFTEN	Natural Resource Management
Lanfranco Blanchetti-Revelli			Indigenous People and Community Development
Manju Sharma	Procurement Specialist		Procurement
Christopher Redfern	Economist		
David Sislen	Sector Leader	LCSSD	Cost Analysis and Project Management
Wijaya Wickrema			Financial Management
Renganaden Soopramanien	Senior Counsel	LEGES	Legal
Minhnguyet Le Khorami	Task Assistant	EASRE	
Kaye Henry	Task Assistant	EAPCO	
Ethel Sennhauser	Peer Reviewer	LCSAR	
Anthony Whitten	Peer Reviewer	EASRE	Environment
Omowunmi Ladipo	Adviser	LCSOS	Financial Management and Disbursement
Preethi Wijeratne			Financial Management
Supervision/ICR			
Glenn Morgan	Lead Environment Specialist	EASRE	TTL
Chinnakorn Chantra	Procurement Specialist	EAPCO	Procurement
Kannathee Danaisawat	Financial Management Specialist	EAPCO	Financial Management
Peter Jipp	Senior Natural Resources Management Specialist	EASRE	Natural Resources / TTL
Priya Mathur	Operations Analyst	EASRE	Environment
Stephen Ling	E T Consultant	EASRE	Environment
Svend Jensby	Consultant	OPCQC	Safeguards
Ulrich K. H. M. Schmitt	Natural Resources Economist	EASRE	
Valerie Hickey	Junior Professional Associate	EASEN	

Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	US\$ thousands (including travel and consultant costs)
Lending		
FY98		0.00
FY99		0.00
FY00	2	7.73
FY01	1	2.65
Total		
Supervision/ICR		
FY00	2	10.91
FY01	3	17.25
FY02	4	18.47
FY03	2	8.94
FY04	1	13.57
FY05	5	20.80
FY06	10	33.50
FY07	5	0.00
Total	32	123.44

Mid-term Review

A comprehensive and thorough November 2002 MTR helped to reorganize and refocus the project. The MTR made a large number of recommendations. The key recommendations concerned project organization and management, refocusing the components and activities for greater impact, and improving its sustainability.

The key recommendations, their handling and impact are summarized below.

Recommendation	Follow up and Impact
Project Management	
Refine the project structure by merging park management, community development and outreach into one component under the Park Director.	This was probably the most significant MTR recommendation. It was successfully implemented, improving the effectiveness and coherence of the park and community activities at VNP level, and promoting the identity and autonomy of the VNP management.
Clarify staff roles and training needs.	Staff profiles were developed for essential positions, introducing clarity into the VNP management staffing.
Recruit additional advisors.	Additional advisors provided support to project implementation and served as resource persons for VNP/MoE staff with whom they worked.
Components and Activities	
Develop a VNP management plan integrated with district/provincial planning and based on stakeholder consultation.	This was an originally planned activity, but after the MTR it was implemented with even greater emphasis on the integration of park planning with local planning processes and broad inputs from stakeholders. This led to broad acceptability of the management plan. The approach has already been replicated in another PA.
Train NRM committees, develop small grant guidelines and implement small-scale projects.	Small grant guidelines and small-scale projects were significantly delayed but eventually implemented, generating goodwill for the VNP among communities.
Improve PA law draft, review it at a national workshop and ensure consistency with other laws and community rights.	The PA law development followed the process and eventually led to passage of a modern PA law in 2008.
Sustainability	
Formulate sustainability strategy and focus on establishing self-sustaining VNP management	Not implemented, contributing to the sustainability of project outcomes contingent to a large degree on external financing and continued TA.

Annex 5: BENEFICIARY SURVEY RESULTS

5.1. Neither the project nor the ICR exercise carried out a formal beneficiary survey. The ICR team, however, included an indigenous community development specialist and interviewed individuals and families in Lalay Village, Koklak Commune, Veunsai District; and Modul Yorn, Taveng Commune, Taveng District (Ratnakiri Province), and O'Chay Village, Sentepheap Commune, Siem Pang District (Stung Grent Province). The principal feedback and findings were as follows. First, the project was welcome and appreciated by the communities and individuals. Second, the awareness of the project, or even the VNP, was not universal, which was surprising given the duration of the project and the support of the project to direct work with the communities, including posting resident liaisons in selected villages, but was consistent with the findings of the MTR. Third, the principal benefit of the project to the communities was increased tenure security, small grants, and, to the leaders, the ability to participate in various meetings with sitting allowances.

5.2. Interestingly, the benefits from actual participation of the communities in active VNP management (e.g., through the community protected areas) did not figure in the feedback from people interviewed and did not seem to play a significant role in mobilizing the community support for the VNP. This is an important indication for the follow-up operation that the participatory PA management in VNP needs to be further refined to ensure that it yields tangible benefits and incentives to the VNP communities, including secure use rights and improving village control over its resources.

Annex 6: STAKEHOLDER WORKSHOP REPORT AND RESULTS

6.1. A formal stakeholder workshop was not organized. However, a short workshop to present the main outputs of the project and preliminary findings of the ICR mission was organized to solicit feedback from key conservation NGOs. The list of participants is attached.




បញ្ជីមន្ត្រីរដ្ឋាករស្តុកមូលបត្រ
List of Participants
ក្នុងការបង្ហាញលទ្ធផលនៃការអនុវត្តរបស់គម្រោង BPAMP
In the presentation of the outcome in reporting the final implementation of BPAMP
Virachey National Park
ដែលប្រព្រឹត្តទៅនៅថ្ងៃទី ១០ ខែ កញ្ញា ឆ្នាំ ២០០៧ រយៈពេល ១០:០០ ព្រឹក
Held on September 10, 2007
នៅសាលប្រជុំស្តុកមូលបត្រ

ល.រ No	ឈ្មោះ Name	តំណាង Position	ម្ចាស់ / ម្ចាស់ Ministry / Institution	លេខទូរស័ព្ទ Phone Contact	ហត្ថលេខា Signature
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2	Klaus Berk Müller	consultant			
3	Keo Phen	PDA	BPAMP		
4	Ken Seroy Ratha	National Consultant			

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10	Ke Vongvathana	PTL, BPAMP	BPAMP	012 654550	
11	Ing Pong Long	Senior Surveyor	MOE	012 217707	
12	Song Bunra	SI/CI	CI	012 835352	
13	Matthew Swift	Development & Monitoring officer	Wild Aid	092605894	
14	MARK GATELY	Program Manager	WCS	012 807455	
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Annex 7: SUMMARY OF BORROWER'S ICR AND/OR COMMENTS ON DRAFT ICR

Minimal comments were received from RGC in response to the draft ICR prepared by IDA however a comprehensive borrower ICR was prepared and shared with the IDA ICR mission members. The full borrower ICR is filed in IRIS and is listed in the supporting documents section below. The main findings and lessons learned from BPAMP implementation as presented in the borrower ICR are as follows:

1: Increased participation by MoE in national and provincial land and natural resource use decision-making processes can reduce the pressure of illegal logging and other major land allocation decisions affecting national parks

The project has demonstrated that increased participation by MoE in national and provincial land and natural resource use decision-making processes can reduce pressures on Cambodia's national parks. However, both the national and provincial decision-making processes remain highly centralized and dependent on a small number of people located in senior positions in the overall political and administrative structure. Future WB support for Cambodia's protected area system should include specific activities that identify and target these key people for a comprehensive program of environmental awareness raising activities.

2: A sustainable financing system for protected areas is realistic and achievable

The project has spent three years trying unsuccessfully to obtain the basic financial data required for the preparation of a sustainable financing strategy for Cambodia's national protected area system. The lesson learned from the BPAMP experience is that (a) the necessary conditions for the development of a transparent sustainable financing system for the national protected area network will be done in Cambodia if we have enough equipment to control; and (b) these conditions are not likely to be created until more adequate financial management arrangements for individual protected areas have been introduced.

3: Community participation in protected areas management provides sufficient incentive to reduce the pressure of ongoing agricultural and illegal hunting practices

This hypothesis is unproven. Project community development activities are insufficiently far advanced to provide an incentive to reduce the pressure of ongoing agricultural and illegal hunting practices.

The project has used a number of staff and a range of PRA tools in the development of its Community Protected Area activities. The lesson learned is that these tools should only be used by an experienced facilitator because, if they are not used correctly, local community expectations can be unrealistic, which neither the Project nor the GoC may later be able to satisfy.

4: A decentralized approach to protected areas and conservation management programs is replicable in other parts of Cambodia.

The GoC's administrative system remains highly centralized. Most key decisions related to PA administration and management are made by senior MoE officers in Phnom Penh, when the Park has problems. The decision-making process is often labored. The MoE administrative structures at provincial and district levels are weak if considering human resources. They do not have enough experience and skills in the resolution of conflict at provincial, national and international levels. Positions in the VNP organizational structure have been filled either by MoE staff

seconded from Phnom Penh or by external consultants. The MoE staff have often been asked to fill positions for which they do not have the right qualifications. As management models for Cambodia's PA system become more sophisticated, MoE in Phnom Penh simply will not have enough staff to be assigned to the field, whether they have appropriate qualifications or not. The BPAMP model for protected area management is replicable in other parts of Cambodia but the key lesson learned is that while capacity building at the national level is still needed, assistance from GEF and other donors in this sector should also prioritize the need for capacity building at both the provincial and the district levels of MoE administration.

Annex 8: COMMENTS OF CO-FINANCIERS AND OTHER PARTNERS/STAKEHOLDERS

Introduction

8.1. An independent evaluation of the Biodiversity and Protected Areas Management Project (BPAMP) was conducted between 15 May and 10 June 2006 by two international consultants, Mr. Roger Cox (Team Leader and Biodiversity/Protected Areas Management Specialist) and Dr. Karen Lawrence (Team Member and Community Resource Management Specialist).

8.2. BPAMP represents a collaborative effort between the Royal Government of Cambodia (GoC) and the International Development Association (IDA), with the latter also acting through the International Bank for Reconstruction and Development (IBRD) as implementing agency for the Global Environment Facility (GEF). The project is implemented by Cambodia's Ministry of Environment. The MoE is responsible for the management of the project's field site - the Virachey National Park (VNP), which covers an area of 3,325 km² in Ratanakiri and Stung Treng Provinces in north-eastern Cambodia.

Project objectives

8.3. The project's development objective (see PAD page 2) is to improve the capacity of the MoE to plan, implement and monitor an effective system of national protected areas. The global environment objective (see PAD page 2) is to assist the GoC to achieve sustainable, long-term utilization of its natural resources, especially mountain forest ecosystems of regional and global significance. Project activities designed to address these objectives are grouped into four components: (a) National Policy and Capacity Building; (b) Park Protection and Management; (c) Community Development; and (d) Project Management.

Project Appraisal Document (PAD)

8.4. The PAD demonstrates several inconsistencies. There are different versions of the project's development objective as expressed in the text (section A.1) and Annex 1 (the Project Design Summary). There are also two different versions of the project's immediate objectives and outputs. The project's key performance indicators as listed in the PAD text (section A.3) are formulated differently to those in PAD Annex 1, and both these versions differ in minor ways to the indicators included in Supplemental Letters (dated 7 March, 2000) to the IDA and GEF Grant Agreements. The discrepancies have not had an adverse impact on project implementation, but they are indicative of a less-than-thorough project preparation.

Coherence of project activities

8.5. BPAMP activities began in 2000 and were originally scheduled to finish on 31 December 2003. Initial progress was slow and implementation was adversely affected by a number of factors including: (a) insufficient international TA input during the early stages of the project; (b) delays in the procurement of goods and services; (c) the physical distance between the two project offices; and (d) a weak legislative framework which made it difficult to develop a coherent strategy for addressing both the needs of local communities and VNP conservation priorities. Many project activities could not be completed on time and two project extensions were requested and approved. Overall, project performance and efficiency has improved noticeably since the beginning of 2003 following the recruitment of the present Project Manager.

Intermediate outcome indicators

8.6. The project has 13 intermediate outcome indicators (PAD Annex 1, Project Design Summary). Each indicator was assessed in terms of: (a) the implementation status of the outcome's associated principal activities; and (b) an evaluation of the extent to which these outcomes are relevant and have been achieved (or are expected to be achieved). An overall performance rating was then assigned to each outcome, ranging from Highly Satisfactory through Satisfactory, Moderately Satisfactory, Moderately Unsatisfactory, and Unsatisfactory to Highly Unsatisfactory and not applicable. The intermediate outcome indicators and their ratings are summarized in the following table.

NO.	INTERMEDIATE OUTCOME INDICATOR	RATING
National Policy and Capacity Building Component		
1	National leadership and ranger training programs are developed, tested and implemented	Moderately unsatisfactory
2	All national organizational, sustainable finance, EDSS, legal and regulatory reviews are completed and major recommendations accepted by MOE	Satisfactory
3	Protected area management planning models are evaluated and adopted as national standards	Moderately satisfactory
Park Protection and Management Component		
4	Number of ranger training programs implemented	Moderately Unsatisfactory
5	Patrolling system developed and in place in the VNP	Moderately satisfactory
6	Organizational and management framework developed and implemented for VNP.	Satisfactory
7	Boundary demarcation in key areas completed	Moderately satisfactory
Community Development Component		
8	Number and quality of awareness programs (includes national-level awareness raising activities)	Satisfactory (national) Unsatisfactory (VNP)
9	In-depth natural resource and social surveys are completed and results feed back into park and community planning process	Moderately satisfactory
10	PRA procedures are tested and understood by practitioners and communities. Commune action plans are developed	Moderately satisfactory
11	Number and quality of livelihood programs adopted	Moderately satisfactory
Project Management Component		
12	M&E system developed, in place and operational	Satisfactory
13	Extent to which project activities are delayed due to funds release or availability of resources	Moderately unsatisfactory

Achievement of global environment objective

Indicator 1: Management plan for VNP based on community and stakeholder participation is produced and accepted.

8.7. The Virachey National Park Management Plan 2003 – 2007 was formulated in the context of an integrative, participatory and consultative planning approach that involved the participation of local communities and other stakeholders. Workshops were held in February 2003 for representatives, administrators and opinion leaders from communes adjoining VNP. Five workshops were conducted with the help of professional facilitators. A total of 51 villages was covered during these consultations and feedback was obtained. Feedback was also obtained from: (a) workshops held by the Park Director and support staff in both Ratanakiri and Stung Treng Provinces for local government agencies and the private sector; (b) workshops held in Phnom Penh with staff from MoE and NGOs; and (c) park rangers and community facilitators working closely with communities around VNP.

8.8. The management plan was approved by MoE in December 2003 and distributed to a wide range of stakeholders. It has not yet been used as a model for the preparation of management plans for Cambodia's other national parks (no PA management plans have actually been produced since the VNP model was published).

Indicator 2: Incidence of unplanned agricultural expansion, wildlife poaching, and illegal logging is reduced in VNP

In 2003, the project facilitated the introduction of Ranger-based Data Collection protocols and a spatial management information system (MIST) so that the data collected by rangers during their patrols could be made more easily accessible to managers for planning and monitoring and evaluation purposes. Analysis of data from MIST for the years 2004 and 2005 shows a gradual improvement in patrol deployment both in terms of the number of patrols carried out and the area of the park that is being patrolled. However, the accuracy of this data, and the RBDC records of animal sightings and illegal activities, is open to question because extensive falsification of patrol data by rangers was discovered in July 2005. One unfortunate consequence of this has been that the ability to show the beginning of a downward trend in illegal activities in the Park has been compromised.

8.9. Achievement of the project's Global Environmental Objective is rated as Moderately Likely if: (a) MoE works actively to promote the VNP management plan as a national model, and (b) existing VNP protection activities are maintained at existing levels.

Achievement of project development objective

Indicator: Results of organizational, finance, and management studies are adopted and promoted widely within MoE

8.10 BPAMP has been effective in helping MoE to formulate a long-term strategic vision for Cambodia's national protected area system and in determining which management planning approaches are effective in the field. The recommendations included in a number of important organizational and management studies that have been facilitated by the project have already been adopted and officially approved by MoE. More are likely to be approved before the project ends on 31 December, 2006. However, although the results of BPAMP studies have been

accepted by the MoE, there is an urgent need to promote these results more actively among all stakeholders, particularly: (a) the other national parks in Cambodia’s protected area system; and (b) the NGOs that help MoE to manage Cambodia’s parks. This is a current activity that will require attention beyond the end of 2006 if the BPAMP development objective is to be realized.

Sustainability of project benefits

8.10. The sustainability of BPAMP project benefits was assessed in terms of four criteria: (a) financial resources; (b) socio-political context; (c) institutional framework and governance; and (d) replication and catalysis. A number rating 1-6 has been provided in each category according to the achievement and shortcomings: Highly Likely = 6, Likely = 5, Moderately Likely = 4, Moderately Unlikely = 3, Unlikely = 2, Highly Unlikely = 1, and not applicable = 0.

A	B	C	D	E
Financial resources	Socio-political	Institutional framework and governance	Ecological (not applicable)	Replication and catalysis
2	4	3	0	3

8.11. The BPAMP’s overall sustainability rating is assessed as (A+B+C+E)/4, giving a total of 4 (Moderately Unlikely). The principal sustainability issue relates to Category A (financial resources) and the inadequate funding available to sustain project benefits after 31 December, 2006. Government resources (particularly operating expenses) for the VNP’s protection program in particular are very limited.

Project M&E system

8.12. The project’s M&E system was evaluated in terms of: (a) its overall effectiveness; and (b) its value for adaptive management. The project management M&E system can be considered good practice. Despite the ranger data falsification problem, the MIST information system used by the project can also be considered to be good practice. The project has been proactive in responding to specific management needs as they have arisen. The following key activities which were not described in the PAD or Project Implementation Plan but which were later identified as important issues during the VNP management planning process have been comprehensively addressed by the project: (a) GAP analysis and system plan for Cambodia’s network of national parks; (b) strengthening of trans-boundary collaboration in the management of the Virachey - Dong Am Pham – Chu Mom Ray Protected Area Complex; (c) development of a program of activities to enhance VNP’s eco-tourism potential; and (d) development of a CPA prakas. Adaptive management responses at VNP have focused mostly on improving the ranger patrolling system. The overall rating for the quality of project M&E systems is shown below.

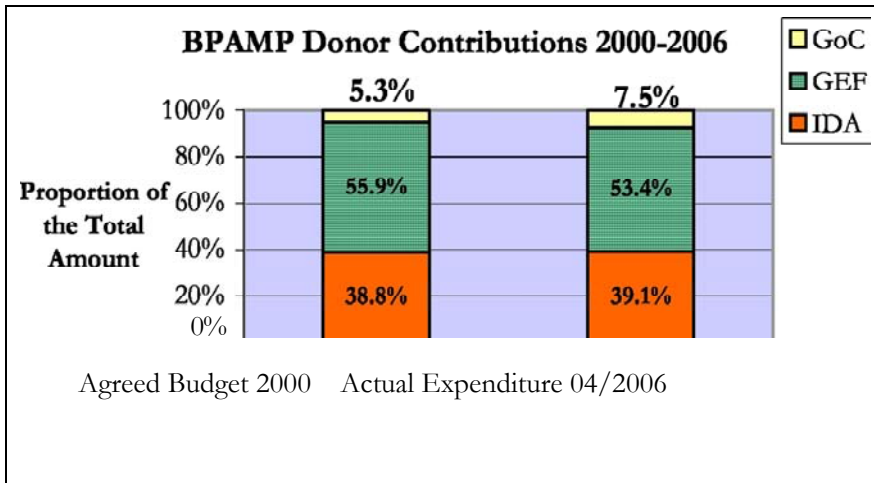
A	B
Effective M&E system in place (indicators, baselines, etc.)	Information used for adaptive management
4	4

8.13. A number rating 1-6 has been provided for each criterion according to the achievement and shortcomings with: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1, and unable to assess = 0.

8.14. BPAMP’s overall rating on the quality of its M&E system is assessed as $(A+B) / 2 = 4$ (Moderately Satisfactory). The project would achieve a satisfactory rating for criterion ‘A’ above if MIST is institutionalized into MoE and all databases that can be linked are connected and functioning effectively by 31 December, 2006. Similarly, a satisfactory rating for criterion ‘B’ is achievable if the capacity of MoE staff to analyze MIST data for adaptive management purposes is enhanced and institutionalized before the project ends.

Project costs

8.15. The bar chart below shows the proportions of total BPAMP expenditure for IDA, GEF and GoC. The disbursement percentages for the budget lines from IDA, GEF and GoC were changed when the project was extended for two years at the end of 2003 and an additional GoC counterpart input of US\$10,100 was required for the extension period. The amendments to the credit and grant agreements, which formalize the changed disbursement percentages, were not finalized until November 2004. In addition, an error in the amendment letters concerning procurement of goods was only corrected in May 2005. All this resulted in a higher spending of GoC counterpart funds than planned.



As of April 30, 2006 unspent BPAMP funds totaled US\$1,009,042. The largest amount left unspent (US\$453,896) was for consultant services. A large amount is also unspent for training (US\$166,574). The National Ranger Training Curriculum is still incomplete and it is likely the project will not have the opportunity to use this money for implementing the curriculum before the project ends.

Annex 9: LIST OF SUPPORTING DOCUMENTS

Please refer to the BPAMP website for a list of supporting documents:

http://www.bpamp.org.kh/Main/bpamp_pub.htm

See also the Borrower ICR filed in IRIS

Author / Source	Year	Title
MoE	1997	The Cambodia National Environment Action Plan 1998 - 2002
MoE	2001	Project Appraisal Document for a Biodiversity and Protected Areas Management Project.
Ashwell, D.	2001	Biological Research and Monitoring Program for the Virachey National Park Management Planning Process
KPMG	2001	BPAMP Financial Statements and Auditor's Report 31 December 2000 (KPMG 2001)
NORDECO	2002	Biodiversity and Protected Areas Management Project Mid-term Review Report, November 2002
KPMG	2002	BPAMP Financial Statements and Auditor's Report 31 December 2001 (KPMG 2002)
MoE	2002	National Biodiversity Strategy and Action Plan
KPMG	2003	BPAMP Financial Statements and Auditor's Report 31 December 2002 (KPMG 2003)
MoE	2003	Strategic Plan 2004 - 2008, Dept. of Planning and Legal Affairs
Baird, I.G. and Ironside, J.	2003	Wilderness and Cultural Landscape: Settlement, Agriculture, and Land and Resource Tenure in and adjacent to Virachey National Park, Northeast Cambodia
KPMG	2004	BPAMP Financial Statements and Auditor's Report 31 December 2003 (KPMG 2004)
GoC	2004	Rectangular Strategy for Growth, Employment, Equity and Efficiency in Cambodia
GoC	2004	Second Governance Action Plan for 2005 - 2008
FFI-David M.	2005	Crocodile Survey and Monitoring Report
KPMG	2005	BPAMP Financial Statements and Auditor's Report 31 December 2004 (KPMG 2005)
GoC	2005	National Development Strategic Plan 2006 - 2010. The Royal Government of Cambodia. 198 pp. (Khmer)
Emmett, D.A. ed	2006	Biological Survey of Virachey National Park, Northeast Cambodia
Cox, R. and Lawrence, K.	2006	Biodiversity and Protected Areas Management Project Independent GEF Evaluation Report, June 2006
KPMG	2006	BPAMP Financial Statements and Auditor's Report 31 December 2005 (KPMG 2006)
Thomas, P.	2006	Conifer Guide Cambodia
Klaus Schmitt	2006	Biodiversity and Protected Areas Management Project, Final Report, March 2000- December 2006
GoC	1993	Royal Decree on the Creation and Designation of Protected Areas, Cambodia.
Schmitt, K.	2004	Information Management at Protected Area Level and within

Author / Source	Year	Title
		the Ministry of Environment. Discussion Paper for the Ministry of Environment.
World Bank	1999	Project Implementation Plan, BPAMP
World Bank	2000	Project Appraisal Document. Biodiversity and Protected Areas Management Project. Cambodia.
World Bank	2000	GEF Trust Fund Grant Number TF023524 KH – Trust Fund Grant Agreement
World Bank	2000	Supplemental Letter – Re: Credit No. 3320 KH & GEF Trust Fund Grant No.23524 KH (Biodiversity and Protected Areas Project) Performance Indicators
World Bank	2000	Supplemental Letter – Re: Credit No. 3320 KH & GEF Trust Fund Grant No.23524 KH (Biodiversity and Protected Areas Project) Representations on Project Counterpart Funding
World Bank	n.d.	Letter - Re: Cambodia: Biodiversity and Protected Areas Management Project (GEF TF023524-KH) - Extension of Closing Date

Annex 10: CONSISTENCY BETWEEN THE DIFFERENT SETS OF PROJECT KPIS

10.1. The table below shows the side-by-side cross-reference of the two sets of Key Performance Indicators (KPIs) that appear in the project documents. There is no consistency for about half of the indicators. The remaining KPIs have medium or high consistency.

Table 10.1 Cross-reference and Consistency between the two sets of KPIs in the project documents

KPIs in PAD Results Framework (Annex 1)	KPIs in PAD main text and legal documents	Consistency between the indicators (Note)
Results of organizational, finance and management studies are adopted and promoted widely within MoE.	MoE implements key recommendations from organizational reviews, sustainable finance, legal and regulatory studies.	High
Management plan for VNP based on community and stakeholder participation is produced and accepted.	No corresponding indicator.	None
Incidence of unplanned agricultural expansion, wildlife poaching, and illegal logging is reduced in VNP.	No corresponding indicator.	None
National leadership and ranger training programs are developed, tested and implemented.	Staff trained as part of leadership and ranger training are able to use skills in day-to-day work.	High
All national organizational, sustainable finance, EDSS, legal and regulatory reviews are completed and major recommendations accepted by MoE.	MoE implements key recommendations from organizational reviews, sustainable finance, legal and regulatory studies.	High
PA management planning models are evaluated and adopted as national standards.	Relevant methodologies and approaches developed at VNP are widely shared with the managers of other national parks in Cambodia.	Medium
Patrolling systems in place and operational.	No corresponding indicator.	None
Organizational and management framework developed and implemented for VNP.	No corresponding indicator.	None
Number of ranger training programs implemented.	Staff trained as part of leadership and ranger training are able to use skills in day-to-day work;	Medium (Consistent only at ranger training level)
Boundary demarcation in key areas completed.	No corresponding indicator	None
Number and quality of awareness programs.	Community awareness of the importance of VNP and willingness to participate in initiatives which further park management objectives is increased in all pilot communities. (5) Protection and management operations adopted at VNP lead to increased understanding among all	Medium (Consistent only at the VNP level, not at the national level)

KPIs in PAD Results Framework (Annex 1)	KPIs in PAD main text and legal documents	Consistency between the indicators (Note)
	stakeholders of the importance of reducing unsustainable and illegal exploitation of the natural resources of VNP.	
Resource and social surveys are completed and fed into park and community planning process.	The knowledge base describing the ecological and ethnographic dimensions of VNP is significantly increased and disseminated widely.	High
PRA procedures are tested and understood by practitioners and communities.	Methodologies for involving communities in participatory park management planning and protection are fully developed, tested and evaluated for all pilot villages.	High
Number and quality of livelihood programs adopted.	Community resource management plans are formulated for all pilot villages and implementation has begun in 90 percent of pilot villages.	Medium (Livelihood programs are not necessarily the same as resource management programs)
Monitoring and evaluation systems developed, in place, and operational.	No corresponding indicator.	None
Extent to which project activities are delayed due to funds release or availability of resources.	No corresponding indicator.	None
No corresponding indicator.	MoE initiates and maintains effective partnerships with other GOC ministries, international donors, and civil society in the protection of national parks;	None

Annex 11: INCIDENCE OF ILLEGAL ACTIVITIES IN THE PROJECT

It should be noted that the incidence of illegal activities in the VNP – the only quantitative indicator of project performance – is difficult to assess because of a poor base-line, short time series, and uncertain accuracy of data before 2005. The MIST data from 2004 - 2007 suggest that there was a decrease in some illegal activities (e.g., logging, fishing, fire, and gold mining) but an increase in others (e.g., poaching, roads, and trespassing). Poaching, identified by RAPPAM as the most significant pressure/threat in the VNP (relative to other PAs), increased 2.2 times based on combined poaching signs. The annual total of illegal logs found by patrols decreased from 72 in 2004 to 19 in 2007. Swidden agriculture remained low. The overall combined incidence of illegal activities declined by about 20 percent since 2005 but the increase in roads in 2007 is worrying since roads can facilitate other illegal activities in the park.

Table 11.1 Incidence of Illegal Activities in the Project

Incidence of Illegal Activities in the VNP		Year				Total
		2004	2005	2006	2007	
Encroachment	Mining	4	3	1		8
	Road		2		3	5
	Swidden Agriculture		2		1	3
	Trespassing	1		5		6
Encroachment Sign	Mining			1		1
	Road			1	7	8
	Swidden Agriculture			2	1	3
	Trespassing			21		21
Fire	Location	3	1		2	6
Fire sign	Location	7	1	3		11
Plant harvesting	Eaglewood	1				1
	Encroachment		7			7
	Logging				3	3
	Malva harvest		2			2
	Resin tree			2	1	3
Plant harvesting sign	Encroachment	2	3	4		9
	Log ponds				4	4
	Logging road				2	2
	Logs	72	42	16	19	149
	Malva harvest	4	4			8
	Resin tree			3	2	5
Poaching	Fishing	11	5	4		20
	Hunting	21	15	12	3	51
Poaching sign	Fishing	22	72	10	8	112
	Hunting	11	34	56	68	169
Total		159	193	141	124	617

Annex 12: CONSISTENCY OF THE PROJECT WITH LIL REQUIREMENTS

12.1. The project was processed as a LIL, based on the effort to generate local experience with global good practice in the changing context of Cambodia and to promote local learning about conservation through international TA. This did not require a LIL, as learning by applying international practice is inherent to any TA project. Simplified LIL processing led to insufficient attention being paid to the discussion of sustainability and alternatives, and was not suitable for the complex, high-risk setting of the project. The project’s weak M&E design was in contrast to heightened M&E requirements for a LIL. The QAG country portfolio review in 2004 noted that the project “... *scarcely qualified as a LIL.*”

Table 12.1 Consistency of the project with the LIL guidelines and screening criteria²⁵.

LIL Requirements	Project	Consistency
* Project proposes to learn through outcome-focused pilot.	The project proposed to test four learning hypotheses but project design did not correspond to that proposition.	Medium
* Processed in six months.	The identification mission was in January 1997, concept review in May 1999 and approval in February 2000.	Low: Processing took nine months from concept to approval but 24 months from the identification mission.
Projects with an EA category of A or B or those with substantial socio-political and/or reputational risks do not qualify.	EA category B. The project affected indigenous peoples. The project was in a controversial geographic area, and in a high-risk sector with extremely poor governance and institutional capacity.	Low
* Prepared under US\$100,000	US\$400,000 PHRD grant TF 027519 (August 1997) with multiple extensions was used to prepare the project.	Low
* Effective in six months	Approved in February 2000, effective in May 2000.	High: Effectiveness was three months after approval.
Implemented in 3.5 years	Effectiveness in February 2000, closing in December 2007.	Low: Implementation took nearly eight years.
Funded under US\$5 million	Total appraised funding US\$4.9 million.	High
Clear M&E and learning objectives.	M&E was inadequate for both tracking learning objectives and operational purposes.	Low
Detailed assessment of borrower capacity.	An assessment of borrower institutional capacity included in the PAD was not implemented.	Low
Assessment of stakeholder response	An assessment was not envisioned in the PAD; it was included in the PIP but not implemented.	Low

²⁵ This is a summary of OPCS guidelines and screening criteria which were less refined for task team use at the time of project preparation when the LIL was a newly-introduced lending instrument. The four screening criteria marked with * were established at a later date to screen out operations that do not qualify as LILs. Not meeting any one of them is enough to divert the operation from the LIL track. The project did not meet at least three of them.

