

FINAL REPORT

**UNDP MID-TERM EVALUATION
CON DAO COASTAL AND MARINE CONSERVATION
AND SUSTAINABLE USE PROJECT**

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PREPARED FOR UNDP VIETNAM

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EXECUTIVE SUMMARY

The Con Dao Coastal and Marine Conservation and Sustainable Use Project is a medium-sized Global Environment Facility (GEF) project designed to contribute to the conservation of globally significant coastal and marine biodiversity of Con Dao National Park (CDNP) through:

- strengthening local capacity for marine and coastal conservation
- improving the integration of conservation and environmental management into development planning
- establishing a sustainable financing mechanism for biodiversity conservation
- linking local efforts to national strategies and policy development¹.

This project is an ambitious and pioneering project integrating marine conservation and development. It is being implemented by the Government of Vietnam (GOV) in partnership with the United Nations Development Programme (UNDP).

This report is the outcome of the mid-term evaluation of this project. It is structured to meet the requirements of UNDP and is intended to provide a forward looking perspective on the project at this point in its implementation. The evaluation team tried to achieve a balance in their findings and recommending constructive actions to support the project to reach its goals, and provide pointers for the final evaluation.

The evaluation is independent and reflects the findings of the team. The findings were presented to the key stakeholders at the conclusion of the mission. There were no substantive alterations made to the findings at the meeting and there was general agreement with the independent recommendations.

This mid-term evaluation concludes that this marine conservation biodiversity project although challenging, complex and some activities delayed, is showing promising signs of delivering its goals. Some immediate actions are required to ensure effective protection of the marine resources and ensure the investment to date is embedded into the CDNP and its community. In turn this may enable the success of this project to be institutionalised into the legal framework of Vietnam.

Marine conservation in Vietnam is in its infancy. This project is nested in the international context of marine conservation being typically less developed, and often of lower political priority than terrestrial conservation. Global demand for fish protein is placing fisheries under extreme pressure, as evident in Vietnam. Marine biodiversity conservation and sustainable fisheries management are critical tools to manage these pressures for the immediate and future benefit of people and nature.

If this project delivers its overall goals it will be of significant interest internationally as it seeks to integrate marine biodiversity conservation with sustainable development with local community based management and potentially demonstrating a range of best practises and innovations.

At this point in time the project is mid cycle, with some delays and challenges evident including the lack of direct national legislation to provide a secure foundation for marine

¹ Inception Report Final Version June 2007

conservation. These challenges can be overcome if the partners focus on achieving the vision of the project and communicate and share information more readily internally and externally. The benefits created by the partnerships within the project are yet to be maximised. The project's best chance of success is through maximising the potential of the partners to deliver the shared goals. This will help ensure the learning is institutionalised into the legal framework of Vietnam.

Effective management of this significant marine environment is possible with the opportunity provided by the project. Strong site based conservation management through the demarcation of protected areas and robust enforcement is the critical protection foundation needing to be operationalised. This requires CDNP staff to be functionally equipped and empowered as a rapid response team. Local fishers are willing to be enlisted to assist with enforcement.

The progress made with community participation needs to be capitalised upon. Concurrently the difficulties identified with the fishers in the evaluation need to be rapidly resolved. Key actions required are to ensure the fishers's voice is heard within the project and engaging those willing in enforcement.

The ongoing sustainability of the project is vitally important. Urgent attention to these elements is required to ensure the investment is realised in the long term.

This project is ambitious and complex. The evaluation team was excited about its potential to deliver results for CDNP and for marine biodiversity conservation in Vietnam, with the potential to contribute valuable learning within Vietnam and internationally.

Recommendations

The recommendations are the synthesis of the evaluation. In the opinion of the evaluation team, these are the highest priority actions required to drive the project to completion.

These recommendations were presented to the key stakeholders for input at the completion of the in-country mission. There was no substantive alteration made to the findings at the meeting and general agreement was expressed with the independent recommendations resulting from the mid-term evaluation process.

1. Project vision and alignment for improved coordination

To improve co-ordination a workshop should be convened by the Government/ BR-VT PPC/ PMU, with participation of all possible parties including donors and key partner stakeholders to:

- a. Restatement of a clear, overarching and shared vision for the project based on decision 264/GoVn 25/10/05 and the project objectives
- b. Review the timeframes of key activities
- c. Consider the recommendations from this mid-term evaluation
- d. Review and confirm work plans for remainder of project
- e. Undertake a budget review, and determine whether some resources can be reallocated to demarcation of no take and buffer (core and rehabilitation) zones by buoys. If not possible then other sources of funds are urgently secured for purchasing more buoys.

- f. Review and clarify roles and procedures to achieve improved co-ordination and timely implementation.

2. Financial Sustainability

To give high priority to the establishment of sustainable financing for biodiversity conservation of Con Dao.

- a. To urgently undertake a feasibility study on the development of a practical and realistically achievable conservation trust fund and accompanying operation regulations developed. It must include identification of the ongoing costs of sustainable biodiversity conservation for CDNP.
 - i. (Note: the initial investment of US\$22,000 is considered a small seed for this fund). The study should identify the funds purpose, funding sources including government and tourism sector contributions and other donors, and rate the likelihood of provision of funds. The proposed ecotourism centre, and associated ecotourism services should be considered as, only one of a number of possible revenue earning opportunities for the Conservation Trust Fund. Other considerations may include securing grants to help grow the seed funds, government provincial financial assistance (offered during meeting if project achieves its goals), revenue from concessions, admission fees to the island (ecotourism centre entry included in this fee), to key tourist sites within the CDNP boundary and hotels providing an optional additional eco tourism levy at checkout, to name some possibilities.
- b. The feasibility study of the Conservation Trust Fund should explore the possibility of the provision of support to the fishing community in the form of a small credit fund that is administered locally and sustainably, to support alternative income generation (AIG) for fishers.

3. Fishing community engagement and benefits

To take action to maximise the fishing community engagement in the project and ensure associated benefits.

- a. Community Consultation Group (CCG) should include direct representation of fishers, at least three to five fishers. Consideration should be given to retaining the existing maximum number on the CCG, and substitute some existing members with fishers because some members do not truly represent the fishers. To add further members without substitution will make this group too large to be effective. (CCG membership is already 16)
- b. The fishing community should be a direct beneficiary from marine protection and eco tourism development. This must be realistic and practical for their participation

- c. AIG should be based on the actual expressed needs of the fishers, and ensure a diversity of options to minimise risk and enhance the possibility of success.

4. Capacity building

Enhance the impact of capacity building utilising technical assistance/experts

- a. In contracting technical consultants the ToR should include a requirement to engage in local capacity building when on mission with CNDP and PMU.
- b. Improve the planning for training programmes
- c. In planning for training courses there should be early consultation on design, content, target trainee, training evaluation and post evaluation follow-up and duration. Ideally training should include some practical experiential learning opportunities.

5. MPA management effectiveness – enforcement and governance

Urgent support and focus be given to demarcation and enforcement of the MPAs

- a. Urgently undertake the demarcation of the MPA no take zones to help ensure infringement is easily detected.
- b. Ensure the demarcation of the zones minimises environmental impact e.g. placement of sea floor anchor point for buoy
- c. The enforcement of these zones is critical to the success of the MPAs, particularly the core and rehabilitation zones.
- d. CNDP staff need to be functionally equipped and empowered as a rapid response team.
- e. Fisherman should be enlisted to assist with enforcement of the CNDP MPAs.

Establishment of a national park advisory board, including representatives of the community, transitioning over time to a park governance mechanism that has oversight responsibility for the management of the park within a national legal framework for protected areas. This board would be the responsible authority for management oversight of both the terrestrial and marine elements of the park.

6. Transparency and sharing of project information

- a. The project website should upload all the project technical reports and other relevant material for disseminating project outputs, and thereby improving access to key information and reducing the chance of overlap in technical information.

7. Institutionalising project best practise

- a. The Project should ensure institutionalisation of best practise of MPA design and management for the legal framework in Vietnam at the completion of the project. This should occur in the policy formulation in the administrative system at National Provincial and District levels.

8. Ecotourism services functionally separated from conservation management

- a. This project supports the proposed ecotourism centre of Con Dao National Park as it intends to separate the provision of ecotourism services and the environmental education function from the conservation management of the park. This should help improve the separation between conservation management and enforcement, and the provision of ecotourism services to generate some income for CDNP. This income would be used for conservation.
- b. Investigate the ecotourism feasibility of Bay Canh as a commercial turtle-watching experience, a demonstration of best practise in ecotourism development.

9. Support planning integration

The project continues to support the planning processes of:

1. Socio-economic development
2. Planning for CDNP
3. Planning for tourism development
4. Planning for construction – master plan

through ensuring the integration of biodiversity conservation and environmental values of Con Dao into all plans. This will reduce the risks externally and internally to this project and to the wider planning processes.

The planning process should take into account the complete information provided by the baseline surveys, in particular AIG integration with tourism.

10. Exit strategy:

Timing

In considering the exit strategy, the need for a short extension of the life of the project may be required. This is to achieve the critically important component of sustainability in advance of project completion.

Priority sustainability activities for the remainder of the project

1. Financial sustainability linked to the development of the Conservation Trust Fund and any other funding sources

2. Organisational sustainability linked to the centre of eco tourism, and CDNP and the separation of services and environmental education from conservation management
3. Biodiversity conservation through robust implementation of this project linked to the effective management (including enforcement) of the MPA system for CDNP and biodiversity monitoring.

Key project activities for the remainder of the project (not excluding planned activities)

1. AIG implementation that meet the needs of fishers - credit fund
2. CCG membership be adjusted and include direct representation of fishers.

Support beyond the completion of this project

In considering the impact on CDNP of the conclusion of this project there maybe a need to provide some further support for a transition phase to ensure:

1. Technical support is available in key areas requiring further development and capacity building – eg development of a framework for management of tourism activities including concessions policy, and park governance mechanism development
2. Reduced financial support is available and withdrawn gradually over say two years
3. Systematic capture of lessons learned undertaken within 6 months of the project completion and published in the form of a case study
4. This case study be compiled into a combined MPA lessons learned document, including recommendations from the 3 MPA pilots and made widely available to decision makers in Vietnam.

Acknowledgements:

Jo Breese thanks Do Phu Hai for his able assistance whilst on the mission in Vietnam. Special thanks is extended to Le Xuan Ai, his PMU team and the staff of Con Dao National Park, Keith Symington of the WWF-Greater Mekong Programme, and Andrew Grieser Johns the UNDP Senior Technical Advisor to the project, for their helpful assistance. Further thanks is extended to all those who assisted with arrangements for the evaluation, the supply of information, and making time available to attend meetings and sharing their perspectives.



Fishing boat moored at Con Son

LIST OF ABBREVIATIONS

AIG	Alternative Income Generation
BR-VT	Ba Ria – Vung Tau
BR-VT PCC	Ba Ria – Vung Tau Provincial People’s Committee
CBD	Convention on Biological Diversity
CBO	Community based organisation
CCG	Community Consultation Group
CDNP	Con Dao National Park
CITES	Convention on Trade in Rare and Endangered Species
CTF	Conservation Trust Fund
DANIDA	Danish International Development Assistance
DARD	Department of Agriculture and Rural Development
DEU	District Environment Unit
DPC	District People’s Committee
DoF	Department of Finance
DoFi	Department of Fisheries
DONRE	Department of Environment and Natural Resources
DPI	Department of Planning and Investment
FiPD	Fisheries Protection Department
FPD	Forestry Protection Department
GEF	Global Environment Facility
GOV	Government of Vietnam
IUCN	International Union for Conservation of Nature
M&E	Monitoring and Evaluation
MARD	Ministry of Agriculture and Rural Development
MEA	Multi-lateral Environment Agreement
MOF	Ministry of Finance
MOFi	Ministry of Fisheries
MONRE	Ministry of Environment and Natural Resources
MPA	Marine Protected Area
MPI	Ministry of Planning and Investment
NEX	National Execution Modality
NGO	Non-governmental Organization
NIP	National Implementing Partner
PEB	Project Executive Board
PO	Programme Officer
PMU	Project Management Unit
PPC	Provincial People’s Committee
STA	Senior Technical Advisor
UNDP	United Nations Development Programme
VNAT	Vietnam Administration of Tourism
WWF	WWF–Greater Mekong Programme

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1. INTRODUCTION

The Con Dao Coastal and Marine Conservation and Sustainable Use Project is a medium-sized Global Environment Facility (GEF) project designed to contribute to the conservation of globally significant coastal and marine biodiversity of Con Dao National Park (CDNP) through:

- strengthening local capacity for marine and coastal conservation,
- improving the integration of conservation and environmental management into development planning,
- establishing a sustainable financing mechanism for biodiversity conservation,
- linking local efforts to national strategies and policy development².

This report is the outcome of the mid-term evaluation of this project. It is structured to meet the requirement of the United Nations Development Programme (UNDP) and is intended to provide forward looking pointers for support the project to reach its goals.

The Con Dao Coastal and Marine Conservation and Sustainable Use Project is a community based marine biodiversity conservation project funded jointly by the GEF, and the Danish International Development Assistance (DANIDA) and supported by the Government of Vietnam (GOV). The project is implemented by CDNP, on behalf of the Ba Ria-Vung Tau (BR-VT) province, with technical support from UNDP and in partnership with WWF-Greater Mekong Programme (WWF). The project has allocated funds for marine resource conservation and livelihood opportunities for the local communities in Con Dao Island region. The project is being managed according to the National Execution Modality (NEX). The Provincial Peoples Committee (PPC) of Ba Ria-Vung Tau is the National Implementing Partner (NIP). CDNP manage the project on behalf of BR-VT PPC³.

This project is one of three pilot marine protected areas (MPAs) proposed to be developed in cooperation with UNDP and the GOV, with primary funding from the GEF.

The Con Dao archipelago is a significant group of 15 islands and islets, located 180km south of Vung Tau in the South China Sea. The islands are known for their rich cultural history and outstanding natural history. Con Dao is an extremely important region for biodiversity conservation, and CDNP is recognised as being globally significant because of its unique and relatively intact marine and terrestrial biodiversity.

Con Dao is listed as a highest priority conservation area in Vietnam's *Biodiversity Action Plan* and the *National GEF Strategy*. The World Bank's 1995 publication on *Global Representative system of Marine Protected Areas (Vol. III)*, also lists Con Dao as an area of highest priority for biodiversity conservation. Most recently the World Bank released a report on climate change impacts on coastal communities and Vietnam was included as a very vulnerable country.

Con Dao is Vietnam's most important sea turtle nesting ground, and the area is well known for dugong and other rare species. The island group has some of the most

²Inception report "Coastal and Marine Biodiversity Conservation and Sustainable Use in the Con Dao Islands Region 2006-2009", revised May 2007.

³Ibid

pristine coral reef in Vietnam, and contains 44 endangered species listed in the International Union for Conservation of Nature's (IUCN) Red List and Vietnam Data Red Book⁴.

The marine resources, in particular fish, have been severely depleted in much of the marine park. The need for effective conservation management of the marine environment is critical for income generation for the local fishing community and local and national ecotourism aspirations. The sustainability of the fisheries and the related species is also critical. The marine environment area has significant ecotourism potential and sustainable fisheries will benefit the local community through food supply and income generation. Although the potential of Con Dao is high, the reality is a fragile and depleted marine environment that needs more effective management and protection. Expectations are high that Con Dao will attract more international visitors and much planning is underway in government processes at national, provincial, district and park level.

1.1. PURPOSE OF THE EVALUATION

A mid-term evaluation focuses on project performance (effectiveness, efficiency and timeliness in achieving project outcomes), issues requiring corrective action, and initial lessons learned about project design, implementation and management.

Mid-term evaluations are intended to identify potential project design problems, assess progress towards the achievement of objectives, identify and document lessons learnt (including lessons that might improve design and implementation of other UNDP/GEF projects), identify risks and counter measures and to make recommendations regarding specific actions that might be taken to improve the project.

It is expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from monitoring. The mid-term evaluation provides the opportunity to assess early signs of project success or failure and prompt necessary adjustments⁵.

It also provides a direction for the completion of the project and for the final evaluation.

1.2. KEY ISSUES ADDRESSED IN THE EVALUATION

During briefing with UNDP Vietnam, with GEF Bangkok and within the Terms of Reference (ToR) the following were identified as key issues:

- ✓ Lack of a clear and shared vision
- ✓ Multiple donors and inability to all meet together
- ✓ Strong political interest in the project
- ✓ Sustainability of the project investment and in particular the financial sustainability of the CDPN
- ✓ Clarity of the park's role in park tourism and financing

⁴ Ibid

⁵ Terms of Reference, Appendix 1

- ✓ Relationships within the project
- ✓ Marine programme effectiveness
- ✓ Replication potential
- ✓ Institutionalising potential.

1.3. METHODOLOGY OF THE EVALUATION

The evaluation applied an evidence based approach of constructivism. The two person team (local and international consultant) met with individuals and key stakeholder groups. From these meetings observations were made and perceptions were tested. The initial briefings with UNDP and GEF were used to help define areas of focus and possible issues to explore. Other recurrent issues were identified from the early meetings and explored further in subsequent relevant meetings to test findings and enquire more deeply. Those interviewed were primarily identified by UNDP and the Project Management Unit (PMU).

The typical open ended top line questions used to illicit information in the interview process were:

- What do you think the project has achieved so far? Impact?
- What challenges or difficulties has the project encountered in your opinion?
- Why have these occurred?
- What are your recommendations for improvement?
- What do you want the project to achieve from now to its conclusion?
- Any other points/recommendations you wish to make?

Interviewees were encouraged to give specific examples of the points made, as an evidential basis for evaluation.

Field inspections were undertaken and a survey of a wide range of key documents was used to verify information and provide background.

Some informal information gathering from other observers was done to triangulate findings. This was limited by time and language.

The evaluation team formulated personal independent conclusions and then as a team discussed perspectives and agreed findings, and sometimes choose to seek further information for clarity or other perspectives.

These preliminary findings were then presented to the key parties and their input sought. Following these inputs the preliminary findings were further developed into recommendations and were presented to key stakeholders as the independent mid-term evaluation. They were discussed and there were no substantive changes to the recommendations resulting from this presentation.

The consultants put emphasis on dialogue with the PMU, CDNP and the local community especially the fishers. Dialogue with WWF and the Senior Technical Advisor (STA) was another area considered critically important. The opinions of these parties provided valuable insight for this evaluation.

1.4. STRUCTURE OF THE EVALUATION

The evaluation was structured as follows:

Phase	Activity
Briefing phase	<ul style="list-style-type: none">Briefing by UNDP-VN and STA, and GEF Regional Office
Evidence gathering and issue identification	<ul style="list-style-type: none">Briefing by project executants collectivelyFace to face meetings with key executants - PMU and CDNP staffInterviews with key project partners/participants - eg WWF Marine staff, fishing communities, CCG, District People's committee (DPC) and PPC etcInformal validation
Analysis of evidence and issues	International and local consultant
Review of background documents and plans	Prior to mission and during mission
Cross referencing	Stakeholders and project executants. Some informal inputs were sought from within Con Dao and other familiar with the issues.
Sharing prelim results with stakeholders	Met with District Peoples Committee, PMU, PPC and PMB and short exchanges with UNDP, STA and WWF.
Review findings if considered necessary adjust	International and local consultant considered feedback
Finalise analysis	International and local consultant
Conclude and submit mid-term evaluation report to UNDP	International consultant

2. THE PROJECT AND ITS DEVELOPMENT CONTEXT

2.1. PROJECT CONTEXT

This project is the first substantial, integrated marine conservation and development project to be implemented on Con Dao. Integrating conservation and development is complex and demanding. It requires a range of technical and managerial skills, and an integrated partnership approach to be successfully implemented. Further the social context and community engagement through participation is critical to achieve success. This project is ambitious, and with relatively short timeframes for achievement. An integrated and participatory approach to marine conservation through locally managed marine protected areas and community based fisheries management (eco-system based management) is a relatively new concept internationally in marine conservation and development. In Vietnam this is a pioneering project.

GOV is committed to the establishment of a system of 15 MPAs in Vietnam. Vietnam has 128 terrestrial protected areas, including special forests. The country is in the process of establishing 15 marine protected areas and proposing to establish 48 wetlands protected areas. Of the proposed 15 MPAs, only two have what is considered to be good establishment status and appropriate management arrangements⁶, with separate management authorities. Con Dao is expected to be the third MPA in Vietnam.

There are three GEF-funded pilot MPA projects in Vietnam. Hon Mun “pilot MPA” is under management of the Khanh Hoa PPC. A second demonstration site approved in central Vietnam (Cu Lao Cham Island) is under management of Quang Nam PPC. The Con Dao project is the third demonstration site under the Ba Ria – Vung Tau Provincial People’s Committee (BR-VT PPC)⁷. It differs from the other two pilot sites as the MPA is integrated with a terrestrial national park.

Further this project may potentially contribute a model for the integration of terrestrial national park and associated marine protected area governance and management for Vietnam and other countries. It is possible if the project shows beneficial outcomes these may provide encouragement for putting in place marine conservation legislation

2.2. THE CON DAO NATIONAL PARK AND MARINE PROTECTED AREA

Con Dao’s protected area includes 6,043 ha of forest and 4km of sea buffer zone, and was originally created by Prime Ministerial Decree 85/QDBT in March 1984 as ‘Con Dao Protected Forest’. In March 1993 the CDNP was established in accordance with Decree 135/TTg, which essentially expanded the protected area to 15,043 ha, including 6,043 ha of forest, 9,000 ha of sea and a further 4km sea buffer zone.

In May 1998, the People’s Committee of Ba Ria-Vung Tau signed Decree 1165/QDUB approving the second stage of a 5 year Investment Development Project (1998-2002) for CDNP. This was commissioned by the Central Government (Official Document 1476/VP-KTN) in April 1998, and as a result of this initiative the area of CDNP was

⁶ Pers coms Dao Xuan Lai

⁷ Ibid

again revised and now stands at 19,998 ha including 5,998 ha of forest and 14,000 ha of fully protected ocean, 20,000 ha of marine buffer zone and includes 14 islands.

In this context, CDPN authority is responsible to:

- BR-VT PPC for the day-to-day park management and administration;
- Forestry Protection Department (FPD) of the Ministry of Agriculture and Rural Development (MARD) for the technical aspects of managing the terrestrial area; and
- The Ministry of Fisheries (MoFi) for the management of the coastal and marine ecosystems. MoFi has been integrated into MARD under public administration reform since the project commenced.

Although National Marine Protected Areas System Plan (MASPAS) is not approved, the aims and objectives of the Con Dao project are consistent with the principles, strategies and actions outlined in the MASPAS. Both the project and the MASPAS focus on improving protected area management and planning; strengthening natural resource management and the sustainable use of marine resources; encouraging community participation; improving development control to protect biodiversity; and seeking to promote innovative protected area financing.

The Prime Minister has approved the preparation of a socio-economic development plan for Con Dao to 2020 (Prime Ministerial Decision 264/2005/QĐ-TTg Oct 25 2005). This is an important policy initiative, and should set the scene and strategic direction for medium to long-term socio-economic development in the Con Dao region, especially in terms of environmental planning, ecotourism development and improved livelihoods for local people. This plan is in its fifth draft.

2.3. LEGISLATIVE SITUATION

The decentralisation process is continuing in Vietnam. The district government in Con Dao has increasing responsibility for planning and management of coastal and marine resources. Yet most of the capability for conducting the basic tasks required for effective management is missing. Most provincial and almost all district administrative agencies in Vietnam lack the capacity for planning, priority setting, project design, project monitoring and evaluation, and sustainable management. Local agencies in Con Dao, while keeping careful statistical records for higher-level agencies, often lack the analytical skills necessary to utilise these statistics to monitor progress or identify problems.⁸

This situation has led to the GEF intervention, of support to achieve sustainable protection of Con Dao's marine biodiversity.

In July 2003, MoFi was given the mandate to design and manage a system of MPAs for Vietnam. At present there is a submission to the Prime Minister's Office a calling for MPAs to be under the responsibility of MoFi. While the establishment of a MPA system has long been a national priority, various inter-ministerial disagreements, somewhat resolved with the new MoFi mandate. This has resulted in the government choosing a cautious approach that involves piloting different models of MPA administration. It is understood that management of the marine environment is to be moved from DPI to the

⁸ Project Document "Coastal and Marine Biodiversity Conservation and Sustainable Use in the Con Dao Islands Region 2006-2009", 2006. (PIMS 2091)

Department of Natural Resources and the Environment (DONRE) but it has yet to establish a division to manage this.

The Institute of Oceanography, among others, identified 15 sites for MPAs in Vietnam. All the interested parties agree that these are the highest priority of MPAs. Six of these sites are within existing terrestrial protected areas (including Con Dao).

Promulgation of the 2003 Fishery Law and the Decree No. 27/2005/ND-CP dated 8/3/2005 on implementation of the Law as well as the establishment of Steering Committee for MPAs under Ministry of Fisheries provide favourable conditions for implementation of this Project in Con Dao⁹.

Further the GOV issued Decision 57-2008 / ND-CP which describes zoning and regulation guidelines, used as standards for the VN network MPAs (and also applied in the zoning and regulations of the Operational Management Plan (OMP) at Con Dao)¹⁰.

There is no national legislation for MPAs although there are guidelines for establishment and management, and for using existing fisheries law to provide for enforcement of marine protection.

2.4. PROJECT START AND ITS DURATION

This project was developed in 1999 by CDNP in collaboration with WWF. It was approved for partial funding with Prime Ministerial approval by UNDP in April 2006 and commenced in June 2006, with the inception workshop August 2006. The project is scheduled for completion in June 2009.

Concurrently WWF (in addition to the co-funding) received some parallel funding from DANIDA leveraging against this project. The inception meeting was held in August 2006 and this resulted in the refining and clustering of objectives and activities within the project.

As required in the inception phase of the project, an Inception Workshop was held in Vung Tau on August 10, 2006. This was the first opportunity for the key stakeholders, partners, and the project staff to understand and take ownership of the project's goals and objectives, and to ensure that the draft 3-Year Work Plan was consistent with the expected outcomes of the project.

The workshop introduced the partners and key stakeholders along with key staff including the National Project Director, and the then STA. Those attending included representatives from the Implementing Agency; UNDP Vietnam Country Office and the Executing Agency: BR-VT PPC and others. The workshop explored the roles and responsibilities of supporting agencies and partners necessary for project implementation. Discussions at the workshop covered: UNDP and GEF reporting and financial arrangements and the monitoring and evaluation requirements; and in particular revisions to project approaches.

The Inception Report was based on the findings of the Inception Mission conducted 13 July 2006 to 14 August 2006 by the first STA (Peter Mackay), the National Project Director and the PMU. Subsequent project constraints, staff changes and delays have

⁹ Ibid

¹⁰ Pers com Keith Symington

meant that the report was not been completed until May 2007, as a first task of the replacement STA (Andrew Grieser Johns)¹¹.

The inception report includes:

- An analysis of the project situational context and background;
- A review of the project design, including project purpose, project objectives, outcomes and activities and implementation arrangements;
- A revised three-year Work Plan for 2007 – 2009;
- Expenditure recorded for 2006 and an updated budget for 2007;
- Findings from the Inception Workshop and stakeholder consultations;
- An updated Project Planning Matrix (log-frame) together with indicators, means of verification and assumptions; and
- A revised monitoring & evaluation framework for the project, elaborating impact and outcome indicators and means of verification.

This report captures further inputs after the inception workshop as well as incorporating the comments and feedback from discussions held at the Inception Workshop in Vung Tau in late August 2006. Comments from various stakeholders were incorporated in the revision process up to May 2007.

The Inception Report indicates adjustments to the project organisation, activities and the time planning, and gives specific budget allocations (determined in late 2006 subsequent to the Inception Workshop).

This report provides a solid basis for the implementation of the project and the achievement of the planned outcomes and impacts with timeframes for activities and respective responsibilities elaborated in detail and with budgets.

The evaluation team used this report to review the project design.

2.5. PROBLEMS THAT THE PROJECT AIMED TO ADDRESS

Con Dao's marine and coastal ecosystems are considered to be in relatively good condition compared to other areas in Vietnam. They currently face significant threats from:

- Habitat destruction and pollution – associated with unregulated development in coastal areas
- Over-exploitation of marine and coastal resources (over-fishing, dynamite and night fishing, hunting of endangered species, and the live reef food fish trade and other reef species)
- Inappropriate development (industry and aquaculture)
- Lack of policy, legal and financial backing

¹¹ Inception report "Coastal and Marine Biodiversity Conservation and Sustainable Use in the Con Dao Islands Region 2006-2009", revised May 2007.

- Limited capacity in conservation planning and management
- Unregulated access and weak law enforcement; and
- Lack of community awareness, understanding, participation and support¹².

CDNP is consistently referenced in the literature as one of the best park management regimes in Vietnam. This maybe in response to the reality that 83% of the land of Con Dao is national park, and communities reside outside of the terrestrial park. The marine environment is more complex with 59 community inshore fishers, some permanent and others migrant, and between 500-1000 outsider fishers¹³ who use the marine park. Ben Dam Port has planned capacity for 5,000 outsider boats per year.

Like elsewhere in Vietnam, Con Dao is reported as facing an increase in fishing efforts and a decline in marine resources in general. (Anecdotaly this was raised repeatedly during the evaluation.) Declining marine resources are in turn linked to the overall poverty context of inshore fishing households, to fishing methods and to changes in the marine environment. The situation is further exacerbated by competition and conflicts for provincial territorial resources by outsiders, fishers from other mainland provinces. The marine park was declared in 1998. This project is the first substantive effort to build the capacity to more actively manage this marine protected area.

2.6. THE IMMEDIATE AND DEVELOPMENT OBJECTIVES OF THE PROJECT

The biodiversity of CDNP is in relatively good condition compared to most of Vietnam's terrestrial and marine ecosystems¹⁴. A number of threats have been identified that impact on the land and marine environment. A key consideration is the depletion of the coastal fishery through unsustainable fishing is a key consideration. Recovery of depleted marine species is considered possible by both scientists and local fishers.

The development objectives seek to address the incomplete legislative environment for the protection of marine biodiversity, lack of engagement of local communities in management and subsequent over exploitation of resources in critical areas of the CDNP, and economic development plans that are centrally derived and pay insufficient attention to social and environmental impacts (i.e. are not in line with principles of sustainable development). Large scale tourism development potentially falls into this category. Financing of biodiversity protection on Con Dao has been inadequate, and from short term donor and NGO projects. Overall the project aims to address these issues through strengthening local capacity for marine and coastal biodiversity conservation, improving the integration of conservation and environmental management into development planning, establishing a sustainable financing mechanism for biodiversity conservation, and linking local efforts to national strategies and policy

¹² Project Document "Coastal and Marine Biodiversity Conservation and Sustainable Use in the Con Dao Islands Region 2006-2009", 2006. (PIMS 2091)

¹³ WWF AIG survey CDNP-UNDP/GEF 2007, *WWF Preliminary Report - Livelihoods, MPAs and Alternative Income Generation (AIG) at Con Dao*, Government of the Socialist Republic of Vietnam and UNDP Coastal and Marine Conservation & Sustainable Use in the Con Dao Islands Region (2006-2009).

¹⁴ Project Document "Coastal and Marine Biodiversity Conservation and Sustainable Use in the Con Dao Islands Region 2006-2009", 2006. (PIMS 2091)

development, thus contributing to the conservation of globally significant coastal and marine biodiversity¹⁵.

2.7. RESULTS EXPECTED

The project has a global environmental objective:

To catalyse conservation and sustainable management of the globally significant coastal and marine biodiversity and ecological processes of the Con Dao Islands Region.

The project aims to conserve the globally significant marine biodiversity and ecological processes of the Con Dao Islands Region through a series of inter related activities aimed at

- Strengthening local capacity
- Improving the integration of conservation and environmental management into development planning
- Establishing a sustainable financing mechanism for biodiversity conservation; and
- Linking local efforts to national strategies and policy development.

The project activities are organised by objective.

Immediate objective 1:

Protection of Globally Significant Coastal and Marine Biodiversity in Con Dao islands region through participatory protection, conservation and management.

1. Improved management plans and regulations resulted in positive changes to development practices and local community compliance with marine park regulations
2. Participation in National Park activities by communities/ households living in and around the park. Communication strategy on conservation and environmental protection for park visitors formulated and implemented.
3. Rehabilitation of terrestrial ecosystem and coral reef ecosystem for conservation of endangered marine species.
4. Biodiversity monitoring system prepared and implemented

Immediate Objective 2

Improved Management of Coastal and Marine Biodiversity in Con Dao islands region with increased participation of local communities, links between biodiversity conservation and socio-economic development, and strengthened institutional capacity and legal frameworks

1. Implementation of the Con Dao District's Development Master Plan, Tourism Development Plan, and Sustainable Environmental Management Plan would result in no additional loss of biodiversity values and environmental impacts.

¹⁵ ToR

2. District Environment Unit (DEU) fully functioning with a formal role in district development planning
3. Decrease of infractions caused by offshore fishing fleets and local fishers thanks to increased enforcement of fishing regulations outside of national park, better implementation of District Functional Zoning Plan, enhancement of the Fishery Protection Development and collaboration with relevant departments.
4. Alternative income generating activities for impacted fishers operational.

Immediate objective 3

Assured Sustainability of Coastal and Marine Biodiversity Protection in Con Dao islands region through support from ecotourism development.

1. Increase in level of investment in sustainable tourism operations relative to other types of tourism.

Further this project has a Partnership Strategy:

The project will be implemented in close partnership with concerned ministries, local government departments, and special collaborative arrangements involving community-based organisations and communities in the project sites¹⁶.

2.8. MAIN STAKEHOLDERS

The main direct stakeholders of this project are: CDNP, Con Dao District People's Committee, BV-VT PPC, Con Dao Fisheries Protection and Management Division, and Con Dao District fishing communities.

UNDP, GEF, DANIDA and WWF are also partner stakeholders.

The other main beneficiaries include the various government departments of BR-VT province, including the Department of Fisheries, Sub-Department of Fisheries Protection, Department of Tourism and Trade, Department of Agriculture and Rural Development, Department of Natural Resources and Environment, Department of Science and Technology, and the coastal community in general particularly the community based fishers and their families.

¹⁶ Project Document

3. FINDINGS AND CONCLUSION

This section of the report follows the UNDP reporting framework and addresses the specific findings requested. Not all matters commented on in the evaluation are carried through into the concluding recommendations.

The specific findings and the project results are synthesised into priority actions in the concluding recommendations. The recommendations are in our opinion the highest priorities for action to drive the project to achieve its goals.

These recommendations were presented to the key stakeholders for input. There was no substantive alteration made to the findings at the meeting and general agreement was expressed with the independent recommendations resulting from the mid-term evaluation process.

3.1. PROJECT FORMULATION

Context

The project was initially designed in 1999. The CDNP actively submitted the proposal for 5 years. In support of the decision 264/TTg in 2005 the project was approved by donors and GOV in 2006 for implementation under the NEX modality (national execution model).

Total budget: US\$ 1,823,300

In which:

- a. GEF: \$970,450
 - Implemented by PMU: \$841,947
 - Implemented by WWF through contract from PMU to WWF: \$128,503
- b. DANIDA (implemented by WWF): \$299,300
- c. Viet Nam Government: \$254,850
- d. Local community: \$ 48,100
- e. Conservation Trust Fund: 44,400
 - From GEF: \$ 24,400
 - From DANIDA: \$22,000

The NEX modality is “an operational arrangement where a national institution assumes overall responsibility and accountability for the formulation and the effective management, or execution, of all aspects of UNDP projects NEX is aimed at achieving capacity building, self-reliance and sustainability; ownership and internalization of

*external inputs; and relevance and impact, particularly when used in conjunction with the programme approach.*¹⁷

The project has a linked set of immediate objectives, and the two sources of funding are managed by two different identities: UNDP and DANIDA. In other words, one project is managed under two different modalities. The major part of the project with the funding from GEF/UNDP of US\$970,000 is managed directly by the government / Ba Ria –Vung Tau (BR-VT) Provincial People’s Committee using NEX modality, while the smaller part of the project has funding from DANIDA of USD\$299,000 and is managed by WWF. This arrangement causes some difficulties in coordination, and has contributed to some delays in the project implementation of the AIG component. DANIDA have advised WWF that they can apply the NEX modality to their component of this project. (See S3.9)¹⁸

Evaluation

In the opinion of the evaluators reaching these policy objectives of NEX, are contingent on building up the technical and managerial capabilities of Vietnam for assuming such responsibilities, and specifically within the Con Dao project. This approach requires the development of a close partnership and cooperation between UNDP and GOV as the recipient government, and requires the support of the UNDP Country Office. The supportive approach from UNDP Programme Officer (PO) was evident to the evaluation team.

This approach appears to be working for the project with evidence gained during the evaluation of emergent capacity building (increased marine focus in the CDNP with equipment and high quality training in conservation and related skills, technical assistance and knowledge transfer), local relevance established (participatory mechanism developed with the CCG and the fishing communities’ agreement to the Convention Of Con Dao National Park Marine Resources Conservation) and the development of partnerships and increasing cooperation (developing relationships with WWF and key external consultants). It is anticipated that by the conclusion of the project these capabilities will be more fully developed. As such the NEX modality provides a useful framework as it helps builds strong partnerships, and strengthens capacity. GOV/BR-VT PPC through the NEX modality leads and takes full ownership of the project.

3.2. IMPLEMENTATION APPROACH

Context

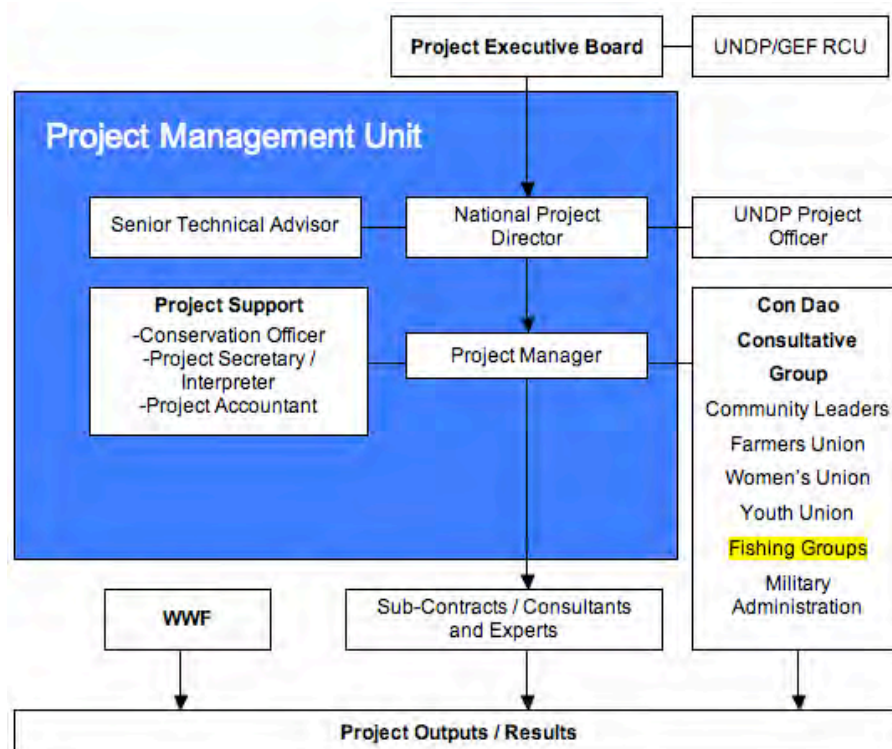
The following diagram sets out the key parties involved in the implementation and management of this project and the main relationships between them¹⁹.

¹⁷ Government of the Socialist Republic of Vietnam and United Nations Development Programme, Provisional Guidelines On Project Management, Implementation of Nationally executed projects, October 2005.

¹⁸ Pers Com Keith Symington

¹⁹ As expressed in the Inception Report – with highlight added and shown as Figure 1

Figure 1: Management & implementation arrangement of the Project



The PMU is responsible for the organisation and implementation of all project activities. The PMU consists of 5 staff:

The National Project Director (Director of the CDPN) Le Xuan Ai

Senior Technical Advisor (UNDP)	Andrew Grieser Johns
Project Manager	Nguyen Hai Nam
Conservation Officer	Nguyen Truong Giang
Project Secretary/Interpreter	Nguyen Duc Dung
Project Accountant	Kieu Van Hau

The current STA's role is to provide the linkage between UNDP and the project. In doing so the role provides advice, capacity building and monitoring of progress against agreed project plans.

The National Project Director is responsible for the day-to-day project management and communication and coordination with WWF as the key implementation partner in the project. Some of this is also delegated to the Project Manager.

The implementation approach of this project was revised at inception, with significant revisions to the responsibilities for implementing project activities.

The revisions included a more balanced resource assignment, with the PMU being responsible for eight Target Activities and 24 out of 53 Project Activities. The revision has the PMU taking the lead role in the following areas including:

- Biological and socio-economic surveys;

- Park management planning
- Park boundary delineation and determination of park use zones and regulations;
- Coastal & marine biological monitoring;
- Environmental management planning for the Con Dao region; and
- The preparation of a sustainable tourism strategy and tourism development guidelines for Con Dao and the Con Dao National Park Ecotourism Master Plan.

WWF is an 'Implementing Partner' for DANIDA funds, as well as a major technical provider contracted to provide a range of services to the project. In this context WWF is responsible for those activities primarily funded by DANIDA, including: park management and law enforcement training for CDNP staff; law enforcement and compliance monitoring; habitat restoration and rehabilitation; community education and awareness; integrated coastal zone management training, development of alternative livelihoods; eco-tourism planning and feasibility assessment. In addition to these DANIDA funded activities, WWF is also sub contracted to the PMU to have the lead role on the following GEF funded activities:

- The preparation of a communication and advocacy strategy and associated education materials;
- The development of environmental planning regulations and action plan for Con Dao region; and
- The development and establishment of conservation trust fund²⁰
- Capacity building

Evaluation

During the inception phase the activities were regrouped into more logical clusters of project activities, with similar content and associated sequencing of tasks for better management. The revisions made provide for a more balanced resource assignment.

The project activities have been worked into work plans for the various parties, with funding and lead and support roles identified. These definitions are headlines only and do not provide any detail. More detail/definition of what the role of "lead" versus "support" means for the project activities would assist the ease of implementation for both the PMU and WWF. The role of WWF is as an implementer of project activities and as a technical advisor for some project components. This is an atypical role for WWF to assume. WWF more usually assumes the lead role, and also provides technical inputs.

The STA has provided critical support to the project planning and implementation process including work on the Project planning matrix (log-frame), indicators, project planning and timelines, sequencing and integration, and clustering of the activities, monitoring progress against budgets and clarifying roles and responsibilities.

²⁰ Inception Report Final Version June 2007 records more fully all project adjustments

Much of the specific technical marine, ecotourism, environment and planning conservation capacity for the project has been sourced through external consultants or through contracting WWF. The Director of the PMU has some capacity, although limited by the breadth of his management responsibilities including managing many stakeholder relationships as well as being the Director of CDNP.

The Project Manager is new to the role (two months) and the evaluation team encourages this role to view the project holistically and act as a hub facilitating communication and information sharing across the whole project, including activities of the PMU and its key implementation partners.

In the project schematic above the dotted line relationships (indirect) are not shown. This diagram highlights the weaknesses in the connection of the relationship between the PMU and WWF. It also highlights the possible involvement of fishing groups but not fishers in the CCG. There are no organised fishing groups (fishing CBOs) on Con Dao. A significant weakness of the CCG is the lack of fishers represented on the CCG (see Figure 1)..

In the opinion of the evaluators the project formulation could have more explicitly managed the duality of the funders and associated relationship and implementation challenges created. Solutions could include - for a WWF representative to be formally part of the PMU. This would improve intra-project communication and planning, responsibilities. The PEB, PMU and WWF should be asked to implement ways of improving these arrangements to assist the project to reach its goals.

The project has increased the capacity of the CDNP staff. The evaluators noted consultants to the project have not always been willing to undertake local capacity building while on mission. This should be an explicit expectation within the contract.

3.3. COUNTRY OWNERSHIP / DRIVENNESS

Context

Vietnam is in the early developmental phase in the establishment of its national system of marine protected areas. There are some key elements in place but legislation is lacking and responsibilities are shared across four agencies: MoFi, MARD, DONRE and FPD.

National Management Strategy for a Protected Area System in Vietnam to 2010 was approved by Prime Ministerial Decision 192/2003/QĐ-TTg on September 17, 2003. The primary objective of the strategy is to establish, organise and manage effectively an integrated protected area system covering terrestrial, wetland and marine ecosystems. The MASPAS Strategy effectively provides the framework for the future development and management of Vietnam protected area system for the next decade, and has a direct bearing on the future management of CDNP.

For the management of the marine and coastal areas within CDNP, the MASPAS Strategy authorised the MoFi to develop a National Plan for MPAs. The MoFi MPA Plan and draft legislation for their declaration and management of MPAs in Vietnam was submitted to the Prime Minister for endorsement in 2006. No decision has been made to date.

The Plan proposes the establishment of 15 MPAs by the year 2010. Con Dao MPA is one of three pilot MPAs to be developed in cooperation with UNDP and the GOV, with primary funding from the GEF. A further 12 sites are proposed for formal and establishment and recognition as MPAs by 2010. The 2003 Fisheries Law and the Decree No. 27/2005/ND-CP dated 8/3/2005 supports MPA establishment, and provides favourable conditions for the implementation of this project.

However, the current lack of a legal framework specifically for MPAs implies, there is no agency solely responsible for marine conservation in Con Dao. The management of CDNP (forests, wetlands and marine) was invested in the BR-VT PPC in 1998, under the Prime Minister's Decision No.245/QD-TTg.

Under the MoFi's draft National Plan for MPAs, MoFi will assume the responsibility for overseeing the management of the marine environment including coral reefs, sea-grass beds, island ecosystems and marine living resources. Whilst MARD will remain the designated management authority for all protected areas in the Vietnam, where aquatic ecosystems (i.e. wetland and marine) occur within the protected area, MARD is to collaborate with the MoFi and the Ministry of Natural Resources and Environment to manage them within their respective fields.

This means that for a protected area such as Con Dao that contains terrestrial, wetland and marine ecosystems, the Con Dao National Park Management Authority is responsible to both MARD and MoFi for the management of the Park. The BR-VT PPC remains the principle authority responsible for the management of CDNP.

Fisheries laws can address most of the protection needs, but rangers are not very familiar with these laws and local fisheries officers have little experience in actually enforcing fisheries law (e.g. no trawling or big lights inshore), let alone know how to integrate with MPA management/enforcement²¹.

The Provincial People's Committee of Ba Ria-Vung Tau is the implementing partner (or designated/executing agency) of the project. BR-VT PPC, as implementing partner, is accountable to the GOV and UNDP for ensuring the effective execution of the project as well as the principle authority responsible for the management of CDNP.

Evaluation

Country ownership is strengthening. It appears from the highest levels within the GOV that there are signs of increasing support, despite the cautious approach to legislation. The relatively recent decisions on Guidelines for Implementation of Fisheries Law with provision for MPAs (Decision 27-2005 /ND-CP) providing descriptions of kinds of MPAs, and endorsing the new MPAs coming through the LMPA projects indicate ownership. Also, the more recent GOV (Decision 57-2008 / ND-CP) describes zoning and regulation guidelines, and is used as the standard for the Vietnam network of MPAs. This is applied in the zoning and regulations for the Operational Management Plan for CDNP.

The project is clearly helping the government at national, provincial, and district levels build its capability and understanding of marine conservation and by implication sustainable fisheries. However there is no national legislation for marine biodiversity conservation and the frameworks that exist are fragmented and complex.

²¹ Pers com Keith Symington

This project does seek to institutionalise marine protection into legal frameworks however this has not been achieved yet. It was noted by the evaluators that the objectives of the project are more likely to be achieved in the context of national park status as it creates a clear framework for conservation and sustainable management in decision maker's minds. The national park designation provides an enabling context and continues to influence a range of government plans and policies and the perspectives of the key personnel that the evaluators met with. However formal legislative underpinning for marine protection is the most robust way to ensure a marine protection framework is in place for the long term. This does not exist.

3.4. STAKEHOLDER PARTICIPATION

Context

Information dissemination with local island based stakeholders has been achieved through the project to date using environmental education programmes with school children and participatory engagement with the local community. A range of participatory processes have occurred throughout the project so far e.g. consultations over the Convention of CDNP Marine Resources Conservation, AIG survey, ecotourism workshop, and establishment and engagement with the CCG.

Two Project Executive Board (PEB) members undertook a study tour to Nha Trang Bay MPA. This was intended to provide a learning opportunity to build their capacity on sustainable tourism development in Con Dao and strengthen management and protection of CDNP. The PMU released a report of the study tour and it focussed on the following issues:

- Protection of MPA and marine resources.
- Patrolling and law enforcement.
- Zoning and mooring buoys establishment to define anchoring area for tourism boats in MPA.
- Participatory eco-tourism development²²

The CCG is a key mechanism for bridging between the PMU and the local community. Its role includes carrying the needs of the local community to the PMU. This includes provision for facilitating the AIG groups and assisting with community consultations.

The stakeholders listed in the project document specify a range of institutional stakeholders. It also includes the Con Dao communities. However this later category is not detailed e.g. private sector operators, and outsider fishers. The inception meeting minutes show the same list as the project document that had been prepared some years earlier. Women are not specified as stakeholders in any of the documentation, although they were prominent in the village meetings.

Evaluation

A very significant finding in the process of the evaluation was that the fishers were not represented on the CCG and as a consequence felt that their voice was not being heard

²² Annual Progress Report 2007

by the PMU. The village leaders, represented on the CCG, were not seen by the fishers as carrying their needs to the PMU. The implementation of the recommendations to include fishers on the CCG should address this problem.

This weakness in stakeholder participation needs to be addressed as it will help the fishers's voice to be heard and will also help to build local fishers stakeholder relationships with the PMU and the CDNP. This is critical for the future of the locally managed MPAs on Con Dao, and also other MPAs in Vietnam.

All the stakeholder participation activities outlined above have significantly increased the awareness of the biodiversity values of CDNP.

The skills and experience of WWF as a partner to the project have been used to deliver local capacity building to CDNP staff and the community through training and community consultations. The CCG have facilitated these processes.

Workshops and meetings at the district, the provincial and national level with key stakeholders have raised awareness of marine conservation and sustainable fisheries in Con Dao.

A further weakness in stakeholder participation was identified. This arises from the likelihood of the stakeholder list not being reviewed at the inception meeting. For example the presence of the outsider fishers had reputably grown in the five years (project formulated 5 years prior to being funded), pearl farming and diving had commenced from the time from the initial project document was drafted to the commencement of implementation. It is suggested that all inception meetings should review the stakeholders identified in the project planning phase.

3.5. REPLICATION APPROACH

Context

Con Dao enjoys a unique position in Vietnam's marine biodiversity conservation initiatives. This project being nested in a national park of significance for both its terrestrial and marine biodiversity values provides an excellent platform to promote the benefits of the marine conservation for other areas in Vietnam and also to promote further national parks that incorporate the marine environment. This integration is of interest internationally.

The Con Dao coastal and marine biodiversity and sustainable use project is one of three model MPA projects. This project indirectly incorporates the remarkable success of the turtle breeding programme on Bay Canh Islet. This biodiversity conservation success of stabilising a population of critically endangered green turtles is a very positive and tangible conservation outcome. It has excellent potential for development as a high quality turtle watching ecotourism activity.

Evaluation

A key lesson from this project is the benefit derived from having the national park status in place. This national park status recognising the biodiversity conservation values creates the foundation for the project interventions. Establishing marine protection and sustainable fisheries without such a foundation is significantly more difficult, particularly

when no national legislation is in place. There are decisions that provide direction for MPAs and fisheries management in Vietnam. Refer to Section 2.3.

The participatory process used to develop the Con Dao National Park Marine Resources Conservation Convention has potential for replication. This convention is a formal voluntary agreement between the CDNP and the Con Dao community outlining responsibilities and entitlements in relation to the conservation of the local marine resources. See Annex 8. So far it has served as a powerful tool for awareness raising and advocacy. Its strength is based on the participatory dialogue process that drew from the traditional customs of the fishing communities and the legal requirements of the CDNP. This conservation convention was on prominent display in village halls and was cited by the PMU, CCG, communities and fishers as a positive commitment. The AIG component of this activity has yet to deliver results and is delayed.

The rapid and participatory approach to developing the zones is a positive example of achieving progress in a short time frame. The evaluators observed acceptance of the process and outcomes, noting that the zoning is not yet demarcated in the sea.

It is conceivable that by the end of the project CDNP may be able to assist other MPAs with knowledge transfer from the project. In particular the project learning from the practical challenges of implementing large scale integrated marine conservation projects with multiple donors, associated participatory processes and financial sustainability requirements.

The planned approach to ecotourism may be possible for replication. The potential for turtle watching as a key ecotourism activity for Con Dao may offer practical experience to other sites. At the same time it may demonstrate ecotourism as a tool to help raise awareness of conservation and manage development pressures.

The exit strategy and final evaluation should specifically identify knowledge and lessons able to be transferred to other MPA programmes.

The evaluation did not identify any formal mechanisms in place for national learning. In the opinion of the evaluators making key project information available on the CDNP website would be a cost effective method for information sharing. Other mechanisms that may be considered are UNDP and the GOV hosting a learning workshop at the conclusion of the project and the outcomes written up into a learning document and shared with decision makers.

3.6. COST EFFECTIVENESS

Context

The project is co-funded with partners: GEF, GOV, DANIDA, WWF, and the local community (through contributions to the AIG programme).

Processes for financial management, including competitive tender processes were in place and a cost conscious culture was evident

Evaluation

The co-funding creates some administrative and project complexity. However it helps ensure wider engagement and buy-in to the project from the partners.

The work appears to have been carried out in a cost effective manner within the limitations of the evaluation. The evaluators reviewed the budgets and expenditure and sought clarification on some specific elements from PMU staff. The project expenditure was broadly on target for the time frame of the mid-term review. It was noted that the integrated and partnership approach of this project should deliver cost benefits if the integration and coordination is maximised. For example avoiding any logistical problems of scheduling on Con Dao.

In some areas project delays have been experienced. The impact of this on cost effectiveness was difficult to evaluate. If work was delayed, no additional expenditure was incurred. The observed impact of the delays in AIG was the frustration expressed in the fishing communities about the process and the impracticality of the proposed AIG options.

The project includes an objective for financial sustainability of CDNP through the establishment of a conservation trust fund. This work is scheduled for the second half of the project and has not commenced. To maximise the investment in the project so far, the feasibility study intended needs to be actioned urgently.

3.7. UNDP COMPARATIVE ADVANTAGE

Context

UNDP aims to support the GOV to improve its capacity to meet its obligations under the Convention for Biodiversity Conservation, to conserve Vietnam's globally important biodiversity in forests, wetlands and marine areas as stated in the United Nations Development Assistance Framework 2001-2005 (UNDAF 2001-2005) and ensure that "Government economic policies support growth that is more equitable, inclusive and sustainable" UNDAF 2006-2010 - Outcome 1.

UNDP has a national head quarters in Hanoi that works with the ministry level and national research institutes in Hanoi and country-wide. It is also able to mobilise national and international expertise to support the projects with both technical assistance and institutional relationships.

Evaluation

The project will contribute to fulfilling UNDP's mission to Vietnam.

The approach taken by UNDP working in partnership with the GOV will increase the likelihood of the project succeeding at its completion. UNDP are well placed to help ensure the institutionalisation of best practise of MPA design and management into the legal framework in Vietnam. This should occur in the policy formulation for the administrative system at national, provincial and district levels.

At the completion of the project it is important that lessons learned be written up and shared with decision makers to encourage institutionalising in legal frameworks.

This project if successfully implemented should assist the GOV to meet its international obligations under Multilateral Environment Agreements (MEAs) eg CITES and CBD.

3.8. LINKAGES BETWEEN PROJECT AND OTHER INTERVENTIONS WITHIN THE SECTOR

Context

Con Dao is one of three pilot projects in Vietnam that are being implemented piloting, three different approach to MPAs. The other two pilots started earlier and are further advanced.

The Nha Trang Bay MPA zoning and management was officially approved by the province and budgets approved. It is understood that Cu Lao Cham has also been approved.

Nha Trang Bay was visited by two PEB members for capacity building in Year 1 of the project.

The PEB has requested that the PMU ensure that other relevant technical findings are integrated into the project²³.

Evaluation

Linkages between this project and other initiatives could not be readily determined during this mid-term evaluation. One example of linkage is the study tour to Hon Mun in Nha Trang. This project is one of three pilot projects in Vietnam that are being implemented, using three different approaches to MPAs. At this stage it was not clear whether any longer term linkages have been developed from the project, other than a study tour by the PEB.

It is envisaged that UNDP, the GOV and WWF are planning to create linkages with the other marine conservation interventions within the sector during the second half of the project. In conversations during the evaluation, especially with WWF, it was apparent that this project was part of WWF's global programme to improve MPAs and sustainable fisheries management, and ensuring active management and engagement with local communities.

At the completion of the project capturing the lessons learned from the 3 pilot MPAs, is considered an important contribution to the development of a MPA network for Vietnam.

3.9. MANAGEMENT ARRANGEMENTS

Context

The BR-VT PPC is the implementing partner (or designated/executing agency) of the project. BR-VT PPC, as implementing partner, is accountable to the GOV and UNDP for ensuring:

²³ PEB minutes December 2007

- the substantive quality of the project
- the effective use of both international and national resources allocated to it
- the availability of time for national contributions to support project implementation
- the proper coordination among all project stakeholders

The project is managed under the national execution modality (NEX) by the CDNP, with the following arrangements:

- PEB
- PMU
- CCG
- Other implementing partners: WWF, sub-contractors, consultants, and experts.²⁴

The PMU has some dedicated staff resource (5) located with CDNP and some have shared responsibilities.

See section 3.2.

Evaluation

The evaluators spent some time deepening their understanding of the management and governance arrangements and the impact of this complexity upon the project.

The evaluators observed that the project requires management of a significant number of stakeholder relationships at a range of levels with a range of agencies. This is primarily undertaken by the Project Director and is time consuming. Most of these relationships appeared to be functional and some key relationships appeared to be robust and collegial e.g. DPI and DPC.

The weaknesses of some of the relationships were also explored. In the opinion of the evaluators this was caused through a lack of clarity and understanding about respective roles and the variable intra-project communication and information sharing were contributing factors. It was also the opinion of the evaluators that a restatement of a shared vision would help overcome these difficulties, as it would serve to rally all to a common purpose.

In the case of the relationship between the PMU and WWF, both parties indicate a desire to work together and have done so successfully for some elements for the project. WWF's role in this project is as an implementer and for some activities in this project WWF is contracted as a technical specialist to the PMU. At the same time WWF is undertaking the lead on elements through the DANIDA parallel funds (as distinct from the co-funds).

This complexity of roles and the pressure on key staff time, both within the project and on work closely aligned to the project creates challenges. To be effective in this situation requires very clear understandings between the parties. The respective roles

²⁴ Inception Report Final Version June 2007

and responsibilities if clear and well understood by both parties can increase the effectiveness of communication. This complexity coupled with the location of WWF staff in Hanoi and the PMU on Con Dao make this relationship challenging.

During the evaluation the delays in progressing the implementation of the AIG were discussed. It transpired that key WWF staff were undertaking a wider study of AIG in locally managed marine areas. This report has some key findings on AIG that are relevant to Con Dao. The reason for the delay had not been communicated to the PMU or the fishers.

The evaluators observed a positive determination to work better together from both WWF and the PMU. They both stated their willingness to improve this relationship. WWF and the PMU are encouraged to work actively on improving this through better and more frequent communication.

3.10. PROJECT IMPLEMENTATION

3.10.1. Financial planning

Context

This project follows the NEX modality. This has detailed procedures for all the administrative elements of project execution including financial planning. The STA in conjunction with the Director of the PMU undertake the detailed financial planning. PMU have undertaken training in these procedures.

Evaluation

The evaluators interpreted the NEX modality to be a reasonable approach for this project. The staff at PMU has applied this since 2007 training. It has increased clarity, simplifying procedures for the management of the project.

It appears there is a satisfactory financial control system in place based on the project reporting available. The forward planning of the work programme includes projected expenditure and income source and funds available. The audits reports are up to date and record no major risks. The PMU noted that the training assistance that had been provided by UNDP to the project for its financial administration was helpful and improvements resulted.

3.11. MONITORING AND EVALUATION - FRAMEWORK

Context

A specific monitoring and evaluation (M&E) framework is under development but it has not been finalised and consequently is not in use.

Tools in use include project reporting against agreed quarterly and annual work plans and budgets. Detailed activity progress reporting is used to show actual achievements and progress against outputs, include total funds allocated, funds spent to date and

remaining for the project. Source of funds and responsibility are also shown. Review meetings associated with this reporting timetable are also held.

Evaluation

The evaluation team were of the opinion that M&E of the project was adequate despite the planned M&E framework being unfinished. Sometimes reports have been late and this has not impacted adversely on the project outcomes.

The reporting mechanisms and tools in use are fulfilling the monitoring and evaluation function adequately and meet the needs of the project partners e.g. the quarterly and annual project reporting processes and associated review meetings. The STA and PMU have functional responsibilities in this regard and these are taken seriously.

Some adaptive management was evident through the reallocation and amalgamation of some activities to improve project coherence at the inception of the project.

e.g. Output: Detailed District functional zoning plan established and agreed. This target in the original Project Document will be dropped in favour of more detailed zoning and management planning of the NP/MPA. These targets are also key objectives of the SEMLA project. It recommended that the originally allocated amount of \$18,285 be reallocated to the zoning and management planning line items 124 and 131.

3.11.1. Execution and implementation modalities

Context

The NEX modality is designed to strengthen and fully utilize national capacities in all aspects of the programme and project cycle. It is designed to help build self reliance and ownership of the programme within the country. NEX is aimed at achieving the following objectives: (a) capacity building, self-reliance and sustainability; (b) ownership and internalization of external inputs; and (c) relevance and impact, particularly when used in conjunction with the programme approach.²⁵

The attainment of these policy objectives will be largely contingent on building up the technical and managerial capabilities of programme countries for assuming these responsibilities within the entire project cycle. Thus, the road to full national execution must be traversed through close partnership and cooperation between UNDP and recipient governments, and requiring the support of UNDP Country Offices (UNDP CO) and UN Specialized Agencies.²⁶

The NEX modality develops its executing and implementation arrangements during the programme design. In Vietnam, and for this project, this includes

²⁵ Provisional guidelines On project management :Implementation of Nationally executed projects ,October 2005 Chapter 1 p8

²⁶ Ibid

- NIP: national institution responsible - in this case BR-VT PPC - for the quality of the programme and the proper use of resources. It signs the project document and appoints the Project Director
- MPI: focal point for strategy and policy
- UNDP Country Office(CO): assigns a PO to provide advice and guidance on issues related to the project management and implementation

The NEX modality appears to be working well for the PMU and the PMU commented positively on the training received and its direct impact on their financial and administrative systems. This training also provided the opportunity to deepen the PMU relationship with UNDP. However a key partner of PMU, WWF works in both the NEX modality and that of DANIDA. DANIDA has agreed for WWF to follow the NEX modality²⁷.

Evaluation

Government/BR-VT PPC leads and takes full ownership of this project, they get involved in the project and will use the project results. The evaluators noted that the key officials at the provincial level were very aware of the project. There was less awareness at the national level. The evaluators considered this was a result of the provincial level being directly responsible for the project,

Capacity building for the PMU staff on NEX modality processes was considered by the recipients as very helpful especially for financial management and reporting.

3.11.2. Management by the UNDP Country office

Context

A PO and PA are assigned to provide regular support to the project planning, management, implementation and M&E and auditing. The PO supervises the compliance of the NEX rules/regulation, including providing guidance and support to procurement practices such as project procurements internationally and locally.

The STA is UNDP's technical project driver. The STA (part-time position) is contracted by UNDP Programme Officer, and as part of this function provides the linkage between the project and UNDP.

Typically the STA is on site every 2-3 months and has telephone and email contact regularly.

Evaluation

The evaluators noted the PO has a deep understanding of the project and its progress. UNDP and PMU have regular tele-conferences to monitor progress, resolve pending issues in a timely fashion. UNDP makes annual visit to the BR-VT and Con Dao to have project retreat for reviewing programme and planning.

²⁷ Pers com Keith Symington

Procurement advice from UNDP was used by the PMU for the purchase of the boat for the project

Although the STA is a part-time position it appears that the relationship with the STA and the project is functioning better now than earlier in the project. This could be enhanced with the STA allocating more time at critical points to being onsite with the PMU.

The logistical challenges of the project location are confronted by all involved. Ideally the STA would be able to devote more time to being onsite and helping to directly drive the project delivery. The evaluators acknowledge the logistical difficulty. They encourage the STA to increase direct input in the final phase of the project.

3.11.3. Coordination and Operational Issues

Context

The following interrelated factors need to be considered.

- Location of the project on Con Dao (180 kms offshore) makes for logistical challenges in the development of key working relationships and implementation of activities.
- Number of key stakeholders in other locations eg UNDP- Hanoi, STA Hanoi, WWF Hanoi, Provincial stakeholders mainly in Vung Tau
- Some key stakeholders having multiple roles. e.g. WWF is working as a partner and implementer, and it has secured parallel funding (the funding that runs beyond the life of this project, additional to the co-funding) from DANIDA leveraging off this project. It is also contracted to the PMU to deliver some elements of the project. The PMU is located at CNDP and although it has some dedicated staff, there is a very close relationship with the CNDP. The Park Director is also the Project Director.

Operational issues

- Location
 - all business consumables come from mainland
 - challenges in recruitment of key staff
 - logistics of travel to island difficult – limited seats available, ferry travel time consuming and difficult
- Capacity is variable - e.g. CNDP staff are mainly terrestrial focussed.
- Challenges in recruiting consultants with the appropriate skills
- IT challenges – internet and phone at CNDP/PMU.

Evaluation

The evaluators recognised the inherent challenges of coordination and operational issues in this project. Significantly the evaluators were of the opinion that this list of

challenges was exacerbated because of a lack of clarity about the detail of respective roles and responsibilities and no overarching shared vision.

The evaluators were of the opinion that if all partners were working towards a clear vision and were very clear about respective roles and responsibilities the inherent challenges of Con Dao (outlined above) could be readily overcome. The recommendations provide a suggested approach to resolving this through convening a workshop with the partners to address this issue in some detail.

The project has assisted the PMU with increased capacity for effective communication with provision of some key tools: internet access, computers and phones.

Critical staff changes have been made and the team now in place appears to have improved functionality compared to the earlier stages of the project.

Marine conservation capacity is limited within Vietnam (and in many other countries), consequently ongoing training of the terrestrially focussed CDNP staff will be required. One-off training is a helpful start. Applying training on the job is also useful. Further follow on development over time is essential for embedded learning. The evaluators note, in response to feedback received, that the limited capacity of staff makes it desirable that all experts, working with CDNP be required to participate in appropriate capacity building within the limits of their other obligations. This also models knowledge transfer. Another benefit of this would be to address the negative perceptions expressed by some, of "external expert fatigue."

3.11.4. Risks and counter measures

The main risks are incorporated into the weaknesses. The main risk mitigations and counter measures are incorporated into the recommendations.

The following are the key risks identified in the evaluation and suggested counter measures.

Risks	Counter measures
No clearly understood , overarching and shared vision for the project based on decision 264/GoVn 25/10/05 and the project objectives	Hold an urgent meeting with COV UNDP, DANIDA, PMU and WWF to re state a clear overarching and shared vision to improve clarity and shared ownership of the project. Improved intra project communication resulting from improved clarity of purpose and shared ownership of project
Sustainability of the project not achieved	Undertake feasibility study for the Conservation Trust Fund and in doing so determine on-going financial needs of CDNP.
No legislation in place as basis for marine protection and enforcement – weak base for management action.	Build the decision makers (PPC, and Prime Minister) understanding of the need to institutionalise into the legal framework by communicating to the highest levels of GOV the benefits of this project as a model for marine biodiversity conservation, community based fisheries management, eco tourism best practise, and for replication elsewhere in Vietnam.
MPA not demarcated and enforced –	Purchase and install marker buoys to spatially

Risks	Counter measures
biodiversity loss and further depletion.	define the MPA's and enable easy and active enforcement of the zones. Police and sanction the infringements consistently.
Dissatisfied fishers <ul style="list-style-type: none"> • Community engagement • AIG 	<p>Change membership of the CCG to include at least 3 fishers.</p> <p>Communicate reasons for delays and give priority to the next steps for implementation and communicate this to the local community.</p> <p>Consider creating an enabling environment through the empowerment of a local organisation eg Women's Union to administer a credit fund as a robust approach to AIG. Consider enforcing of MPA as an option.</p>
Timing delays	Close progress monitoring and improved communication between the project partners
Initial project design excludes some key threat elements: <ol style="list-style-type: none"> 1. Outsider fishers 2. Two types of local fishers: permanent and migrant 3. Climate change 4. Marine threatened species e.g. dugong, sea snake, coral, giant clams etc 5. Lacks integration in resource management between terrestrial and marine areas within the CDNP 	<p>Implementation of Phase 2 and the exit strategy should consider whether further work is required on these elements</p> <ol style="list-style-type: none"> 1. Education of MPA value to all fishers and enforcement undertaken. 2. Recognise the diversity of needs in AIG and consider an credit fund. 3. Consider whether MPA design takes this into account and whether further adjustment of boundaries maybe required to ensure resilience and whether adaption strategies are adequate. 4. Integrate recovery of marine threatened species into all conservation management activities and address key threats e.g. fishing practices 5. OMP of CDNP includes intergrated management of forest land, wetland(mangroves and intertidal) and marine areas
No shared vision for Con Dao amongst stakeholders	Re state the shared vision for Con Dao project to key community stakeholders through a stakeholder engagement process
Plans remain in draft and only partially aligned, causing confusion and delays	Ensure clear shared vision for the project, plans signed off, and ensure vision and plans widely and consistently communicated to key decision makers and stakeholders at all levels of government and in the community.
Inability to institutionalise best practise of MPA design and management into the legal framework in Vietnam.	All partners accept responsibility for achieving this goal. All agree to communicate case studies and lessons learned from the project. These can readily be used to institutionalise best practise in MPA design and management into legal frameworks

3.12. PROJECT RESULTS

This section includes an overview summary of results. It explores the successes and a weakness of the project.

3.12.1. Summary of Results – at a glance

Assessment Codes:




Highly satisfactory = 

Satisfactory = 

Marginally satisfactory = 






Marginally unsatisfactory = 

Unsatisfactory = 

Planned =   









Assessment:

The project will conserve the globally significant biodiversity and ecological processes of the Con Dao Islands Region through a series of activities aimed at

1. To what degree have the project objectives and outputs been achieved so far:	
➤ increased participation of local communities in biodiversity conservation	
➤ strengthened institutional capacity and legal frameworks	
➤ promotion of ecotourism development.	
2. Has the project achieved the key results expected at this time	
3. Partnership Strategy: The project will be implemented in close partnership with concerned ministries, local government departments, and special collaborative arrangements involving community-based organizations and communities in the project sites.	







Immediate Objective 1:


Protection of Globally Significant Coastal and Marine Biodiversity in Con Dao islands region through participatory protection, conservation and management.


1. Improved management plans and regulations resulted in positive changes to development practices and local community compliance with marine park regulations	
2. Participation in National Park activities by communities/ households living in and around the park. Communication strategy on conservation and environmental protection for park visitors formulated and implemented.	
3. Rehabilitation of terrestrial ecosystem and coral reef ecosystem for conservation of endangered marine species.	  
4. Biodiversity monitoring system prepared and implemented.	  

Immediate Objective 2:

Improved Management of Coastal and Marine Biodiversity in Con Dao islands region with increased participation of local communities, links between biodiversity conservation and socio-economic development, and strengthened institutional capacity and legal frameworks

1. Implementation of the Con Dao District's Development Master Plan, Tourism Development Plan, and Sustainable Environmental Management Plan would result in no additional loss of biodiversity values and environmental impacts.	  
2. District Environment Unit (DEU) fully functioning with a formal role in district development planning	
3. Decrease of infractions caused by offshore fishing fleets and local fishers thanks to increased enforcement of fishing regulations outside of national park, better implementation of District Functional Zoning Plan, enhancement of the Fishery Protection Development and collaboration with relevant departments.	
4. Alternative income generating activities for impacted fishers operational.	

Assessment Codes:Highly satisfactory = Satisfactory = Marginally satisfactory = Marginally unsatisfactory = Unsatisfactory = Planned = **Immediate objective 3:*****Assured Sustainability of Coastal and Marine Biodiversity Protection in Con Dao islands region through support from ecotourism development.***

- | | |
|---|---|
| 1. Increase in level of investment in sustainable tourism operations relative to other types of tourism |  |
|---|---|

Note: Limitation – this tool was used as a cross check for the evaluation. It should not be read in isolation from the full report.

3.12.2. Successes

- **The first coastal and marine conservation and sustainable use project of a major scale and complexity undertaken on Con Dao and within Vietnam**
 - ✓ Required to build and manage a wide range of relationships
 - ✓ Learning to manage complex projects and associated inter-related activities
 - ✓ Increased exposure to other conservation professionals-national and international consultants from a range of disciplines
 - ✓ Baseline planning is under way and in varying stages of development and approval – some good background material available
- **Significant change in awareness of the biodiversity conservation values of Con Dao**
 - ✓ National Level - PM decision 264 / 25 Nov 2005 – other actions mainstreamed into government processes including decisions on fisheries control and standards and zoning for marine protected areas
 - ✓ Provincial level – various meetings/workshops related to conservation were held and resulted in biodiversity conservation being integrated into thinking for Con Dao planning at this level
 - ✓ District level – Some technical training, various meetings discuss conservation values on Con Dao especially marine environment
 - ✓ Local level – community protection convention (village constitution) developed by participatory process, agreed and on display in communities. Turtle conservation awareness increased, MPA's value and environmental education schools programme
 - ✓ International level-donor commitments to the project from GEF and DANIDA, and use of international expertise within project
- **Specific marine conservation rules of the game established through the Convention of CDNP Marine Resources Conservation:**
 - ✓ roles, and responsibilities devolved to CDNP
 - ✓ roles, and responsibilities and benefit devolved to fishing community through community protection convention (village constitution)
- **Capacity building**
 - ✓ Park management strengthening – increase in marine focus
 - ✓ Participatory mechanisms for key stakeholder engagement eg CCG, village constitution development
 - ✓ Equipment – IT, vehicle, boat

- ✓ NEX procedures- training for PMU
- ✓ Technical assistance and knowledge transfer
- ✓ High quality training in conservation and related skills
- ✓ Governance – steering committee
- **Advocacy**
 - ✓ Local, provincial and national strategy linkages have influenced Construction Master Plan and direction changes have resulted
 - ✓ Short term thinking for planning has moved to be longer term and more concerned with conservation and protection of biodiversity values
 - ✓ Key driver is now conservation value, with the economic driver in support of conservation
- **Marine protected areas – best practice in MPA design and potentially management**
 - ✓ Zoning – spatial delineation agreed
 - ✓ Community fishing access rights built into MPA design
 - ✓ Local fishing community participation in design process
 - ✓ Integrated within the Con Dao National Park
 - ✓ Created the pre-condition/rules of the game for an outstanding outcome that can be replicated (if both the enforcement of the MPA's and the associated recovery of some depleted marine resources is effectively managed by the local community and the CDNP)
- **Undertaken the assessment of the fishing activities in Con Dao of in shore and off shore fishing to develop a community based fishery management model and strengthen management capacity**
 - ✓ Critical first step taken in understanding the fishing activities impacting on CDNP marine biodiversity
- **Turtle conservation programme – threatened species programme**
 - ✓ Breeding successes
 - ✓ Raising awareness of turtle conservation
 - ✓ Demonstrating conservation of a critical endangered marine species impacted by fishing
 - ✓ Provides an excellent ecotourism opportunity
 - ✓ May provide the opportunity to make the awareness linkage with other threatened marine species e.g. coral, sea snakes, small shark, clams, seahorses etc
- **Begun the process of integration of conservation and the environment with sustainable development of the CDNP and district**
 - ✓ Environmental Assessment undertaken
 - ✓ Development of ecotourism planning
 - ✓ Eco tourism Centre Concept
 - ✓ Conservation Trust Fund Concept
 - ✓ Alternative income generation planning underway

3.12.3. Weaknesses

It is expected that most of the weaknesses will be addressed through the remainder of the project and when the recommendations are acted upon.

1. Fragmented planning and delays

- AIG delays causing frustration in fishing community

- Conservation Trust Fund feasibility – needs to be commenced
 - Delays in implementing the Environmental Assessment
- 2. Weak links for coordination and collaboration between the key parties**
- Intra-project communication and information sharing variable
 - PMU and WWF
 - CCG and local community, especially fishers
 - PMU and the local community, with the exception of the Convention of Con Dao Marine Resources Conservation
 - WWF and the local community, especially fishers
 - CCG does not bring the voice of the local fishers to PMU- no fisherman representatives on the CCG, although village leaders (do not adequately represent fishers)
 - CCG does not bring the voice of those other disadvantaged e.g. poor women to the CCG
- 3. The number of donors has created a complex range of relationships and procedures - multiple donors UNDP/GEF, DANIDA, WWF and GOV**
- 4. Need for increased clarity of roles and functions between key parties**
- CDNP, PMU, STA and WWF – overlaps and separations of functions need to be clear and understood – complicated by contracting arrangements between parties
- 5. Weak demarcation and enforcement of MPA**
- No marker buoys deployed
 - Infringements occurring that are not policed eg night fishing
 - No information boards showing MPAs and related information visible at ports
- 6. Project employment**
- Difficulty of recruiting staff – location, technical marine skills shortage
 - Majority of staff of CDNP mainly forest conservation orientated rather than marine
 - Short term consultants have not strongly supported capacity building for local CDNP staff
- 7. Training**
- Limited consultation
 - Duration too short
 - Limited experiential learning
- 8. Local fishers are frustrated as expectations for AIG raised and needs have not been met in a timely fashion**
- Delay in AIG plan to involve local fisherman in alternative livelihoods
 - Proposal for aquaculture does not meet the community needs
 - Proposal for boat conversion for tourism use considered unrealistic
 - Some interested in enforcement of MPA

9. The initial project design excluded some key elements

- Key threat – outsider fishers(offshore fishing) This is a major threat to biodiversity conservation and is not addressed –outsider fishers. In the baseline survey between 500 and 1000 outsider boats are reported to shelter, (Ben Dam port now has capacity for 5,000 ships per annum) discharge of waste and rubbish, fish for food and have anchoring practises that break coral.
- There are two types of local fishers in Con Dao. In the baseline survey it records that the local fishers include a significant % that are temporary migrants and very disadvantaged. This has implications for the development of AIG.
- The conservation of the critically endangered dugong, and some other endangered species is not directly addressed in the project. In the case of dugong a remnant population of a few individuals, probably on the brink of extinction, is reported in CDNP.
- Climate change adaptation is not included in the initial project consideration but is now a significant issue for coastal communities and marine resource management and protection

10. M&E system in place with variable follow-up.

- The analysis and follow-up of findings is variable, linked to some of the weakness of the project eg clarity of roles, delays etc

3.12.4. Sustainability

Context

At this time the thinking about financial sustainability of the project is at a very preliminary stage. There is USD \$22,000 set aside in the project budget to seed a conservation trust fund

Sustainable use of the marine environment is developing in the context of the project outcomes. The recovery of the fish stocks will be enhanced by the no take zones if well managed and enforced. There is potential for marine eco tourism and in particular turtle watching and snorkelling/diving and other low impact marine activities e.g. sailing, kayaking and wind surfing.

Evaluation

When meeting at the provincial level it was indicated that some substantial financial support for this trust fund would be made available at the completion of the project if the conservation and development objectives are achieved.

Fishers interviewed raised questions about the transparency of expenditure in the project. The delays in the project's AIG programme have raised these concerns. The fishers do not understand the reasons for the delay. They say the reasons have not been communicated to them. Delays in progressing AIG is also a cause of frustration and questions. The evaluation team was of the opinion that these questions raised resulted from frustration with the delays

The impact of marine protection and the resultant outcome of re-building of fish populations is well documented as the "spill over effect." Fish can move in and out of the protected area and typically some years after protected area establishment more

fish are not only present within the no take zones but outside as well thereby providing benefits to fishers. The preconditions for this success include good MPA design and management, and enforcement of the no take zones

No financial planning has been done to determine the feasibility of a Conservation Trust Fund, its specific purpose, its capital requirements (including other possible donor partners and other investor streams) potential revenue generation capacity, and the mechanism for management and distribution. The development of this fund is scheduled for the second part of the project. There is an urgent need to commence the feasibility study for this fund without delay. The TOR for the feasibility should be focussed on developing a realistic and practical trust fund to support marine conservation.

It is unrealistic to assume that the current capital investment will be enough in itself to fund the on-going conservation needs of the CDNPs marine conservation needs without undertaking a full feasibility study. Consequently there is an urgent requirement to determine what projected income is required, and what the capital requirement is for the trust fund. This will then enable clear financial planning and the determination of what additional capital is required and what sources are available. Consideration of funding sources should include a diversity of sources and include the potential of island entry fees, the existing and new hotel developments contributing capital to the fund as they will be marketing the biodiversity of Con Dao and ecotourism to their clients. A park concessions policy that actively controls and manages commercial interests and appropriate development activities within a national park is a cornerstone for effective national park management. This should be developed in the conjunction with the ecotourism planning.

During the evaluation it became evident the many stakeholders saw ecotourism as providing substantial funding for conservation and in particular the Conservation Trust Fund. This assumption is questioned as it assumes a significant visitor increase and associated income. It also mixes the provision of ecotourism and associated income generation functions, with park management functions of conservation and protection. A clear separation of these functions typically clarifies management focus on core conservation management and protection functions and provides the basis for a focussed commercial approach to ecotourism. If ecotourism is used by the park for revenue generation a best practise mechanism is to do this through the park providing the management of the concessions for the eco tourism activity. This way the park remains focussed on the conservation management and provides the framework for drawing revenue from the commercial operation. The commercial operations should benefit the local community.

The local community should also be engaged in the park management structure through an advisory or governance mechanism. Transition from an advisory mechanism to a stand alone governance mechanism that has the oversight responsibility for management of the park is the desired long term outcome.

The parks systems of the US, Canada, Australia, UK and NZ are often referred to as being some of the best in the world when it comes to partnership arrangements between government environmental agencies, communities and the tourism sector. However there is an important difference between those countries and many other parks, especially those in developing countries. The latter often involve typically poor rural communities living in and around protected areas. In many developing countries also, conservation agencies are often weak and have limited capacity and funds. Consequently, many of those park management agencies adopt multiple roles of park manager and "tourism operator" on the basis that (i) they need the income to protect the

park or (ii) the industry is not mature enough (or nature-based markets are not established yet) to provide tours and infrastructure.

Where possible, the desired outcome is mutual benefit to local communities and the nation, meaning park agencies ought to be finding ways to empower local people and their businesses to derive livelihood from protected areas, participate in protected area decision-making and support the agency to protect the resource.

Generally, park agencies are often best placed to provide car parks, toilets, visitor centres, signs and interpretation displays, trails, viewing platforms, camping areas and communities / businesses are often best at providing guiding services, food and

accommodation, tours and activities and from which some of the revenue can be directed (in addition to entry fees from park visitors) back to management of the park through concessions.

See Annex 6 for further detail of a range of approaches to tourism services and their management.

3.12.5. Contribution to upgrading skills of the national staff

Capacity building has been a key component of this project. This has included:

- ✓ Training for CDNP staff has been delivered
 - GIS, enforcement, ecotourism, monitoring etc
- ✓ Equipment purchases - boats, dive and snorkel equipment, IT, vehicles
- ✓ Training in administrative procedures for the project
- ✓ Workshops and meetings helped build capacity of provincial and national staff (mid term evaluation approach cited by some)

4. RECOMMENDATIONS

The recommendations are the synthesis of the evaluation. In the opinion of the evaluation team, these are the highest priority actions required to drive the project to completion.

These recommendations were presented to the key stakeholders for input at the completion of the in-country mission. There was no substantive alteration made to the findings at the meeting and general agreement was expressed with the independent recommendations resulting from the mid-term evaluation process.

1. Project vision and alignment for improved coordination

To improve co-ordination a workshop should be convened by the Government/ BR-VT PPC/ PMU, with participation of all possible parties including donors and key partner stakeholders to:

- a. Restatement of a clear, overarching and shared vision for the project based on decision 264/GoVn 25/10/05 and the project objectives
- b. Review the timeframes of key activities
- c. Consider the recommendations from this mid-term evaluation
- d. Review and confirm work plans for remainder of project
- e. Undertake a budget review, and determine whether some resources can be reallocated to demarcation of no take and buffer (core and rehabilitation) zones by buoys. If not possible then other sources of funds are urgently secured for purchasing more buoys.
- f. Review and clarify roles and procedures to achieve improved co-ordination and timely implementation.

2. Financial Sustainability

To give high priority to the establishment of sustainable financing for biodiversity conservation of Con Dao.

- a. To urgently undertake a feasibility study on the development of a practical and realistically achievable conservation trust fund and accompanying operation regulations developed. It must include identification of the ongoing costs of sustainable biodiversity conservation for CDNP.
 - i. (Note: the initial investment of US\$22,000 is considered a small seed for this fund). The study should identify the funds purpose, funding sources including government and tourism sector contributions and other donors, and rate the likelihood of provision of funds. The proposed ecotourism centre, and associated ecotourism services should be considered as, only one of a number of possible revenue earning opportunities for the Conservation Trust Fund. Other considerations may include securing grants to help grow the seed funds, government provincial financial assistance (offered during meeting if project

achieves its goals), revenue from concessions, admission fees to the island (ecotourism centre entry included in this fee), to key tourist sites within the CDP boundary and hotels providing an optional additional eco tourism levy at checkout, to name some possibilities.

- b. The feasibility study of the Conservation Trust Fund should explore the possibility of the provision of support to the fishing community in the form of a small credit fund that is administered locally and sustainably, to support alternative income generation (AIG) for fishers.

3. Fishing community engagement and benefits

To take action to maximise the fishing community engagement in the project and ensure associated benefits.

- a. Community Consultation Group (CCG) should include direct representation of fishers, at least three to five fishers. Consideration should be given to retaining the existing maximum number on the CCG, and substitute some existing members with fishers because some members do not truly represent the fishers. To add further members without substitution will make this group too large to be effective. (CCG membership is already 16)
- b. The fishing community should be a direct beneficiary from marine protection and eco tourism development. This must be realistic and practical for their participation
- c. AIG should be based on the actual expressed needs of the fishers, and ensure a diversity of options to minimise risk and enhance the possibility of success.

4. Capacity building

Enhance the impact of capacity building utilising technical assistance/experts

- a. In contracting technical consultants the ToR should include a requirement to engage in local capacity building when on mission with CNDP and PMU.
- b. Improve the planning for training programmes
- c. In planning for training courses there should be early consultation on design, content, target trainee, training evaluation and post evaluation follow-up and duration. Ideally training should include some practical experiential learning opportunities.

5. MPA management effectiveness – enforcement and governance

Urgent support and focus be given to demarcation and enforcement of the MPAs

- a. Urgently undertake the demarcation of the MPA no take zones to help ensure infringement is easily detected.

- b. Ensure the demarcation of the zones minimises environmental impact e.g. placement of sea floor anchor point for buoy
- c. The enforcement of these zones is critical to the success of the MPAs, particularly the core and rehabilitation zones.
- d. CDNP staff need to be functionally equipped and empowered as a rapid response team.
- e. Fisherman should be enlisted to assist with enforcement of the CDNP MPAs.

Establishment of a national park advisory board, including representatives of the community, transitioning over time to a park governance mechanism that has oversight responsibility for the management of the park within a national legal framework for protected areas. This board would be the responsible authority for management oversight of both the terrestrial and marine elements of the park.

6. Transparency and sharing of project information

- a. The project website should upload all the project technical reports and other relevant material for disseminating project outputs, and thereby improving access to key information and reducing the chance of overlap in technical information.

7. Institutionalising project best practise

- a. The Project should ensure institutionalisation of best practise of MPA design and management for the legal framework in Vietnam at the completion of the project. This should occur in the policy formulation in the administrative system at National Provincial and District levels.

8. Ecotourism services functionally separated from conservation management

- a. This project supports the proposed ecotourism centre of Con Dao National Park as it intends to separate the provision of ecotourism services and the environmental education function from the conservation management of the park. This should help improve the separation between conservation management and enforcement, and the provision of ecotourism services to generate some income for CDNP. This income would be used for conservation.
- b. Investigate the ecotourism feasibility of Bay Canh as a commercial turtle-watching experience, a demonstration of best practise in ecotourism development.

9. Support planning integration

The project continues to support the planning processes of:

- 1. Socio-economic development
- 2. Planning for CDNP
- 3. Planning for tourism development

4. Planning for construction – master plan

through ensuring the integration of biodiversity conservation and environmental values of Con Dao into all plans. This will reduce the risks externally and internally to this project and to the wider planning processes.

The planning process should take into account the complete information provided by the baseline surveys, in particular AIG integration with tourism.

10. Exit strategy:

Timing

In considering the exit strategy, the need for a short extension of the life of the project may be required. This is to achieve the critically important component of sustainability in advance of project completion.

Priority sustainability activities for the remainder of the project

1. Financial sustainability linked to the development of the Conservation Trust Fund and any other funding sources
2. Organisational sustainability linked to the centre of eco tourism, and CDNP and the separation of services and environmental education from conservation management
3. Biodiversity conservation through robust implementation of this project linked to the effective management (including enforcement) of the MPA system for CDNP and biodiversity monitoring .

Key project activities for the remainder of the project (not excluding planned activities)

1. AIG implementation that meet the needs of fishers - credit fund
2. CCG membership be adjusted and include direct representation of fishers.

Support beyond the completion of this project

In considering the impact on CDNP of the conclusion of this project there maybe a need to provide some further support for a transition phase to ensure:

1. Technical support is available in key areas requiring further development and capacity building – eg development of a framework for management of tourism activities including concessions policy, and park governance mechanism development
2. Reduced financial support is available and withdrawn gradually over say two years
3. Systematic capture of lessons learned undertaken within 6 months of the project completion and published in the form of a case study
4. This case study be compiled into a combined MPA lessons learned document, including recommendations from the 3 MPA pilots and made widely available to decision makers in Vietnam.

ANNEXES

ANNEX 1: TERMS OF REFERENCE

TERMS OF REFERENCE

Project Mid-Term Evaluation

1. Project Summary

- Project Title: PIMS 2091 - Coastal and Marine biodiversity conservation and sustainable use in the Con Dao islands region
- Project ID: 00049728
- Implementing Partner: Ba Ria – Vung Tau provincial peoples’ Committee (PPC)
- Responsible Agency: Con Dao National Park (CDNP)
- Project Sites: Con Dao islands region, Con Dao District, BR-VT Province
- Country: Vietnam
- Budget:

UNDP/ GEF	US\$ 970,450
Government inputs (in kind)	\$ 254,850
Third Party parallel funding (in kind)	\$ 598,000
- Duration of the assignment: 14 days, (expected starting date: Late May 2008)
- Duty station: Ba Ria-Vung Tau province, Con Dao District, with travel to Ha Noi

2. General introduction to the UNDP/ GEF Mid-Term Review (MTR) process

The Monitoring and Evaluation (M&E) policy at the project level in UNDP/ GEF has four objectives:

- i). to monitor and evaluate results and impacts;
- ii). to provide a basis for decision making on necessary amendments and improvements;
- iii). to promote accountability for resource use; and
- iv). to document, provide feedback on, and disseminate lessons learnt.

A mix of tools is used to ensure effective project M&E. These might be applied continuously throughout the lifetime of the project- e.g. periodic monitoring of indicators-, or as specific time- bound exercises such as mid-term reviews, audit reports and independent evaluations.

Mid-term evaluations are intended to identify potential project design problems, assess progress towards the achievement of objectives, identify and document lessons learnt (including lessons that might improve design and implementation of other UNDP/GEF projects), identify risks and counter- measure and to make recommendations regarding specific actions that might be taken to improve the project. It is expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from monitoring. The mid-term evaluation provides the opportunity to assess early signs of project success or failure and prompt necessary adjustments.

3. Project summary

This medium-sized GEF project ‘COASTAL AND MARINE BIODIVERSITY CONSERVATION AND SUSTAINABLE USE PROJECT CON DAO ISLANDS’ focuses on the Con Dao National Park (CDNP), an area of global significance for biodiversity conservation in both its marine and terrestrial environments. Both the Vietnam ‘Biodiversity Action Plan’ and the World Bank’s publication on ‘A Global Representative System of Marine Protected Areas’ list the area as a priority for biodiversity conservation.

The biodiversity of CDNP is currently in relatively good condition compared to most of Vietnam’s terrestrial and marine ecosystems, although a number of threats have been identified that impact on the land- and seascape. These include issues of an incomplete legislative environment for the protection of marine biodiversity, lack of engagement of local communities in management and subsequent over-exploitation of resources in critical areas of the NP, and economic development plans that are centrally-derived and pay insufficient attention to social and environmental impacts (i.e. are not in line with principles of sustainable development). Large-scale tourism development potentially falls into this category.

The project aims to address these issues through strengthening local capacity for marine and coastal biodiversity conservation, improving the integration of conservation and environmental management into development planning, establishing a sustainable financing mechanism for biodiversity conservation, and linking local efforts to national strategies and policy development, thus contributing to the conservation of globally significant coastal and marine biodiversity.

Project global environmental objective¹: To catalyse conservation and sustainable management of the globally significant coastal and marine biodiversity and ecological processes of the Con Dao Islands Region

Project immediate objective: Protection, management and sustainable financing of globally significant coastal and marine biodiversity in the Con Dao islands region, with increased participation of local communities

- **Outcome 100:** Strengthened protection and participatory conservation and management of biodiversity in CDNP.
- **Outcome 200:** Strengthened sustainable environmental management in Con Dao district
- **Outcome 300:** Development of Sustainable Financing for Con Dao Islands Region Biodiversity

The project is executed by Con Dao National Park, on behalf of the Ba Ria – Vung Tau Province, with technical support from UNDP and in partnership with the World Wide Fund for Nature – Indochina Programme.

4. Project Status

Project started implementation since May 2006 and have achieved a number of important results. These include:

- Baseline socio-economic and biodiversity surveys have been undertaken to provide the basis for national park planning.
- A participatory process was used to redefine the zoning of the MPA, with off-take zones and regulations introduced in line with emerging MPA legislation.
- A consultative process was undertaken to agree a Con Dao Marine Resources Conservation Convention with local fishing communities.
- The Con Dao Marine Resources Conservation Convention, zoning of the MPA and on-going re-zoning of the terrestrial section of the NP (A Government-led exercise) form the basis for an operational management plan, developed by CDNP staff in consultation with local stakeholders.
- A M&E system for the CDNP is under development as a component of the Management Plan.
- A Strategic Environmental Assessment was undertaken as a basis for reconciling differing development agendas for Con Dao with the Government's principles of sustainable development (environmental, social and economic). This SEA will be issued by the provincial Peoples Committee as guidelines for further socio-economic planning.
- A strategic tourism orientation is under development following on from the above, also as an input into integrated planning for Con Dao district. An ecotourism masterplan will follow in order to define tourism options for the national park.
- A number of training courses have been conducted for CDNP staff and local stakeholders, resulting in improved management capacity and increased public awareness of environmental protection and natural resources. Local communities such as local fishermen realize their ownership and have participated in project planning, implementation and monitoring.
- Consultations have been undertaken as initial stages of a complex process of identifying feasible alternative income generating opportunities for local resource-dependent households (especially fishing households).
- Equipment was supplied to the CDNP, including monitoring equipment (diving gear), a 4WD vehicle and a boat in order to enhance patrolling and monitoring in both terrestrial and marine sections of the park.

5. Objectives of the Mid-Term Evaluation

As per the general introduction, the overall objective of the MTE is to review progress towards the project's objectives and outcomes, identify strengths and weaknesses in implementation, identify risks and counter-measures, assess the likelihood of the project achieving its objectives and delivering its intended outputs, and provide recommendations on modifications to increase the likelihood of success (if necessary).

In the particular case of Con Dao Project, some operational problems at the start caused some delays in implementation. Further, an uncoordinated planning process involved various players from central to provincial level with widely divergence agendas, may hinder the contribution of the project to the national outcomes.

¹ Global Environmental Objective is often used by GEF and is named "Development Objective" by UNDP and it is the same as "Project Goal".

Key issues

- Assess progress towards attaining the project's national and global environmental objectives;
- Assess progress towards achievement of project outcomes (particularly outcome 200, and noting that most activities contributing to outcome 300 are scheduled for the second half of the project cycle);
- Describe the project's adaptive management strategy – how have project activities changed in response to new conditions, and have the changes been appropriate (with particular attention to project responsiveness to the emerging development planning agendas);
- Review the clarity of roles and responsibilities of the various agencies and institutions (including effectiveness of the Government contribution to the project) and the level of coordination between relevant actors, especially involvement of relevant staff/departments of the IAG in project implementation;
- Review any partnership arrangements with other donors and comment on their strengths and weaknesses (i.e. partnership with WWF as a subcontractor, engagement with the SEMLA project also working on Con Dao with overlapping objectives);
- Assess the level of community involvement in the project and recommend on whether public involvement has been appropriate to the goals of the project;
- Describe and assess efforts of UNDP in support of the implementing agency and national institutions;
- Review and evaluate the extent to which project impacts have reached the intended beneficiaries , both within and outside project sites;
- Assess the likelihood of continuation of project outcomes and benefits after completion of GEF funding;
- Identify risks and counter-measures, describe key factors that will require attention in order to improve prospects for sustainability of project outcomes;
- Assess whether the project has an appropriate strategy for knowledge transfer, and describe the results of this strategy to date;
- Assess whether the Logical Framework Approach and performance indicators have been used as project management tools;
- Review the implementation of the project's monitoring and evaluation plans;
- Describe the main lessons that have emerged in terms of:
 - strengthening country ownership;
 - strengthening stakeholder participation;
 - application of adaptive management strategies;
 - efforts to secure sustainability;
 - knowledge transfer; and
 - role of M&E in project implementation.

In describing all lessons learnt, an explicit distinction needs to be made between those lessons applicable only to this project, and lessons that may be of value more broadly, including to other similar projects in the UNDP/GEF pipeline and portfolio.

6. Methodology for the evaluation

The evaluation will be conducted in a participatory fashion working on the basis that the primary purpose of the evaluation is to assess project implementation and impact likelihood and for this to happen all stakeholders must fully understand and identify with the evaluation report, even if they might disagree with some of the contents.

The evaluation will start with a review of Project documentation including key reports and correspondence. It will include visits to the national project office, interviews (by phone if necessary) with key individuals within the project, the government, and independent observers of the project and its activities, as well as implementing and executing agency personnel. Field visits to project sites will also be conducted to view activities first hand and to meet with site contractors, local leaders, and local government officials.

Project design and relevance

- Assess the relevance of the Project to its Development and Immediate Objectives and to the biodiversity conservation needs of Viet Nam, especially in term of maximising and sustaining the impact of the intervention.

- Assess the design of the Project and the coherence of its strategies and activities, as well as the inter-linkages between components.
- Evaluate the relevance of the overall approach in relation to the Project's objectives. Assess if the Project Development and Immediate Objectives, the specific results and the activities carried out by the Project are in line with the needs and aspirations of the beneficiaries.

Progress of implementation, efficiency and effectiveness

- Analyse the achievements of the Project against its stated targets, its strengths and weaknesses, as well as key challenges that have emerged in the course of implementation.
- Assess the adequacy and appropriateness of the Project implementation modalities that have been put into place.
- Assess the role of the funding and executing agencies, implementing bodies (Con Dao National Park, BR-VT PPC, WWF, Sub-Contractors, Steering Committee, local CBOs, Local authorities), and their effectiveness in carrying out their respective tasks
- Analyse the adequacy of the monitoring approach/methodology and the results of monitoring activities that have been conducted.
- Assess the effectiveness of Project's approaches and strategies in relation to the stated Immediate Objectives.
- Assess the effectiveness of the Project in co-ordinating its work, and in exchanging information, with other initiatives in Viet Nam and with co-operation projects supported by other donors

Impacts

- Assess the Project's long-term impact on institution building, especially CBOs and local communities.
- Analyse the overall effects of the Project per component, be they positive or negative, in a broader context: against the Project's Objectives but also in a general development sense.

Sustainability

- Assess if the policies, strategies adopted by the Project are sustainable in the long term
- Assess how the local institutional capacity and structures have been prepared for the post project situation.
- Comment on cross-cutting issues: appropriate technology, gender issues, cooperation between different Government institutions, biodiversity conservation and sustainable development
- Analyse the current trends in policy and legislative development in sectors related to the Project and describe the current and expected legal and other bottlenecks that may stall the assimilation of key project results.

7. Products expected from the evaluation

Framework for Evaluation Report (no more than 30 pages, excluding Executive Summary and Annexes) structured as follows:

1. Executive Summary
 - Brief description of the project
 - Context and purpose of the evaluation
 - Main conclusion, recommendation, and lessons learnt
2. Introduction
 - Purpose of the evaluation
 - Key issues addressed
 - Methodology of the evaluation
 - Structure of the evaluation
3. The project and its development context
 - Project start and its duration
 - Problems that the project fixed to address
 - The immediate and development objectives of the project
 - Main stakeholders
 - Results expected
4. Finding and conclusion
 - Project formulation

- Implementation approach
- Country ownership / drivenness
- Stakeholder participation
- Replication approach
- Cost effectiveness
- UDDP comparative advantage
- Linkages between project and other interventions within the sector
- Indicators
- Management arrangement
- Project Implementation
 - Financial planning
 - Monitoring and evaluation
 - Execution and implantation modalities
 - Management by the UNDP Country office
 - Coordination and Operational Issues
 - Risks and counter-measures
- Project results
 - Attainment of objectives
 - Sustainability
 - Contribution to upgrading skills of the national staff
- 5. Recommendations
 - Corrective actions for the design, implementation, monitoring and evaluation of the project
 - Proposal for following up directions underlining main objectives
- 6. Lessons learnt
 - Best and worst practices in addressing issues relating to relevance, performance and success
- 7. Annexes
 - TOR
 - Itinerary
 - List of persons interviewed
 - Summary of field visits
 - List of document reviewed
 - Questionnaires used and summary of result

8. Evaluation team

The team will consist of one international consultant as the team leader and one national consultant. The International will be engaged in for 14 days and the national consultant is engaged for 17 days. The team leader will be responsible for organizing and achieving the evaluation and delivering a final report. In addition, one national project staff will accompany the mission to gather basic data, set up meetings, identify key individuals, assist in planning and logistics, and generally ensure that the evaluation is carried out smoothly.

9. Implementation arrangements:

- The project office is responsible for obtaining a visa for the international consultant, booking hotels, arranging domestic travel, meeting consultants at the airport, arranging meetings with concerned parties in Con Dao District and BR-VT provinces, and other logistic support. Passport details of the international member of the mission must be provided at least two weeks prior to the arrival date;
- It is suggested that the mission is carried out in late May 2008.

10. Evaluation team requirements

International consultant (team leader)

- Academic and/ or professional background in natural/marine and coastal resources/ protected area management or related fields.
- Familiar with integrated conservation development projects in developing countries, particularly in Asia, either through managing or evaluating donor-funded projects.

- Substantive knowledge of participatory monitoring & evaluation processes is essential and experience with ethnic minorities and country experience in Vietnam is an advantage;
- Experience in the evaluation of technical assistance projects, if possible with UNDP or other UN development agencies and major donors. A demonstrated understanding of GEF principles and expected impacts in terms of global benefits is essential;
- Excellent English writing and communication skills. Demonstrated ability to assess complex situations in order to succinctly and clearly screen critical issues and draw forward-looking conclusions.
- Experience leading small multi-disciplinary, multi-national teams to deliver quality products in high stress, short deadline situations.

National consultant (marine and coastal biodiversity conservation)

- Academic background in natural/marine and coastal resource management or related fields
- Knowledge monitoring and evaluation and working experiences in evaluating conservation and development projects;
- Demonstrate understanding of both conservation and development decision-making processes, at national and provincial level is essential.
- Knowledge of participatory and community participation;
- Proficient English writing and communication skills. Ability to act as translator for international counterpart and to translate written documents from/ to Vietnamese is essential.
- Experience with the United Nations or other development agencies is an advantage.

11. Tentative Agenda

- Day 1-2-3: stay in Vung Tau:
 - Create a work-plan; Discuss and agree on approaches/ methodologies; Review documents (as in Annex 6); Briefing meetings with the project office and WWF, (consultation with UNDP through telephone conference).
 - Meet with Vung Tau authorities and concerned departments (notable DPI, Dept Tourism and DoNRE – the latter being the implementing agency of the SEMLA project)..
- Day 4: Travel to Con Dao. Introductory meeting with the Con Dao NP Management Board.
- Day 5: Meet with various stakeholders in Con Dao, including the District PC, CCG and representatives of the fishing communities
- Day 6: Field visits to the islands and the park
- Day 7-8-9: Prepare report and discussions with PMU.
- Day 10: Present report to a stakeholder meeting to obtain comments; revise the report
- Day 11: Travel to HCMC and Vung Tau. Present the reports to concerned agencies/departments to obtain comments
- Day 12: Revise report
- Day 13: Finalize report and debriefing and travel back.
- Day 14: One additional day home-based for any additional, revision and finalization of the report.

12. List of documents to be provided to the project mid-term evaluation mission

- Project Document
- Inception report
- Quarterly and annual reports, including PIR/APR and Minutes of National Steering Committee Meetings.
- Project M&E framework (supplementary to the PIR)
- Key consultants' reports: baseline socio-economic survey, SEA, strategic tourism orientation report, AIG report.
- Audit reports
- Maps of the project sites

ANNEX 2: ITINERARY – JULY - AUGUST 2008

27 July 2008	12:30pm	Arrive: Hanoi
28 July	08:30-10:00	Meeting with UNDP PO and STA
	10:30-11:30	Teleconference with UNDP RC UNDP office
	13:30 - 15:00	Meeting with Institute of Research Development, MPI Van Mieu
	17:00	Meeting with WWF
	19:00	Depart: Hanoi
		Arrive: Ho Chi Minh City
29 July	09:20	Depart Ho Chi Minh City
	10:20	Arrive: Con Dao
	Afternoon	Introductory meeting with the Con Dao NP Management team and discussions with PMU
		Create a work-plan; Discuss and agree on methodologies
30 July		Interviews with PMU and CDPN staff
31 July		Review documents (as in Annex 6 of TOR)
1 August	08:00 – 10:00	Meet with CCG and some fishers
	10:20 – 11:30	CDNP staff
	14:00 – 15:30	Meet with Con Dao DPC
		Field visit to Ben Dam port
2 August	19:30-21:30	Field visit to into the park
		Evening meeting with representatives of the fishing communities V 5
3 August	19:30-21:00	Prepare draft report
		Field visit to agricultural area
		Evening meeting with representatives of the fishing communities V 8
4 August	14:30-18:00	Present and discuss findings to PMU and CDPN stakeholders in Con Dao
		Progress Telephone call with Mr Lai
5 August	11:00	Depart: Con Dao
	12:05	Arrive: Ho Chi Minh City
		Boat to Vung Tau arrive 5.00pm after boat delays
6 August	08:00 – 09:30	Consultative meeting with Vung Tau authorities and concerned departments – DPI
	10:00 – 11:30	DoNRE –the implementing agency of the SEMLA project

	14:00 – 15:30	MB of Con Dao Development Vung Tau
7 August		Vung Tau
	08:00 – 09:30	Dept Tourism Progress Telephone call with STA Writing report
8 August	08:30 – 11:30	Present findings to Project Executive Board, concerned agencies/departments and PMU Meeting in BRVT PPC Office
	15:00	HCM City by ferry arrive 17:00
9 August		Report writing and rest
10 August		Rest and fly back to NZ leaving HCM City at 14:50
14-22 August		Report writing

ANNEX 3: LIST OF PERSONS INTERVIEWED

Nr.	Name	Position	Note	Date
1	Dao Xuan Lai	Programme Officer (PO)/UNDP	UNDP	28 July
2	Nguyen Thi Thu Huyen	PO/UNDP	UNDP	28 July
3	Andrew Grieser Johns	STA/ Senior Technical Advisor and Conservation Planning and Biodiversity Specialist		28 July
	Sameer Karki	GEF	Teleconference	28 July
4	Prof.Dr. Bui Tat Thang	Director of General Department, Development Strategy Institute, MPI		28 July
5	Tham Ngoc Diep	WWF, Senior Marine Officer	WWF	28 July
6	Keith Symington	WWF, Programme Coordinator	WWF/ Teleconference	28 July
7	Nguyen To Uyen	WWF, Marine Officer	WWF	28 July
8	Nguyen Dieu Thuy	WWF, Marine Officer	WWF	28 July
9	Le Xuan Ai	PMU, Director National Park, Director	PMU	29 July on wards
10	Tran Dinh Hue	PMU, Deputy Director NP, Deputy Director	PMU	29 July
11	Nguyen Khac Pho	NP, Office Manager	NP	29 July
12	Nguyen Truong Giang	NP, Vice head Division of Education of Environment		29 July
13	Nguyen Duc Dung	PMU, PO/Secretary	PMU	29 July
14	Nguyen Hai Nam	PMU, Project Manager	PMU	29 July on wards
15	Truong Ai Van (who attended both training courses of WWF and Vung Tau Tourism College)	Staff of Eco-tourism and Education of Environment	NP	30 July
16	Nguyen Ba Loc (who attended both training courses of WWF and Vung Tau Tourism College)	Staff of Eco-tourism and Education of Environment	NP	30 July
17	Pham Van Thanh	CCG member	Village head	1 August
18	Nguyen Van Tuan	CCG member	Village head	1 August
19	Nguyen Huu Long	CCG member	Village head	1 August
20	Phan Van Phong	CCG member	Village head	1 August
21	Nguyen Nghi	CCG member	Village head	1 August
22	Nguyen Thi Anh Thu	CCG member	Con Dao TV	1 August
23	Phan Thai Quy	Fisherman		1 August
24	Huynh Phu Cuong	Fisherman		1 August
25	Thach My	Fisherman		1 August
26	Bui Van Van	Fisherman		1 August
27	Nguyen Van Thanh	Fisherman		1 August
28	Bui Van Binh	Vice Chair of Con Dao District People Committee (DPC)		1 August
29	Quynh Phuc Cuong	Fisherman	Village 5	2 August
30	Vo Thi Dieu	Fisherman	Village 5	2 August

Nr.	Name	Position	Note	Date
31	Tran Huu Loi	Fisherman	Village 5	2 August
32	Nguyen Phuoc Thien	Fisherman	Village 5	2 August
33	Chau Van Chu	Fisherman	Village 5	2 August
34	Tran Thang Thuc	Fisherman	Village 5	2 August
35	Nguyen Ca	Fisherman	Village 5	2 August
36	Chau Van Chu	Fisherman	Village 5	2 August
37	Huynh Phu Cuong	Fisherman	Village 5	2 August
38	Vo Ngoc Thuat	Fisherman	Village 5	2 August
39	Phan Thai Quy	Fisherman	Village 5	2 August
40	Le Van Thanh	Fisherman	Village 5	2 August
41	Bui Van Van	Fisherman	Village 8* Note: volunteered to be on CCG	3 August
42	Truong Ngoc Dung	Fisherman	Village 8	3 August
43	Nguyen Van Hoang	Fisherman	Village 8	3 August
44	Nguyen Van Liep	Fisherman	Village 8	3 August
45	Do Thi Huong	Fisherman	Village 8	3 August
46	Pham Thi Nam	Fisherman	Head ² Village 8	3 August
47	Luu Xuan Dung	Fisherman	Village 8	3 August
48	Nguyen Dinh Trung	Vice Director of Department of Planning and Investment	Provincial	7 August
49	Nguyen Tan Cuong	ODA Expert in DPI	Provincial	7 August
50	Pham Hoang Long	Deputy Chief of Travel Department of Culture, Tourism and Sport	Provincial	6 August
51	Le Van Van	Management Board of Con Dao Development Project	Provincial	6 August
52	Nguyen Huu Tai	Management Board of Con Dao Development Project	Provincial	6 August
53	Truong Thi Hoang Phuong	Management Board of Con Dao Development Project	Provincial	6 August
54	Tran Anh Duc	Head of Pollution Control, DONRE; Project Steering Committee (PSC)	Provincial	6 August

ANNEX 4: SUMMARY OF FIELD VISITS

2 hour Scooter ride to view Ben Dam port (International Consultant only) – to view the impact of the outsider fishers and fishing port

1 hour Scooter ride to view agriculture area and into terrestrial park (International Consultant only) – sense of agricultural land use intensity on Con Dao and nature of terrestrial national park and its management

Fishing Village 5 – evening community consultations with fishers and women

Fishing Village 8 – evening community consultations with fishers and women

Field Visit to Dam Tre Bay (no take zone and giant clam restoration) and Turtle Project Bay Canh Islet (species recovery (green turtle) project and eco tourism opportunity), in CDNP/project boat.



Field Trip - Bay Canh Turtle Project



Field trip – On the Con Dao National Park boat

ANNEX 5: LESSONS LEARNT: BEST AND WORST PRACTICES IN ADDRESSING ISSUES RELATING TO RELEVANCE, PERFORMANCE AND SUCCESS

Best practices

Participatory approach to develop specific marine conservation rules of the game	Participatory process for the development Convention of Con Dao National Park Marine Resources Conservation. The dialogue process was effectively used to raise awareness of biodiversity conservation and engage fishing communities in a partnership to conserve Con Dao's marine resources
Built awareness raising of biodiversity conservation at all levels	The project has taken an integrated approach to awareness raising and used a range of dialogue tools at different levels. It appeared that all opportunities are taken to communicate to the different audiences the biodiversity conservation values of Con Dao
Active capacity building within the project	Technical and operational capacity building have been embedded into the project design, with staff in the CDNP able to identify benefits and weakness and wish to maximise knowledge and skills transfer from those associated with the project as it goes forward.
Advocacy influence	The embedding of biodiversity conservation values of Con Dao has been supported at the highest level in the Vietnamese government and this has helped drive planning thinking into longer term time frames. Conservation impact is typically achieved over longer time frames. Political will helps ensure the necessary conservation alignment of decisions and planning for Con Dao
Marine protected areas – best practice in MPA design and potentially management	This project includes key elements for best practise in marine protected area design and management: baseline establishment, community and fisher engagement in developing zoning – spatial delineation of key habitats from a participatory process, community fishing access rights built into MPA design, integrated within the Con Dao National Park, training in marine conservation and intention to ensure sustainable financing for marine protected areas, and plans for alternative income generation for fishers. A thorough analysis of the fishing threats to Con Dao of in shore and off shore fishing to inform the development of a community based fishery management model and strengthen management capacity
Begun the process of integration of conservation and the environment with sustainable development of the CDNP and district	This project capitalises on the reality of the national park status of 83% of the islands and the associated marine environment. This demands integration of sustainable development at the operational level.

Worst practices

Lack of Shared overarching vision	Despite real efforts to align partners and their respective activities, this is problematic. Without a truly shared overarching vision this alignment has proven difficult and caused some difficulties for the project
Weak demarcation and enforcement of MPA	Effective MPA management is based on demarcation and enforcement. With no marker buoys deployed to define the protected areas enforcement is difficult. A paper park of just lines on a map, and no enforcement and effective management is a waste of the investment made by this project
CCG does not include fishers	Participatory mechanisms that provide a bridge between the community and the project should have direct representation of the fisherman as they are the critical members of the community directly impacted by this project
Fragmented planning and delays	Reason for delays in AIG development not communicated: This project anticipates AIG for fishers as does the convention. The initial survey has been undertaken however further delays on the development of AIG have occurred and the reasons have not been communicated to the village leaders for the fishers. Expectations have been raised and now parties are frustrated through inaction remaining unexplained. This reduces the success of the awareness raising and building of positive relationships. Ideally integrated planning in a timely manner should occur and if deadlines are not met then this must be carefully explained to key stakeholder and expectations actively managed Delays in operationalising the Environmental assessment undermine the efforts to protect the marine environment. The proper management of Con Son effluent is critical to the no take zone immediately adjoining. This area is identified as important habitat. It is also creates the first impressions for ecotourism experiences. (Rats, rubbish and the sight and smell of raw sewage detract from the experience.) This is a fundamental issue requiring plans for resolution in the second phase of the project.
Weak links for coordination and collaboration between the key parties	Integrated conservation and development projects with multiple stakeholders and partners requires assiduous attention to relationship management and the attendant communication. Project design can assist this process however adaptive management can rectify any apparent weakness in this area. Workshop recommended should resolved these problems.
The AIG process and its proposed outcomes has not met expectations of the fishers	AIG in the context of marine protected areas has inherent challenges that are documented. In the case of Con Dao the process has been delayed and the findings of the survey are not seen by the fishers as appropriate or realistic. Best practise indicates a robust approach to creating an enabling environment is preferable to more direct interventions. The empowerment of a relevant local community based organisation to implement AIG against agreed criteria may be a more effective approach. This approach is based on the concept that those closest best understand the needs and consequently are e are better equipped to meet them. Ref: SUSTAINABLE LIVELIHOOD STRATEGY:VIETNAM MARINE PROTECTED AREAS March 2008A Special Report Commissioned by the Sustainable Livelihoods in and around Marine Protected Areas in Vietnam (LMPA component),repared by WWF for the Ministry of Agriculture and Rural Development (MARD), and funded by the Danish Embassy (DANIDA) through the Development Cooperation for the Environment (DCE)

ANNEX 6: EXAMPLES OF DIFFERENT APPROACHES TO TOURISM ACTIVITIES IN PROTECTED AREAS

In NZ and Australia, park agencies provide core infrastructure that enable visitors to explore protected areas. That infrastructure also provides a platform on which private businesses can then develop tourism products and services. Often the larger businesses, contribute towards the cost of building and maintaining visitor infrastructure.

In the case of NZ, Department of Conservation(DOC) provides and regulates recreation opportunities and sets the conditions for tourism operators (private businesses, trusts etc) to provide tours and other activities. Concession returns to DOC from tourism businesses are in the order of NZ\$7 million (US\$4 - \$5 million) per annum, based on an average concession of 7% of gross annual revenue (some are as low as 3% and others as high as 12% depending on the exclusivity of the opportunity and historic arrangements with the government.) Australia has similar rates and concession frameworks.

That sets a clear boundary between DOC and the tourism sector. Typically, anything that could be run by the private sector should be, and the rest is managed by DOC.

In the Pacific, most protected areas are managed by small and fairly weak conservation agencies in partnership with local village committees or, as in the case of Tuvalu's Funafuti Marine Conservation Area, a local council (local government unit).

In the case of Fiji's Bouma National Heritage Park on the island of Taveuni, the Fijian government pays the landowners a perpetual lease to prevent them from cutting down the forest. This enables the four villages to develop tourism activities (waterfall walks, guided treks, marine park tours and kayak tours and overnight accommodation) based on the protected area - where all income is retained at the local level.

In Vanuatu, the Big Bay Conservation Area (on the island of Espiritu Santos) is monitored by the Environment Department but all income derived from the park through ecotourism is retained by the two local villages that are located within the park boundary. The villages built their own lodge, tracks and other facilities with assistance from the South Pacific Biodiversity and Conservation Programme.

Asia has a spectrum of arrangements where government's role varies between doing everything ie providing tourism activities to just managing for conservation outcomes.

In the Philippines, the Department of Environment and Natural Resources (DENR), through its Protected Areas and Wildlife Bureau (PAWB), manages the Integrated Protected Area Fund (IPAF). A centrally administered fund, this is where revenue from entry fees, tourism concessions and other income is directed. It is then re-directed on a case by case basis, to parks that have put forward a proposal for either conservation and or recreation projects. Tourism operators normally pay a concession fee or license to DENR. Currently, either DENR or local government units, tend to provide all facilities and tours within protected areas - although this is changing in favour of more private sector or community run ventures.

At Tubattaha Reef in the Sulu Sea, Philippines, WWF and the local government of Puerto Princesa have instigated a dive fee system whereby dive boats generate about 40% of the park's operating budget. The Philippines navy also helps to patrol the reef and enforce regulations. In Hundred Islands National Park, a license system is used to channel user fees into management of the park. Local businesses provide access by

boat, retail, kayak hire and food services - the protected area agency manages and regulates the park only.

At the El Nido Marine Park, Palawan (Philippines), a user fee system is used to generate funds for park management. DENR oversees management of the marine park in partnership with local communities and businesses (such as El Nido Resorts / Ten Knots Foundation) - the latter provide all the recreation and tourism opportunities.

Nepal is an example where the private sector manage all tourism activities in protected areas so park staff get on with the business of conservation. For example the seven lodges in Royal Chitwan National Park pay lease concession fees, plus entry fees, camping fees to the Dept of Nat Parks and Wildlife Conservation - leases are for 12 years and strictly control activities such as no of elephants, firewood collection, etc. Revenue generated for government from this is substantial - also a percentage goes to fund development activities in buffer zones, managed by committees of local communities.

As a general comment, park agencies are often best placed to provide car parks, toilets, visitor centres, signs and interpretation displays, trails, viewing platforms, camping areas and communities / businesses are often best at providing guiding services, food and accommodation, tours and activities and from which some of the revenue can be directed (in addition to entry fees from members of the public not undertaking commercial activities) back to management of the park.

ANNEX 7: LIST OF DOCUMENTS REVIEWED

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WWF Periodic Report #3 – Comments and Recommendations to PMU and the SEA Process With Regard to MPA Provisions, Community Fisheries and Sustainable Eco-tourism

ANNEX 8: SUMMARY OF QUESTIONS

Questionnaires

An evidence based approach was taken. The two person team (local and international consultant) met with individuals and key stakeholder groups. The initial briefings with UNDP and GEF were used to help define areas of focus and possible issues to explore. Other recurrent issues were identified from the early meetings and explored further in subsequent relevant meetings to test findings and enquire more deeply.

The typical top line questions used to illicit information were:

- What do you think the project has achieved so far? Impact?
- What challenges or difficulties has the project encountered in your opinion?
- Why have these occurred?
- What are your recommendations for improvement?
- What do you want the project to achieve from now to its conclusion?
- Any other points you wish to make?

Examples of the points made were sought to provide an evidential basis for evaluation.

Field inspections where appropriate and a survey of key documents were used to verify information.

Some informal information gathering from other observers was also done to triangulate findings. This was limited by time and language.

The evaluation team formulated personal independent conclusions and then as a team discussed perspectives and agreed findings, or choose to seek further information.

Part Photographic record of mid-term evaluation



Initial meeting with PMU and CDNP staff at Con Dao National Park



Meeting with CCG, PMU and community fishers at Con Dao National Park



Discussing the structure of the project

ANNEX 9: CONVENTION OF CON DAO NATIONAL PARK MARINE RESOURCES CONSERVATION



SOCIALIST REPUBLIC OF VIETNAM **Independence – Freedom – Happiness**

CONVENTION OF CON DAO NATIONAL PARK MARINE RESOURCES CONSERVATION

(approved by the People's Committee of Con Dao District in the Decision No. 194/QĐ-UBND
on 21/4/2008)

In order to conserve marine ecosystems, valuable, rare and representative marine species of Con Dao, Con Dao National Park develops and undertakes to implement the Convention of Con Dao National Park Marine Resources Protection, in collaboration with Con Dao local community, as follows:

I – Con Dao National Park responsibilities

1. Propagandize, educate and raise local community awareness in marine resources conservation.
2. Organize community meetings where the local people discuss and determine the issues related to Con Dao National Park Marine Conservation.
3. Involve and mobilize international and national organizations in technical and financial supports by projects, alternative income generation models based on Con Dao marine resources.
4. Undertake cooperation, joint-venture modality, investment and development of ecotourism to generate jobs and livelihood for local communities.
5. Establish the livelihood models and clubs to benefit the community reasonably and sustainably in smart use of marine resources.

II – Con Dao local community responsibilities

1. Be forbidden to exploit and/or damage: coral reefs, sand, mangrove forest, underwater botanical species, marine turtles, whales, Dugong, sea bird and eggs, forbidden fisheries. (enclosed list)

2. Be forbidden to use illegally marine and coastal areas for construction and aquaculture.
3. Be forbidden to use destructive gears such as: trawl, weir, toxic chemical, dynamite, electrical pulse, high pressure light and the other fishing net types strictly banned by the Government.
4. Be forbidden to anchor on the coral reef, seagrass and to release waste such as oil, gasoline, lubricants to the sea.
5. Involve actively in community propaganda and advocacy of compliance with the Law of Marine Resources Protection and this Convention.
6. Involve actively in marine resources protection activities, inform relevant authorities about illegal activities or violation of regulations on marine resource conservation and this convention.

III – Entitlements of Con Dao local communities

1. Be involved in discussion, determination and participation in management of issues in terms of Con Dao National Park marine resources conservation;
2. Be allowed to co-operate with Con Dao National Park to develop eco-tourism and do business;
3. Be permitted to use smartly and sustain ably marine resources on agreed zones; and
4. Further to above, the undersigned fishers are entitled as follows:
 - ❖ Participate in livelihood models and clubs with technical supports in line with AIG models based on marine resources;
 - ❖ Be supported financially to change job meeting with marine resources conservation objectives under funded projects;
 - ❖ Be authorized to undertake protection, lease of protection areas and aquacultural activities; and
 - ❖ Use, generate and duplicate breeds of marine resources.

On behalf of the household
Householder
 (signed)

Con Dao National Park
Director
 (signed)

ANNEX 10: LOCATION MAP: CON DAO ISLAND



PROPOSED ZONATION OF CONDAO NATIONAL PARK MAP BẢN ĐỒ ĐỀ XUẤT PHÂN VÙNG BẢO TỒN BIỂN VƯỜN QUỐC GIA CÔN ĐẢO

