

Independent Review of the Angkor Participatory Natural Resource Management and Livelihoods Programme, Cambodia, May 2012

FINAL REPORT

Commissioned by the New Zealand Ministry of Foreign Affairs and Trade for the New Zealand Aid Programme. Prepared by Les Clark, TRC Tourism Ltd

The names of contributors who were not from MFAT or the partner organisation have been withheld in accordance with standard MFAT Activity Evaluation policy criteria and OECD DAC Criteria where anonymity and confidentiality of individual informants is protected when requested or as needed.

Executive Summary

The Angkor Participatory Natural Resource Management and Livelihoods (APNRM&L) Programme started in 2007. It built on a previous contribution by New Zealand (2005-2007) to assist the Authority for the Protection and Management of Angkor and the Region of Siem Reap (APSARA) in preparing the Angkor Management Plan (AMP). During the AMP preparation work, a trusting relationship was formed between MFAT and a core team of senior APSARA officials.

The objectives of the APNRM&L programme involve:

- access by Angkor Park communities to sustainable livelihood opportunities
- sustainable utilisation and management of natural resources
- community participation in sustainable development and protection of the Park
- strengthened capacity in APSARA to fulfil its mandated functions and objectives

Now approaching the end of Phase II, APNRM&L is being managed by Live & Learn, an international NGO with an agenda to support communities and foster sustainable development. Employing a careful and patient approach, Live & Learn has helped to strengthen MFAT's relationship with the core team of officials. Members of the core team now head APSARA's departments managing land, habitats and water in Angkor Park.

Phase I of the APNRM&L (2007) focused on community engagement and community-based mapping. APSARA created a Community Liaison Team (CLT) within the Department of Land and Habitat Management. APNRM&L mobilised international advisors to assist. Trial participatory assessments were conducted with communities. The CLT was trained in community engagement and environmental education.

Phase II was designed in 2008. The new design continued the focus on community development. In a last minute change to the design, APSARA requested that all international experts be removed except for Live and Learn's part-time facilitator. Cambodian expertise was mobilized for further participatory assessments and environmental education trials in communities. The change caused delay, but worked out well in others ways.

The CLT is now a reality, with 18 full-time team members on APSARA's pay role. The team has limited experience but enthusiasm is high. The Cambodian advisors have built the team's capacity to engage with communities. There is a remarkably different attitude towards APSARA (both in the community and at local authority level) than there was six years ago. This is at least partly due to the existence of the CLT.

The Director General of APSARA has confirmed APSARA's deep satisfaction with the APNRM&L programme. However, the CLT is still far from being ready to perform on its own. The period of trialling processes and unearthing community agendas has ended. Now the time has come to start systematically applying the processes and assisting community agendas across all 112 villages and 150,000 residents of the Park.

APNRM&L's mapping work is extraordinary. Aerial photos were taken using balloons and micro light aircraft. Photo mosaics were then produced and community mapping techniques applied to these. The result is a series of useful maps, rich in land-use and cadastral information. By the end of Phase II of the APNRM&L Programme (December

2012), the whole Park will be mapped and the APSARA managers will have a thoroughly practical tool.

If there is to be a Phase III of APNRM&L, it could involve operationalising the community development processes, helping the CLT to pick those elements of the trials that proved useful and applying them across all communities. This would involve expertise in ecotourism and agriculture, two areas where New Zealand has strengths. At the capacity building level, Phase III could engage APSARA's whole, sophisticated vision for the CLT. At the policy level, attention could be on sustainable funding for the APSARA community-focused agendas.

The strongest of all community agendas is to see benefits flowing from the tourism happening all around the Park. Up until now, APNRM&L has shied away from tourism, influenced by APSARA placing community tourism trials within another project assisted by AUSAID / UNESCO. However, it is now clear that the CLT must help the communities realise benefits from tourism. The CLT-assisted, community-owned ox cart operation is an excellent example and has the potential to be a real success story. A Phase III of APNRM&L could focus on taking such community-led initiatives to market. Addressing how community tourism fits within APSARA's resource planning methodologies should remain with the AUSAID / UNESCO project.

APSARA's vision for the CLT involves the notion of "community-focused rangers". Their roles include: i) community engagement; ii) leading development support to communities; and iii) understanding the whole Park picture. This enables them to see problems and opportunities in the field and communicate them to other departments. The core team of officials formed this vision after trials in the Park and seeing how World Heritage sites are managed elsewhere, including in New Zealand. It is a sophisticated, cutting edge idea.

As to how a Phase III might be implemented, Live & Learn has proven itself a worthy partner. Everyone's sights need to be lifted to a more applied approach. The principle of looking first to Cambodian expertise should continue. The Cambodian Community Based Ecotourism Network (CCBEN) is willing to help. The Cambodian Chapter of the Pacific Asia Travel Association (PATA) has offered to assist private sector engagement. New Zealand's legacy of ecotourism projects throughout Asia has left a network of regional expertise willing to help, for example in Thailand, Lao PDR and Indonesia.

The New Zealand Department of Conservation has agreed to consider a ranger exchange programme, potentially with co-funding from the Jolie-Pitt Foundation. The Foundation managers in Cambodia have asked MFAT if NZ park rangers can assist their work with conservation and communities elsewhere in Cambodia. New Zealand experts could help with strategic planning and exploring sustainable funding for the community agenda, thus also addressing the New Zealand Aid Programme's exit strategy.

An overarching theme of Phase III could be to hold and strengthen the relationship with the core team of APSARA officials. Their leadership of the community-focused agenda in Angkor is to be admired. Placing Cambodian, Asian and New Zealand expertise alongside them as they rise to the challenge of managing and sustainably funding this agenda is worthy and practical type of assistance. The APNRM&L programme has quietly succeeded where programmes of others donors have stalled. APNRM&L has the potential to be a highly visible success story for the New Zealand Aid Programme.

Recommendations

Specifically, the independent reviewer recommends:

1. Phase II of the APNRM&L programme should be considered successful. The programme is addressing real needs in poor communities and assisting APSARA to realise an innovative vision for managing World Heritage sites. The partners and stakeholders of the programme are managing their contributions and are satisfied with progress. There are excellent prospects for further achievements in line with the New Zealand Aid Programme's agenda in Asia. Angkor's popularity means that a successful project here will have higher visibility. For these reasons MFAT should give favourable consideration to a Phase III of the programme.
2. To bring more focus, the four programme objectives could be condensed to three:
 - i) Facilitate access by Park communities to livelihood opportunities derived from natural resources and tourism.
 - ii) Facilitate more sustainable management of the Park by strengthen the capability of communities to participate in development and protection processes.
 - iii) Strengthen APSARA's capacity to fulfil its mandated functions and achieve the above objectives.
3. The community level focus of Phase III could be to extend community engagements to all villages in the Park, selecting useful techniques from those trialled in Phase II to operationise and introducing more applied livelihood development processes, calling on New Zealand's networks and experience in ecotourism development in Asia.
4. The capacity building focus of Phase III could be to continue to strengthen the CLT, embracing APSARA's wider vision of the CLT members as community-focused heritage park rangers, training and modelling of behaviours based on this vision, calling on New Zealand park rangers to assist.
5. Further, reaching up to a policy level, Phase III could help create a sustainable funding arrangement for the community development agenda in Angkor, thus consolidating the gains made by APSARA in this direction and providing an exit strategy for MFAT at the completion of the programme.
6. Specific ideas for inclusion in the brief for design of Phase III are included in Section 3.2.

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1 INTRODUCTION

1.1 Background and Context of this Review

Angkor Park

Angkor Park is a cultural World Heritage Site covering 35,115 hectares within Siem Reap Province. The Park's archaeological assets, especially the remains of a huge temple complex, first became the focus of world conservation concern and then became the centre of a tourism boom. Angkor is now renowned as a tourism destination. In addition to traditional Western markets for cultural tourism the site also attracts Asian markets in large numbers, particularly emerging "Buddhist circuit" segments from North East Asia.

The Park's managers have a challenging task. They are dealing with growth in tourism at the same time as growth in the Park's resident population. This combination is putting pressure on the Park's natural resources, the landscape qualities and the temples. Growth pressures threaten to undermine the sustainability of the Park, the tourism drawcard and the livelihoods of local communities.

The Park is home to 112 communities with a combined population of approximately 150,000 residents. Some are among the poorest people in Cambodia. While some Park residents have benefited from tourism, most receive modest or no benefit from tourism and have livelihoods primarily based on the utilisation of natural resources.

APSARA

The Authority for the Protection and Management of Angkor and the Region of Siem Reap (APSARA) was established in response to the need for Cambodian ownership of archaeological projects in Angkor Park. The complex tasks associated with preserving Angkor's cultural assets demanded integrated management. Rather than be led by external donors, Cambodia needed to reclaim leadership and coordination of the work.

As APSARA has developed, it has added departments to address the Park management issues. Figure 1 shows APSARA's latest organisational chart. The departments highlighted are those with which MFAT and the APNRM&L programme have the most dealings. These departments share an agenda to engage local communities. The Department of Land and Habitat Management is driving the agenda for community-focused programmes.

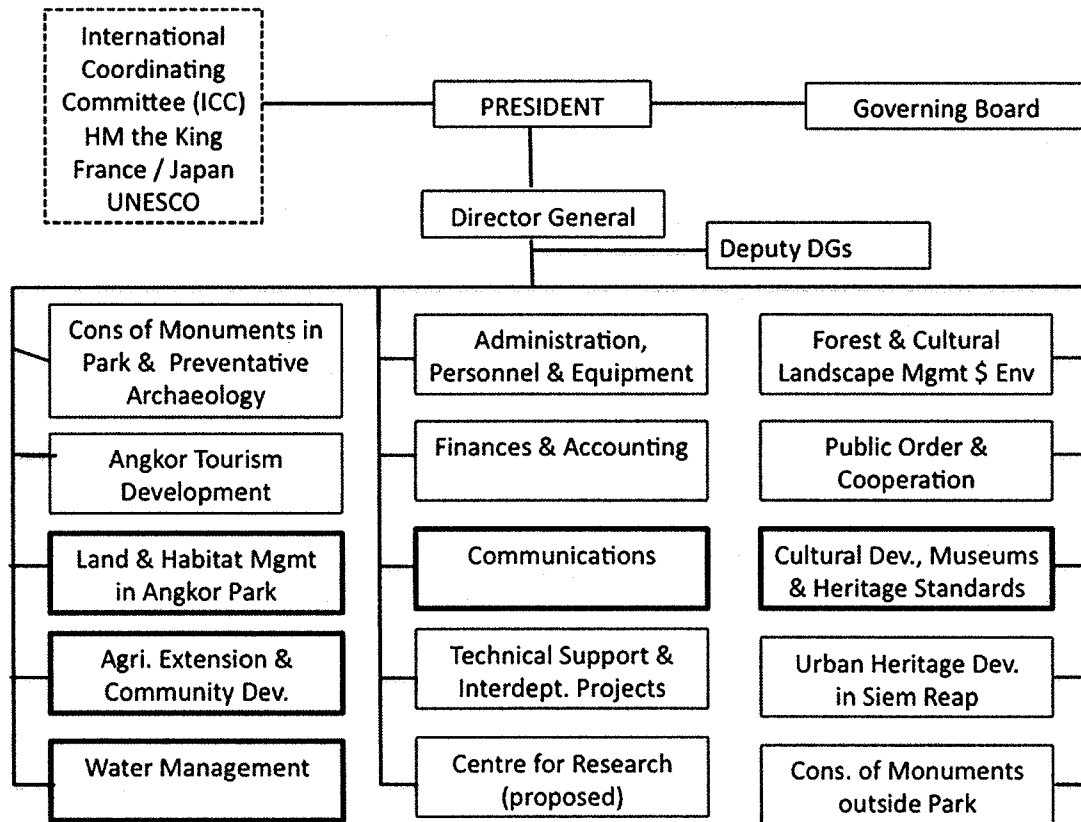
Above APSARA, the International Coordinating Committee for the Safeguarding and Development of the Historic Site of Angkor (ICC) amalgamates the authority of high-level political attachments to Angkor. The ICC is the focus for UNESCO and other international agency support. Generally, the ICC's agenda is concerned with donor coordination around conservation.

However, at a recent meeting (July 2012) the ICC acknowledged APSARA's community-focused agenda. It highlighted the issue of underprivileged populations living at the heart of the tourism itinerary, encouraged activities leading to additional income generation for these communities, and recommended to APSARA the design of an overall development strategy.

New Zealand's Evolving Relationship

MFAT has a unique, long-standing relationship with APSARA. While most countries chose to engage with the Park's archaeology and historic conservation, New Zealand chose from the outset to assist with resource management and with engaging the poor communities of the Park. In the beginning, the MFAT / APSARA relationship was based on funding New Zealand expertise to assist APSARA.

Figure 1 APSARA's Departmental Structure



From 1998 to 2000, the New Zealand Aid Programme funded the Angkor Forest Rehabilitation and Landscape Enhancement Project. This involved New Zealand planners helping APSARA grapple with strategies to balance management of the archaeological assets with environmental, socio-economic and cultural priorities. The emphasis was on developing new initiatives to manage the Park's forests and natural landscapes.

From 2005 to 2007, a follow-on project helped APSARA consolidate its overall strategies into a comprehensive Angkor Management Plan (AMP). New Zealand planners led by Mr John House led preparation of the AMP. Formally adopted, although never translated into Khmer language, the AMP provided a framework of strategies around which APSARA created its organisational structure and operational procedures.

These first projects involved intensive debate between New Zealand planners and APSARA leaders on strategic issues. This happened at a formative stage in APSARA's development. As a result, a deep and trusting relationship was forged with a core team of senior APSARA officials. As part of the AMP project, this core team was escorted on a study tour of New Zealand parks. Members of this core team continue to drive APSARA's organisational and policy decisions.

MFAT's recent work with APSARA has followed the core team into implementation mode. The core team's focus is now on developing capacity within APSARA to pursue a community-focused resource management agenda. At a time when the New Zealand Aid Programme's focus was on projects built around processes of community development, the core team strongly felt APSARA needed more community engagement. This convergence of interests underpinned the relationship in recent years.

MFAT's Bangkok-based personnel have maintained the relationship with APSARA and become strategy advisers to the core team. Although not always smooth, over recent years the relationship has grown stronger. In line with New Zealand Aid Programme practice at the time, the earlier pattern of bringing technical support from New Zealand gave way to local recruitment.

The Angkor Participatory Natural Resource Management and Livelihoods (APNRM&L) Programme

After the AMP project there was a period of indecision about whether and how to engage again. In 2008, Mr Allan Griffith wrote a status report that included suggestions on areas of APSARA's agenda that New Zealand could support, with emphasis on engaging Park communities. After further consideration, the decision was made to go into a trial phase for six months, implementing parts of the Griffith recommendations as the pilot for a possible new project.

Mr Jady Smith (an Australian based in Cambodia) was hired to lead the trial. Smith came with a long-standing association with Live and Learn (an international NGO focused on supporting communities and fostering sustainable development). Live and Learn was willing to adopt the New Zealand agenda and to work within APSARA to build community engagement capability. The fit with Live and Learn's philosophies was strong.

For the trial period (May to November 2009) a team of locally mobilised international consultants was placed around Smith. The trial was given the label Angkor Participatory Natural Resource Management and Livelihoods (APNRM&L). The focus was on capacity building for the newly formed CTL and community mapping. The international consultants developed sector strategies.

APSARA, MFAT and Live and Learn all considered the trial a success. After an assessment, a Phase II of the APNRM&L programme was designed. A telling point in the assessment was that APSARA had responded by expanding the CLT from 3 to 20 personnel. This was a clear signal of serious intent. Phase II was designed along similar lines to the trial, as a programme running inside APSARA focused on building capacity in community development within the CLT.

The formal aims of Phase II were to:

1. Facilitate access by Park communities to livelihood opportunities derived from natural resources and tourism.
2. Facilitate more sustainable utilisation and management of natural resources in the Park.
3. Strengthen the role and capability of communities to participate in development and protection of the Park.
4. Strengthen APSARA's capacity to fulfil its mandated functions and achieve the above objectives.

APSARA had one problem with the trial. Too much of its time had been lost educating relatively inexperienced international consultants. Some international consultants lacked the depth of work experience to fully understand APSARA's agendas. As a result, at the last moment APSARA asked that the design for Phase II be recast with Smith as Programme Facilitator with no other international consultant involvement.

Instead, local experts were mobilised and they meshed well with Department personnel. The use of local expertise had many upsides, especially in terms of understanding the social and cultural context. In the long term, APSARA will have local experts to call on. The change also had the effect of aligning the APNRM&L with the Department's decision-making processes.

The change did have some downsides. It led to time delays associated with recruiting the local experts. It added complexity to Smith's role as Programme Facilitator. These complexities were exacerbated by the decision, made at APSARA's request, that MFAT should keep close reign on budgetary decisions. The change probably also contributed to a general narrowing of the programme's focus around community development techniques.

The Department of Land and Habitat Management is under the energetic leadership of Director HE Khun Khun Neay. The CLT is based in Khun Neay's department, under his direction. The APNRM&L programme is also based in the department, housed alongside the CLT. All of the APSARA's departments are now nearby in the same complex.

Programme management responsibilities are shared between Director Khun Neay, the Programme Facilitator Smith and MFAT personnel (Mr Phil Hewitt in Bangkok and Mr Brent Rapson in Wellington). Smith manages the programme inputs to assist the CLT. A Technical Committee generally oversees the APNRM&L. Budget approvals often involve Hewitt and Rapson.

Relationships around the programme are excellent. The Department of Land and Habitat Management thoroughly appreciates the programme, which allows it to operate beyond the currently low APSARA budgets. Signboards for CLT activities in the Park display New Zealand Aid Programme logos. Live and Learn promotes the community engagement approaches of APNRM&L as a model for managing World Heritage sites. There is exceptional unity between MFAT Bangkok and MFAT Wellington in supporting the programme.

Perhaps because of all the close attention from MFAT, the key stakeholders of Phase II consider it a success. Donor, recipient agency and NGO facilitator agree. MFAT is currently negotiating a fiscally neutral extension to Live and Learn's contract. The fact that the extension can be fiscally neutral reflects that the programme is underspent. The pace of achievement has been slow. Nevertheless, there is no hint of dissatisfaction in any quarter.

From a high-level MFAT perspective, however, the current situation is fraught with systemic difficulties. Managing Phase II has involved substantial time commitments from MFAT personnel in Bangkok, who have wide responsibilities for projects throughout South East Asia. Neither they, nor MFAT's Asia team in Wellington have the time to manage a programme so closely in future.

All programme stakeholders now share a sense that the programme must now start producing tangible outcomes. In the spirit of New Zealand's enthusiasm for "fewer, bigger, longer, deeper" engagements, it is appropriate that time has been taken to engage fully with APSARA's community-focused agenda. However, the time has now come for the donor

to expect visible outcomes. APSARA and the communities where the APNRM&L operates are also feeling the need for this.

1.2 Purpose and Scope of this Review

This independent review was commissioned to make a positive contribution. The aim was not to find faults in a troubled project. Rather, the aim was to bring a fresh pair of eyes to review the successes so far and to generate ideas for the future. The independent reviewer's brief was:

... to complete a review which examines APNRM&L activities to date, identifies lessons learned, assesses objectives, results and impact of the APNRM&L interventions, and from this analysis derives recommendations as to the key issues in considering a continuation of the programme.

From the viewpoint of MFAT, the key areas of concern are: "What is working well? What is not working well? Looking forward, can we generate ideas to build on?" The future ideas were to inform a decision whether or not to design a Phase III.

1.3 Methods, Limitations, Acknowledgements

This was not the kind of review that counts paper clips. A recent, thorough audit has been made of the uses of New Zealand funds and no faults were found. From MFAT's perspective, there are no red flags against the programme.

As a precaution, all early review meetings began with the question: "what do you want from this independent review? This exposed no significant gaps between MFAT's beliefs about the programme and the attitudes of the other key stakeholders. That cleared the way to focus fully on the brief, the methodology for which became:

1. talk to as many programme stakeholders as possible;
2. attempt to understand and articulate the programme's strength and weakness through the eye's of its stakeholders;
3. form an independent view of what is happening; and
4. generate ideas going forward.

Excellent logistical support was received from MFAT, APSARA, Live and Learn and other programme personnel. All stakeholders were willing to talk openly.

Responsibilities for misunderstanding are entirely the fault of the reviewer. Any credit for the ideas in this report is gratefully acknowledged to the contributors who gave their views thoughtfully, frankly and openly in often long interview sessions.

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Yit Chandraroot, APSARA

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2 FINDINGS

2.1 Stakeholder Perspectives

2.1.1 Community Attitudes

Attitudes towards APSARA

The reviewer participated in community consultations at the time of the AMP. In the 5 years since then, there has been a remarkable change in attitudes towards APSARA. At community level, APSARA was viewed then as a threat and constraint to the development programmes of regional and local government. Now, APSARA seems well accepted as an important player in all management and development decisions within the Park.

This change is not necessarily attributable to either the CLT or the APNRM&L. The Governor of Siem Reap Province instigated a process of healing the relationship between APSARA and local authorities. APSARA's Communications Department also aims information at communities. Nevertheless, the APNRM&L is contributing in an area where positive change has been happening.

Community Priorities

Interviews with those who engage deeply at community level reinforced the APNRM&L's Participatory Rural Appraisal (PRA) outcomes that suggest food security is a top priority in the minds of villagers. Concern for food security is linked to concerns that APSARA's policies are constraining the ability of individual villagers to clear land and expand production.

Communities also are very highly motivated to see benefits flowing from tourism to the residents of the Park. Whereas handicraft production has become a source of income for a few, the communities consider that more benefits need to flow if the constraints of living in the Park are to be offset. The APNRM&L programme is thought of as holding out hope for this.

2.1.2 Community Leaders' Views

Head of Angkor Thom District – [REDACTED]

The Head of Angkor Thom District confirmed that APSARA is now seen in a more positive light. Where there used to be confusion between the communities and APSARA, this has largely been broken down. Villagers are beginning to see the point of all the consultative meetings. Communities have started to believe it may be beneficial to be within the Park.

Whereas historically APSARA did not attempt to build strong cooperation with local authorities, now the situation is different:

- APSARA and the District have started addressing problems together.
- The District is has been learning of community needs from Khun Neay and Mr Neath (CLT Head).
- The District has documentation of 300 people engaging with HE Hang Peou's (APSARA's Director of Water Management) water management programme.
- Villagers now believe that the CLT and the APNRM&L programme will help realise benefits from the Park.

The District Head appreciates that the APNRM&L has taken time to study the communities. Taking time to listen is important. As to the future, in the District's view the programme's aim should be:

.... to realise the potential of the "heritage communities" within the Park, thus offsetting the livelihood constraints imposed by APSARA.

To this end, the District is committed to helping Khun Neay and the APNRM&L. The focus should be on bringing market opportunities to communities. Communities learn best by seeing. Better roads will assist linkages between communities and tourists. Vocational training is required. The women's training centre complex near the District office needs to be used.

Head of Nokor Thom Commune - [REDACTED]

The Commune welcomed the advent of the CLT and the APNRM&L. Local communities feel they have ownership of Park assets because they believe their ancestors built the temples. Everyone is now more aware of APSARA's intention. In the past, relationships with APSARA were centred on building constraints. Communities that wished to build modern buildings were stopped.

In the Commune Head's view, it is best that a link be made between design controls and increased wealth in the Park communities through tourism. In the old days, tourists wandered through the village and spoke (in French) to village elders. The Commune Head wonders if villagers did something wrong because this no longer occurs (tourist markets and visit patterns have changed since the days when tourists were mainly European and the visit was an extensive experience, wandering in a *tuktuk*).

Sometimes the communities get overloaded with project teams visiting. But, the CLT people seem to know how to prepare themselves for village visits. Mr Neath is an effective leader. The APNRM&L's PRA work encouraged villagers to speak out. The energy has died down a little since. Whereas some projects come on strong, then run away, the New Zealand programme seems to want to stay.

In the future the Commune is keen to set up handicraft groups, a market place to sell local products to tourists and a meditation centre. Local craftspeople currently produce wooden carved ox carts, but without a high level of skill. Young people should be the focus for training. They are the best hope.

Director of Sra Srang School - [REDACTED]

The Director's main concerns were with community development. He cited rubbish bins and tree planting as issues that affect his school. He mentioned getting permissions and attracting funding to improve the school as his main concerns. By way of example he explained that the school needs more rooms to cater for secondary pupils. The school has had problems getting permission even to build a fence. Did the CLT help? No. Perhaps if communications with the school were improved, the Director would be happy to cooperate with the CLT. He wants local authority leaders to focus on community development.

In future, the school might team up with the CLT to address the problem of truancy. Pupils cut school to sell souvenirs to tourists. Through community processes, some rules could be agreed around a coordinated programme for children – perhaps school in the morning, selling in the afternoon. The ox cart operation (nearby) is an opportunity to expose foreigners to local viewpoints. Improvements to roads around villages will help everyone.

2.1.3 Viewpoints within APSARA

Department of Land and Habitat Management in Angkor Park

Within the Department, attitudes towards the APNRM&L are very positive. The reviewer gave opportunities for personnel at all levels to express concerns. Occasional expressions of frustration at time delays in MFAT approvals were the only negative comments.

Given that the programme operates as a separate, relatively well-paid entity within underfunded department there could easily be jealousies, but none were evident. The APNRM&L appears to operate comfortably within the Department, at the pace of the Department and well integrated.

Live and Learn takes a cautious, measured, balanced approach. The Department has a genuine spirit of commitment to the programme and to the partnership with MFAT. MFAT has devoted large amounts of time and energy.

The mostly young CLT members are sometimes bemused by the complexity of their role. They appreciate the APNRM&L's training and advice in dealing with their key questions: What should we do? How should we do it?

The current complement of 15 members of the CLT is split along functional lines: water filters (1); tourism (2); agriculture (2); education (2); forestry (2); handicrafts (2); self help groups (2) and assistants (2). Team members also have responsibilities for liaison with certain villages. The 8 target villages each have 2 members of the CLT assigned to stay in touch.

In operational terms, the CLT works like a team of park rangers. Jobs are allocated on a daily basis. The primary concern of the CLT leadership is around programming and organizing his team for maximum efficiency. Time management charts are being introduced. Weekly meetings will follow, bringing the CLT in line with the rest of the Department, which has a routine Monday meeting.

At the top of the Department and elsewhere in high places in APSARA there is strong vision of what the CLT should be. The vision is not always clear in practice. At times the CLT seems overly occupied with specialized developmental questions around such issues as who are the poorest of the poor?

CLT personnel are not well paid. Salaries with APSARA are not as good as in local NGOs for example. However, CLT team members all seem highly motivated to contribute to and watch out for the Park communities.

Attitudes Elsewhere in APSARA

Elsewhere within the APSARA where the core team has influence the APNRM&L is universally considered a success. The fact that New Zealand has stayed the distance as a partner is highly valued. Other projects, perhaps more donor-driven, have foundered on the rock of APSARA's determination to ensure that APSARA owns all projects.

The APNRM&L has a reputation for overcoming obstacles though flexibility and partnership. The Heads of other departments join Khun Neay in acknowledging Smith's personal flexibility and MFAT's close support.

Department of Agriculture and Community – Mr Tan Boun Suy

In any new organisation there are concerns about overlapping roles. If overlap were to be an issue in the community agenda, the Department of Agriculture and Community would be a prime candidate. As things stand, the department has focused as much on research as on outreach to communities.

According to Director Tan Boun Suy, the department's priorities are promoting innovative natural products and encouraging organic farming. Experiments are underway with Khmer Effective Microorganisms (KEM), that show promise to improve compost as well as rice yields, chicken, fish and even human health. Rice intensification by natural means is another research focus. This work involves technical advice to farmers.

The Department's community focus is around promoting community-based savings groups. Efforts to establish savings groups in the Park started in 2008 and now there are 30. Rather than pursue this agenda in parallel, the Department has assigned 2 staff to work full time within the CLT on the development of savings groups. Savings groups typically need help with accounting to start with.

The Department of Agriculture and Community has 10 extension officers. They work with savings groups, solve administrative issues around permissions and help with farming matters. They have a limited budget. Extension officers work well with the CLT, with no jealousy. As to the future, Tan Boun Suy sees the CLT assisting the Department by being APSARA's eyes and ears at community level and by bringing agricultural issues to his attention.

Communications Department – Mr Chrun Sophal

The Communications Department is another possible candidate for concerns about overlapping roles. Again, none exist. The Department has 19 staff. Its information mission is generally focused towards communities. Its day-to-day activities involve: i) quick reactions to issues; ii) radio / TV / website maintenance; and iii) village liaison. The Department's very hands-on Director, Mr Chrun Sophal, is a keen advocate for the CLT and the APNRM&L.

According to Sophal, the APNRM&L has influenced him, especially the Vietnam study tour. The tour (which involved 16 villagers, 16 members of the CLT, 4 members of the Communications Department and 2 Commune officials, plus APNRM&L personnel, 52 in total) provided a starting point for conversations in subsequent community meetings. Villagers have become keen to plant fruit trees, raise fish and pursue small ventures in keeping with APSARA's vision.

As to the future, Sophal has faith that the community engagement process started by the PRAs will address the real needs of communities. Villagers hope that what has been started will lead to increased income. When asked directly about the potential for overlap, Sophal made a clear distinction between the Department of Communications role of talking to villagers about APSARA policies and the CLT's role to engage with village agendas.

Department of Water Management - HE Hang Peou

The Department of Water Management, under the dynamic leadership of HE Hang Peou, has had a profound influence on APSARA's attitude towards the role of the CLT. The Department is convinced that its mission to manage water in Angkor Park is simply not possible without community participation.

“Sometimes, thinking in straight lines does not work; neither the Western way of making paper plans, then implementing them; nor the Asian way of asking the top man for a decision and doing whatever he says. Sometimes the best way is to arrive at a vision of the future through careful research, then simply talk to the communities and ask about their interests. Try to see the issues through their eyes. Then, consider whether a convergence of agendas can be found? Can the vision and the interests of communities be merged? If possible, make sure there are some immediate tangible benefits for communities”.

Although not a direct quote, this is the essence of the story HE Hang Peou tells of the Department of Water Management efforts to rekindle active water management in the Park. Plans had been made, but it was only when community voices were listened to that things happened. Peou now believes that while APSARA must concern itself with long-term planning, when it comes to implementation, it must be ready to adapt the plans. Where possible, it must find quick wins to address immediate community needs.

These ideas have led to a vision of the CLT’s role as: engaging Park communities; helping departments listen to community agendas; then helping departments achieve the quick wins necessary to engage communities in implementation of APSARA’s plans. This is now considered the way APSARA will implement its long-term plans throughout the Park. Thus, the CLT’s role is vitally important.

2.1.4 Views of APNRM&L Programme Personnel

Live and Learn’s Perspective - [REDACTED]

At a philosophical level there is a close fit between Live and Learn’s agenda and those of the APNRM&L programme. Live and Learn sees its agenda as promoting management of cultural and natural heritage through enhancing livelihood opportunities for communities. It sees its work for MFAT as trialling a community-based “heritage livelihood” approach, with potential application in other protected areas elsewhere in the world.

The heritage livelihoods approach is based on a community mobilisation model, using 6 steps to guide the process: i) Prepare & Plan, ii) Listen & Learn, iii) Discuss & Develop, iv) Adapt & Act, v) Supply & Support and vi) Monitor & Mentor. Within these steps, the aim is to facilitate community enquiry around heritage and livelihoods. The approach seeks to redress consequences and build on positive potential for communities.

According to Live and Learn, this approach is an adapted form of the DFID Sustainable Livelihoods Approach and linked to understanding five core assets: human; social; natural; physical; and financial. The key point of difference is that this approach promotes livelihoods that positively impact the effective management of natural and cultural heritage.

At an operational level, [REDACTED] admits there are times when he feels “the meat in the sandwich” as he seeks to respond faithfully between a spontaneous Department and a cautious MFAT. [REDACTED] interpersonal skills and quiet endurance has made sure small problems do not escalate. It has helped the APNRM&L that Live and Learn as an organization is committed to the programme’s essential principles.

Live and Learn’s Environmental Education Team – [REDACTED]

Live and Learn’s environmental education team members enjoy the “heritage” aspect of the APNRM&L. They believe their responsibility to the programme is to raise heritage

awareness values. With pride in their training abilities, they see their role as building capacity within the CLT.

Their modality involves: adaptive design of training materials and programme; pre-test materials (colourful flip charts with original artwork) with CLT; pre-test with communities; modify then resubmitted to programme committee for approval, print 10 sets (one for each of 8 villages, 1 for CLT, one for Live and Learn). The charts are printed on vinyl so they last. 17 CLT members are now trained in "heritage awareness". After training, CLT members grow in confidence.

Looking to the future, they see their heritage awareness work in villages resulting in community action plans (with issues, solutions, timeframes) that then become the basis of a CLT-administered / New Zealand Aid Programme funded community action programme to implement the plans. They see their processes to arrive at the community action plans as a practical alternative to full-blown PRAs. Perhaps better, there could be some merging of PRA processes with the community action plan approach.

This team has come to appreciate the sophistication of the CLT's role. CLT members are currently at bachelor level, but eventually they will need training in law, resource management and all the complex issues between communities and APSARA. Notwithstanding this complexity, the CLT's essential craft should always be community engagement. Most CLT members have a good heart for this. They urgently need facilitation, report writing and time management skills. Ideally, every project that touches communities in the Park should help the CLT to grow.

Contracted NGO Personnel – [REDACTED]

[REDACTED] and [REDACTED] are contracted Cambodian personnel focused on the PRA processes. From NGO backgrounds, they too see their role as building capacity in the CLT. They have developed the CLT's PRA skills and general understanding of Park communities. They believe the CLT is now reasonably capable in PRA techniques such as: timelines; village histories; work calendars; village mapping and transits.

The PRA's have reinforced that villagers wish to see more benefits flowing to communities from tourism. The next stage must be to deliver on this. The PRAs have suggested specific avenues for the APNRM&L or other programmes to develop in future. These avenues include: water facilities; ox cart tours; study tours; handicrafts development; self help groups; places to sell local products to tourists; training to deal with tourists; community participation in the new bicycle circuits; and solar panels in village houses.

[REDACTED]

[REDACTED] has made a unique contribution. With a PhD in community development, he helps the CLT leadership, especially Neath, to put conceptual frameworks around the activities of the CLT. In his view, the trial communities are responding well to the PRAs. Where there used to be complaints about APSARA, now there are mainly constructive comments. He believes it is appropriate now to streamline PRA processes. Communities are willing to engage. The APNRM&L should focus on procedures around the CLT and supporting the CLT leadership.

From a conceptual view, the big new thing in the Park is Buddhism. In the past, temples were considered as stones. However, they are also Buddhist symbols. A rationale is developing along the lines of: taking care of the communities + taking care of the temples =

taking care of Buddhism. One plan is that a team of monks will be assigned to translate the Buddhist viewpoint into a development context. Buddhism will become part of the "heritage livelihood" approach.

As to the future, the programme's most important agenda is to bring business to communities. Step one was developing community development techniques. Step two needs to involve mobilising resources to realise community aspirations. The needs in this regard include training in business planning and management. The ox cart tours, for example, are a community product with real potential, but attention is needed to markets and marketing. Leaflets are not enough. The APNRM&L could bring in expertise. Practical processes for community mobilisation could be trialled. Whatever works should be cemented in APSARA's procedures. When the APNRM&L programme leaves, networks for community training and support should remain.

Ultimately, the CLT's agenda needs to be linked with the development agendas of the district and commune councils. These agencies have funds. To date, the APNRM&L has not factored this in. The emphasis has been "bottom-up" processes to engage communities. The next stage should factor in local government.

Also needed is an agenda to coordinate NGOs / monks / private sector / donor interest in the Park communities. Perhaps some form of "steering group for community development"? If APSARA not willing, maybe NGOs and donors could do this themselves? APSARA as a whole has top-down tendencies and is wary of forums where people are invited to criticise APSARA. The notion of "collaboration workshops" would be more readily accepted.

2.1.5 Partner Programmes

ADDA / EU Project - [REDACTED]

The Agricultural Development Denmark Asia (ADDA) project's priority is finding innovative approaches to improve food security for urban and peri urban poor in Siem Reap. This is being addressed in two ways: i) supporting small-scale agriculture, thus ensuring access to food, implemented through community savings groups; and ii) vocational training, job placements and establishing an employment centre. The project uses the software of micro-business, technical advice and assistance. So far, the focus has been on mushrooms, frogs and crickets. They plan to include handicrafts eventually.

The project operates in 30 villages chosen from throughout the District, according to degrees of poverty. 20 out of 30 villages chosen were in Angkor Park. At first ADDA thought this would be a problem. Now, it has accepted there will be constraints because of the Park, but APSARA and its concerns for sustainable resources management is an opportunity for the project. Villagers have reported that the New Zealand Aid Programme's programme is helping their relations with APSARA.

Four of the 20 villages overlap with APNRM&L target communities. ADDA has gratefully received PRA results from the APNRM&L. They will not have time to do PRAs themselves. Their modality within the Park will involve demonstration plots where villager trainees will work 2 days per week.

As to the future, ADDA hopes the CLT can be relied on to coordinate, or at least know about all donor projects and NGO engagements with villages in the Park. Projects wish to be able to count on the Department of Land and Habitat Management's long-term plan for

communities. The CLT should be a source of advice on complex community issues, such as land titles, and a channel into APSARA for all community-focused projects.

Cambodia Agribusiness Development Facility / Agricultural Value Chain Strengthening in Landmine-Affected Areas of Cambodia (AVAIL), IDE / New Zealand Aid Programme - [REDACTED]

The AVAIL project is midway through a 3-year term. Its modality is to engage in various ways with small agricultural businesses. It takes a “value-chain” approach. Built on the GTZ value-links approach, this involves analysis to identify constraints and opportunities. The project then engages by assisting “access to ...”, “training in ...” or “provision of...”, etc. The projects measure gains in terms of how many people have been reached and what has changed.

In Siem Reap, 50 to 70% of food is imported from Vietnam and Thailand. The project has made progress in lifting local vegetable production for local markets, principally by classic agricultural interventions. Hybrid melons introduced by the project have been a success story. As well as working with farmers, the project also assists collectors and aggregators.

As to the future of the APNRM&L Programme, [REDACTED] recommends the application of the value chain approach, engaging communities in self-help initiatives and engaging governments to create an enabling environment for enterprise. He advises tailoring products for specific markets and staying away from products where the market is uncertain.

2.2 Programme Assessment

2.2.1 High Level Assessment of Progress

Strengths

Phase II of the APNRM&L programme should be considered a success.

The strengths of the APNRM&L are:

- i) Programme activities are proceeding, communities are engaged and there are good signs that the end result will be economic development in poor villages.
- ii) Solar systems and water filters are making tangible improvements in village environments and APSARA appreciates the need for such “quick win” improvements to address immediate needs.
- iii) The CLT is now better able to engage with the communities because of APNRM&L’s training and there is good reason to believe the CLT will in future improve APSARA’s resource management capabilities.
- iv) APSARA has strong ownership of the APNRM&L and there is strong support by other stakeholders, especially local authorities.
- v) The slow pace of the programme so far has served to cement the APNRM&L into the Department in a manner that few other Angkor projects have achieved.

Weaknesses

The weaknesses of Phase II of the APNRM&L programme are listed below. The implications for Phase III of the programme, if there is to be one, are shown in brackets.

- i) Progress is a little too slow. (The programme could be managed with longer-term targets and less day-to-day budget control).
- ii) The focus is narrow. (In addition to community development processes, other development approaches could be incorporated).
- iii) The programme is somewhat insular. (There could to be more engagement with, for example, other NGOs, monks and the private sector).
- iv) The full scope of the CLT's role was not fully appreciated in the design of the APNRM&L. (The programme needs to embrace the whole scope of a heritage park ranger's role).
- v) There is no exit strategy. (Seeking sustainable ways to support the community-focused agenda could open the way to an exit strategy).

2.2.2 Progress towards Programme Objectives

This next section discusses the progress of each programme objective and identifies possible next steps.

i) Facilitating access by Park communities to livelihood opportunities derived from natural resources and tourism

The programme has started well in this regard. Trust and working relationships have been established. The programme's approach has been very process-oriented, working comfortably in a mode of learning and trialling procedures. The next stage is to start fostering livelihoods opportunities. The study tour to Vietnam was clearly stimulating. In future, study tours and all other programme activities could be aimed pointedly at livelihoods outcomes.

Future program design could move stakeholders out of comfort zones. Target communities could be challenged to articulate livelihood initiatives. Budget discretion could be given to the Department of Land and Habitat Management to decide which initiatives to pursue, thus empowering the CLT. The expertise net could be widened to include technical specialists in livelihood areas. Progress towards this objective could be measured in terms of specific livelihood opportunities realised.

ii) Facilitating more sustainable utilisation and management of natural resources in the Park

The programme's contribution in this area is shaped around fostering participatory management practices. Again, the CLT has a key role. While APSARA remains hesitant about formal community participation at an organisational level, it is unquestionably keen to embrace community engagement in the implementation APSARA projects. As explained above, the water management implementation example has been highly influential.

To pursue this objective in future, the APNRM&L could focus directly on the CLT's role in assisting other APSARA departments to engage community support. A flexible design could allow the CLT to address opportunities that arise in this regard, either from communities or from departments. An open-ended design could put MFAT and APSARA in partnership to decide what opportunities to support. Progress could be measured according to numbers of villagers engaged in assisting the implementation of APSARA projects. Another measure could be the degree to which local authorities are engaged.

Formalising the inclusion of community voices in management could be viewed as a follow-on stage. When all departments have community partners, the time will be right to formalise.

iii) Strengthening the role and capability of communities to participate in development and protection of the Park;

There has been very little progress directly towards this objective, but the scene is set. Villagers appear highly motivated to receive training and capacity building. The CLT is motivated to perform this role and now has some capacity to do so. Local authorities see capacity building at community level as a priority and are keen to assist.

Good future potential exists around community savings groups. New Zealand achieved sustained community outcomes in village-level cooperatives in the Rinjani Ecotourism Programme in Lombok, Indonesia through an approach based on finding reasons to organise within the community, then adapting local cooperative models to suit. The key lesson from Rinjani was organising around successful collaborations, rather than organising first.

Live and Learn's philosophy of education being important to get communities to take on a stewardship role could remain a keynote. However, the best rationale for sustained collaboration is likely to be commercial activity. The cornerstone approach to pursuing this objective could therefore be stimulating community-initiated projects (such as ox cart rides, making and selling handicrafts, local village guiding) and then building capacity and strengthening organisations around these activities.

There is no longer a clear line between objectives ii) and iii). APSARA now strongly feels that the way to better resource management outcomes is through community participation. The programme's focus will be stronger if these two objectives are merged. Effective resource management through community engagement should be the cornerstone of the programme.

iv) Strengthen APSARA's capacity to fulfil its mandated functions and achieve the above objectives.

There has been excellent progress in this area. The programme is actively strengthening APSARA's capacity on a day-to-day basis and is well positioned to continue this. This has become the primary thrust of the programme and could continue to be in future if the programme extends. Helping APSARA to build its capacity is keeping faith with the needs of the core team within APSARA. The CLT is pivotal to their view of how APSARA should fulfil its mandated functions.

If the programme is to extend, changes could be made in two key areas. First, because the full scope of the CLT's role as "heritage park rangers" is now clearer, CLT members must initially be skilled in community development processes. But beyond this they also need other "park ranger" skills. Second, a vital part of APSARA's capacity to fulfil its community-focused functions will depend on finding sustainable funding. In future, the programme could reach up to policy level, assisting the core team's strong desire to see APSARA's community-focused roles fully recognised and with stable funding.

2.2.3 Considerations around the Pace of the Programme

Ownership

APSARA's leaders are rightly determined to proceed in their own way and by trial and error if necessary. This is consistent with APSARA's establishment rationale to 'own' the projects of Angkor. MFAT's acceptance of this position is a factor in the success of the APNRM&L.

Mentoring from the Inside

Live and Learn's facilitation has brought a quiet, mentoring approach. The programme works within the Department, alongside its staff. If there is to be a follow-on phase, continuation of this working style is recommended.

Trust in APSARA

Phase II has strengthened MFAT's relationship with the APSARA core team. There is now no reason why MFAT could not wholeheartedly give control to the Department of Land and Habitat Management. Doing so could be efficient and effective.

Openness Between Programme Partners

The *quid pro quo* should be absolute openness between the department and programme personnel about all matters affecting the programme. If there is to be a follow-on phase, the brief could continue to build and regularising the new working relationships .

Work Planning and Monitoring

The programme has adapted to the work regimes of APSARA. Project disciplines of time and milestones have been gently enforced. Park Rangers typically operate a portfolio system, with one ranger responsible for managing two or three portfolios over and above doing whatever is necessary in the week's work schedule. This type of work planning, if openly evaluated, could substitute for donor-driven monitoring.

Good Behaviour

Contributing to delays in Phase II was an allegation of misuse of New Zealand Aid Programme funds by the CLT. The allegation was investigated and no fault was found. This review did no further investigations, but maintained open eyes and ears for any suggestion of impropriety. Nothing of that nature arose. This incident should not colour any decisions about the future of the programme.

If there is to be a follow-on phase, the programme design could address the risks associated with young, inexperienced CLT members in positions of considerable responsibility. Once again, rather than donor-driven monitoring, APSARA could be encouraged to develop model behaviours for the CLT.

3 CONCLUSIONS

3.1 Strategic Analysis

High Level Picture

MFAT's long-standing relationship with the core team in APSARA is a valuable asset. As a relatively small donor in the Angkor scene, choosing a discrete area and staying with it makes sense. Avoiding the robust political tussles around the preservation of cultural assets and the complex agendas around mainstream tourism is also strategically sensible.

The decision to follow the core team into implementation mode has worked. The core team has demonstrated good faith. Community education, community development and protected area management are focus areas where New Zealand has good credentials to assist. If there is to be a Phase III, it makes sense to continue to help the core team build on their successes to date and to fold in other area of expertise in fields where New Zealand has particular strengths.

To Follow-On or Not?

The pre-conditions on which APSARA and MFAT agreed to extend the "Pilot" phase into a Phase II were:

- both APSARA and MFAT considered project progress was satisfactory against the work plan;
- both APSARA and MFAT had managed their contributions; and
- the communities have participated to the extent foreseen in the project design.

Applying these criteria now, the answer to each is positive. There are excellent grounds for extending the programme to Phase III.

Possible Focus for Phase III

New Zealand's relationship with the core team in APSARA was forged in debate about how APSARA should operate. The core team's conceptual thinking around the roles of the CLT is sophisticated, state-of-the art of World Heritage management. The team's main problem is the huge gap between their sophisticated concepts and very inexperienced personnel at field and operations level.

A focus for the design of Phase III could be to address this gap. In other words, to bring the personnel and processes of the CLT up to the level required for the core team's vision of APSARA's agendas being implemented through community participation. This is directly in line with Live and Learn's "heritage livelihood" approach.

The practical application of a community-focused resource management regime in Angkor is a good fit with New Zealand's strengths. New Zealand is perceived to be strong in community-focused projects (internationally), protected areas management (nationally and internationally), developing protected areas for tourism (nationally and internationally), using tourism as a tool for community development (internationally) and agricultural water management (nationally and internationally).

Convergence of Interests

Phase II was a programme of its time. It was designed when there was a pendulum swing within the New Zealand Aid Programme towards community development processes. At exactly the same time it was appropriate for the CLT to be learning how to engage with the Park communities. Such convergence is very valuable. It contributed to the harmonious implementation of Phase II.

The overall priorities of the New Zealand Aid Programme are now around sustainable economic development. Its flagships for engagement with ASEAN and its special focus on tourism in SE Asia reflect a harder edge. At the same time, APSARA's immediate need is to sharpen its capabilities around building community livelihoods so it can respond to calls from communities for benefits to flow from tourism.

On this basis, if there is to be a Phase III, it could be based once again on a strong convergence on interests. MFAT is looking for tangible development outcomes. The same thing can be said of APSARA and community stakeholders. The brief for a Phase III design could include seeking out and exploiting the new convergence of interests.

Evaluation Checklist

The reviewer in this instance is not an evaluation specialist. Nevertheless, the five OECD-DAC recommended criteria typically used by New Zealand Aid Programme evaluators provide a useful checklist:

Criteria i) Relevance: the extent to which the activity is aligned with the priorities and policies of the target group, partner organisation and donor.

The APNRM&L programme is closely aligned to the community agendas as expressed to the reviewer. Phase III could be even more closely aligned with focus on assisting the flow of benefits for communities from tourism.

From APSARA's perspective the programme is well aligned to the community-focused resource management vision of the core team of officials with whom MFAT has a close relationship. Phase III could be made more relevant by addressing the team's whole heritage park ranger vision.

From the donor's perspective, the programme sits somewhere between the New Zealand Aid Programme's themes of "investing in economic development" and "promoting human development". A Phase III along the lines suggested could strengthen the programme's relevance to the economic development theme and enhance alignment with New Zealand's strengths as a donor.

Criteria ii) Effectiveness: the extent to which an activity attains its intended results (outputs and outcomes), and any unintended results (both positive and negative).

In the opinion of the reviewer, there is excellent potential for positive intended outcomes from the APNRM&L programme. The key partners have a deep, trusting relationship. There is good buy-in from government, the tourism industry, NGOs and the international media around the notion of engaging the poor communities around Angkor and fostering benefit flows from tourism. Communities are engaged and positive about APSARA. APSARA's vision of heritage management-by-community-engagement is cutting edge, but realistic and achievable.

Untended outcomes may arise around jealousies and conflict within communities as a consequence of increased wealth. Wealthier villagers may demand empowerment in ways that could be uncomfortable to APSARA. Because there is already wealth in some quarters, these consequences will be anticipated and are unlikely to be extreme. The APNRM&L's educational work in communities has prepared the way. There is a mood of change in government towards listening to communities. Downside issues are likely to be addressed and solved as they arise.

☐ Criteria iii) Efficiency: - how well (in quantitative and/or qualitative terms), the activity uses resources in order to achieve results (e.g. value for money).

From the reviewer's experience with similar programmes, the partnership between MFAT and APSARA appears efficient. APSARA has a long-term mandate, high aspirations but limited resources. New Zealand has relevant practical experience and resources to contribute. If Phase III can harness the convergences of interests mentioned above, efficiencies should multiply. District and community level officials seem keen to lend support. The tourism industry may be a harder nut to crack, but there is evidence of demand for community-based products. The industry can be relied on to support products if its clients are demanding them.

Criteria iv) Sustainability: whether the benefits of an activity are likely to continue after donor funding has been withdrawn.

Basing development on the expectation of continued growth in international tourism should raise sustainability questions. World tourism has been booming ever since wide-bodied jets were introduced in the 1960s. Such growth may not continue. The industry has shown itself to be susceptible to fluctuations in fuel prices, economic conditions in source markets and global health scares. Nevertheless, the industry has proven remarkably resilient. In economic development circles tourism is now considered a quick bounce-back sector. Besides, Angkor is less susceptible than most tourism destinations because of its strong appeal to both Western (long haul) and Eastern (medium and short haul) markets. Angkor has increasing relevance to domestic visitors. A reduction in current visitor numbers to Angkor may even assist community-based tourism.

As to economic sustainability, Angkor generates significant wealth for Cambodia. When New Zealand support ends, there is the prospect of continuation of the programme by a well-funded APSARA. Seeking to build a sustainable funding mechanism for community projects in Phase III could contribute to ensuring economic sustainability.

The APNRM&L is directly addressing environmental, social and cultural sustainability issues, especially through community education. Angkor requires excellent management and New Zealand has been supporting APSARA's management practices. There are no pressing environmental, social and cultural issues that immediately threaten the programme.

Criteria v) Impact: the long-term positive and negative changes produced by an activity (usually at societal level), directly or indirectly, intended or unintended.

Assessing impacts calls for evaluation by specialists. In general terms, Phase II has established the potential for change through community education, community development and protected area management. Continuing to equip the CLT to engage Park communities with all departments has excellent potential for tangible outcomes along the lines of the water management success story. Helping to build sustainable alternative

incomes in poor communities could address disaster risk management by building resilience and helping food security. An APSARA scholar could be found in community-focused resource management. Professional exchanges between New Zealand's protected area managers and APSARA's CLT could be a form of agricultural diplomacy. Emphasis on mentoring community-initiated enterprise, especially by young people could foster young business leadership. In these ways, Phase III could be an excellent fit with the New Zealand Aid Programmes immediate agendas in Asia.

Crosscutting Issues

This review did not measure adherence to the programme design stipulations around crosscutting issues of gender, environment and human rights. MFAT officials report satisfaction with Live and Learn's reporting in these areas. Gender disaggregated data is a feature of the routine reporting to MFAT and in the reporting practices of the CLT. As an international NGO, Live and Learn has high standards around environment and human rights. This review raises no red flags in crosscutting issues.

Best Practice

The implementation modality of the APNRM&L programme is consistent with the New Zealand Aid Programmes preference for "fewer, bigger, longer, deeper" engagements. It also follows New Zealand's preferred approach of creating platforms for engaging with development partners in dialogue on policy matters as equals rather than around donor conditionalities. The core team in APSARA has demonstrated that it welcomes such debate, provided it is at a sophisticated level.

New Zealand's Strategic Positioning

If well designed, Phase III could continue to portray New Zealand as a donor that works in a practical, results-oriented manner, with integrated approaches that build on the initiatives and enterprise of local communities and creates synergies with and between government agencies and other development partners. By demonstrating this approach Phase III could help the Cambodian Government to achieve a sustainable model of integrated economic development and resource management in Angkor Park. This aim is worthy in its own right. Because of the high visibility of Angkor, this also has potential to convert the APSARA / New Zealand partnership into an aid success story and source of pride to both partners.

3.2 Specific Ideas for the Future

At the risk of straying beyond the brief into programme design, the following comments are aimed at informing a brief for the design of Phase III.

3.2.1 Community Livelihoods

Operationalising Community Development Processes

At community level, the CLT could be assisted to adapt the PRA processes it trialled in Phase II so they can be applied routinely across all 150 communities. This should not mean short cutting, but "operationalising" the processes. The community action plans of Phase II could be the basis for a short form process aimed pointedly at livelihood outcomes.

Internationally, programmes aimed at mainstreaming processes for generating community benefits from tourism (cf. TRPAP programme in Nepal) use adapted PRA processes and appreciative enquiry aimed at finding positive strands of interest and enterprise. Some of

APNRM&L's target communities have already expressed preferences (oxcart rides, handcrafts, souvenir sales, village guiding) for the positive strands they wish to follow.

Engaging with Tourism

Given that the strongest of all community agendas is to see benefits flowing from tourism, it has been a significant constraint up until now that the APNRM&L has shied away from tourism. This was influenced by APSARA placing community tourism trials within another project, the Angkor Heritage Management Framework (AHMF) assisted by AUSAID / UNESCO. The AHMF is focusing on tourism circuit development within the Park, the preparation of a Tourism Management Plan for Angkor and the general integration of tourism into the Park's resource management regimes.

It is appropriate that APSARA should coordinate donors and avoid overlap between projects. However, during this review it became clear to all associated with the APNRM&L that developing community-based tourism must be part of the CLT's brief. Communities are expecting the CLT to help them realize benefits from tourism. The APNRM&L scope should be to follow community interests into specific ventures. Addressing wider planning concerns, including how community tourism fits within APSARA's resource management methodologies should remain with the AHMF.

Ox Cart Example

The CLT-assisted, community-owned ox cart operation is a potential success story. It has the hallmarks of something simple that could grow into something large and high profile though the application of relatively small inputs of technical and business advice. Just as The New Zealand Aid Programme's Lombok pottery project worked with village craftswomen and created a major export business, there is the potential to help ox cart drivers become tourism operators. In 10 years time, an interpreted village experience by ox cart could be an option in all tour packages to Angkor, with Park communities as the exclusive owners.

This is the type of community-led initiative that the APNRM&L could take to market. The potential is there, but it will not work by wishing it well. The ox cart initiative began in 2010, but it is still in start-up stage. Nevertheless, the main tour operator reports high satisfaction from the tourists who have taken the 405 ox cart trips since Jan 2010.

Following Community Aspirations, including Ecotourism

Communities now seem willing to engage with APSARA in the belief that a well-managed regime of heritage conservation will eventually be in the best interests of those living in and around the Park. In future, the best measure for the APNRM&L could be how well the CLT is assisting communities along the development strands they wish to follow.

A wide net could be cast for expertise to assist the development agendas unearthed by Phase II. This will include village infrastructure, environmental issues, agriculture and handicrafts. It must also include ecotourism. Using ecotourism as the development tool in an integrated conservation and development approach is a field in which the New Zealand Aid Programme has a great deal of success in Asia.

Appendix 1 is a matrix created by Phillip Hewitt that was used during the review to discuss the community development sequence involved.



Engaging the Private Sector

The ox-cart idea originated in the private sector. Tourists were asking for village experiences. Creating opportunities for conversations between villages and tour companies may be all that is required to grow the community-based ox cart operation into something substantial. All tourism is based on partnerships. The people who sell village products have a stake in the quality of the product.

One successful element in the UNESCO / New Zealand Aid Programme Nam Ha project in Lao PDR was regular engagement with tour operators aimed at translating the needs of tourists into improvements to the community-based product. Just as a village weaver will take market and design advice from a wholesaler, a village tourism operator will take advice from the tour company that brings tourists.

As APNRM&L communities engage with ecotourism, more systematic engagements with the private sector could be required. Live and Learn has recently started helping the Cambodian Community Based Ecotourism Network (CCBEN - <http://www.ccben.org>) in Phnom Penh. CCBEN in turn has links with the Cambodia Chapter of the Pacific Asia Travel Association (PATA - <http://www.pata.org/Chapters/7015>). A conversation with Ms Sophea Sok (soksophea2009@gmail.com), Secretary General of the PATA Cambodia Chapter and until recently Coordinator of CCBEN, raised the prospect of PATA and CCBEN teaming up to assist the APNRM&L step towards the private sector tourism world in a coordinated way.

Networking in Ecotourism and Agriculture

Building a networking agenda into Phase III could be a useful way to mobilise assistance around APSARA. MFAT has links throughout Asia in ecotourism and agriculture. Inviting donors and projects to seminars could be a useful way to find expertise, share methods and to give the CLT a sense of the international relevance of its mission.

A networking seminar in ecotourism could exploit CCBEN links with ecotourism networks in other countries of SE Asia – e.g. The Indonesia Ecotourism Network (INDECON - <http://www.indecon.or.id/>) and the Thailand Community Based Tourism Institute (CBT-I - <http://www.cbt-i.org/main.php?&lang=en>). Networking in agriculture could start with the local IDE / NZ Action for Enterprise and ADDA / EU projects. Both are already active in the Park.

3.2.2 Community Participation in Resource Management

Focusing the APNRM&L Agenda

As noted above, the resource management and community participation objectives of Phase II could be collapsed into one objective on resource management through community participation. The aim could be to realise the full scope of APSARA's vision for the CLT. The existing emphasis on educating communities could remain, but be one part of a multi-faceted agenda to respond to APSARA's wider vision.

The AMP envisaged 20 Park Rangers and 5 Community Development Officers. As things stand, APSARA envisions the CLT encompassing both roles. Khun Neay remains strongly committed to the park ranger role. Neath and the individuals in the CLT team see themselves in that role. It is not appropriate for APNRM&L inputs to focus solely on equipping the CLT for a specialist role in community development.

The Heritage Park Ranger Role

A park ranger is a generalist. The essential craft of the ranger is “understanding the whole picture”. The ranger is required to know enough about all aspects of the park in order to identify problems and know where to go to address them.

Phase III could aim to cement the CLT in a “community-focused heritage park ranger” role. Engaging communities and facilitating community participation in resource management are the base skills around which generalist skills and knowledge of the ranger need to be added. This is the way towards Live and Learn’s ideal of creating a role model for World Heritage site management.

Angkor Management Plan:

“The park rangers will play an advisory and educational role alongside the community development officers and will help facilitate and advance solutions to community concerns and head off likely disputes by associating closely with the communities to development community awareness and understanding of APSARA, its crucial role and the need to manage the Park’s resources in a sustainable manner for the benefit of the future generations. The park rangers will be trained and schooled in matters relating to the Park landscapes, forests and irrigation systems and will act as eyes and ears for the Division of Water and Forestry as well as the Division of Community Development and Land Management. Together with the community development officers, they will be the front line of communicating and consulting with the communities on a continuing and daily basis.”

A Ranger Exchange with New Zealand

Ever since the time of the AMP, the core team has had an interest in bringing the New Zealand park rangers to Angkor. The New Zealand Department of Conservation has indicated willingness to consider some form of ranger exchange (Contact: Mr Andrew Bignell, Strategic Partnerships Manager, DOC abignell@doc.govt.nz). This could be a practical component of the Phase III.

MFAT in Bangkok has links with the Jolie- Pitt Foundation, working with conservation and communities elsewhere in Cambodia (see: <http://www.mjpasia.org>.) Jolie-Pitt Foundation managers in Cambodia have expressed interest in New Zealand park rangers also having inputs to the Foundation’s programmes. This prospect brings the potential for co-funding of a ranger exchange programme.

Monitoring the Evolution of the CLT

There is no template to follow for the CLT. Its evolution is an experiment. An important part of Phase III could be to help APSARA monitor and evaluate the experiment as time passes. Someone with a background such as Meas Nee’s would be ideal to lead the monitoring. He is able to advise in a practical way on community development methods while simultaneously evolving the overall conceptual framework. A small permanent team of community development specialists might evolve around this person, on hand to give advice and monitor the work of the CLT, thus completing the AMP’s vision.

Community Mapping Work

The APNRM&L’s mapping work deserves a review of its own. The results are extraordinary. Community mapping techniques were applied to photo mosaics produced ingeniously using

balloons and micro-light aircraft. The results are a series of useful maps, rich in land-use and cadastral information.

By the end of Phase II of the APNRM&L's (December 2012), the whole Park will be mapped. This will produce a thoroughly practical tool for APSARA's managers. The Park communities have taken to the maps well, finding their own uses for the maps. The initiative now has a life of its own. Phase III APNRM&L's could merely stay in touch with the continued progress of the mapping work, seeking to promote the development benefits as well as resource management benefits of the work initiated by the New Zealand Aid Programme.

3.2.3 Sustaining APSARA's Community Development Agenda

Adding a Higher Level Objective

HE Sok An, Deputy Prime Minister and Chairman of the APSARA National Authority, recently announced that "all projects at Angkor should contribute to the communities". Could this lead to an opportunity for a sustainable arrangement for funding the community-focused agenda in the Park?

A possible starting point could be to strengthen the role of the APNRM&L Technical Committee in Phase III. An empowered Technical Committee might provide MFAT with an exit strategy. Going forward further, perhaps it could become the Board of an APSARA Community Development Fund? Donors could contribute to the Fund and have a say on the Board.

There is support within APSARA to add a higher-level agenda in Phase III. Core team members see it as a way to solidify the gains they have made. In the first instance, key questions are: Could the Technical Committee have more budgetary clout in Phase III?; Could the same Technical Committee oversee other community-focused projects?; and Could the Technical Committee ultimately be recognised by the ICC as a champion of the community agenda?

In discussions on this matter, the simple diagrams in **Appendix 2** were used to illustrate a possible sequence to arrive at a sustainable arrangement for oversight and funding of the community agenda.

3.2.4 The Living Royal Angkor Road

The Concept

The "Living Royal Angkor Road" radiated from Angkor during the Angkor period, through what is now Cambodia and into areas that are now Thailand, Laos and Vietnam. Physical evidence remains in many places. Villages along these historic routes retain customs and rituals of the Angkor period.

The road is referred to as the "The Royal Road" in both Thailand and Cambodia. Researchers from both countries are collaborating around this topic (website: <http://larp.crma.ac.th/tikiwiki/tiki-index.php>). Collaboration has recently re-started after halting in 2008 due to cross-border political tensions.

Based within the Department of Land and Habitat Management is an interdepartmental team working on the "intangible heritage" of Angkor. The team is doing heritage mapping, working out what intangible heritage remains along the Royal Road. This valuable academic work may one day have great significance to the community tourism agenda in Angkor.

Long Term Potential

Creating corridors and circuits are key strategies in using tourism development to benefit poor communities. The World Tourism Organisation (UNWTO) has the Silk Road initiative - <http://silkroad.unwto.org/en>. ABD and JBIC are assisting the Footsteps of Lord Buddha circuits in South Asia. In both cases, the agenda is to create new tourism patterns as a hook for poverty-focused development.

The Greater Mekong Subregion (GMS) also has corridors, but these are largely economic corridors driven by transport imperatives. Tourism plays a relatively small part. Through the eyes of the general population of the six countries of the GMS, the Living Royal Angkor Road represents real GMS tourism corridors. One day in future the New Zealand Aid Programme and APSARA could help realise the huge potential this represents to use tourism as a development tool. Conceptually, the livelihood development successes of the APNRM&L within Angkor could be taken out along the Living Royal Angkor Road.

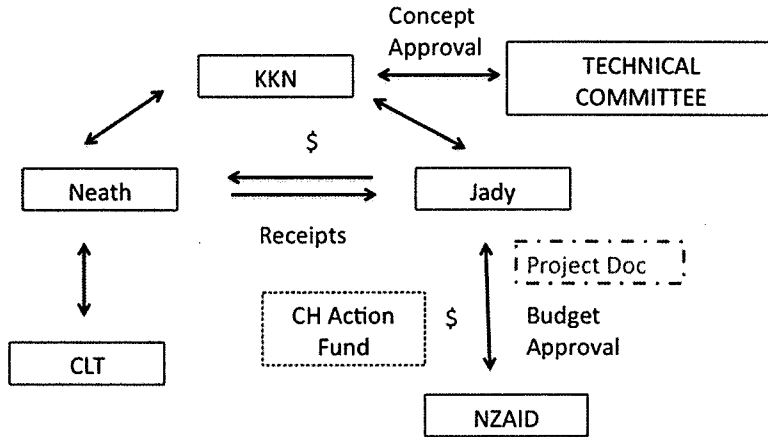
For this reason, staying in touch with the Living Royal Angkor Road project seems a sensible strategy. In the short term, understanding the notion of intangible heritage will help to motivate the CLT. In future, when the APNRM&L has achieved visible success in Angkor Park, it is inevitable that donors will question why the focus is on communities in a relatively privileged position. When this time comes, the Living Royal Angkor Road concept could be a vehicle for taking the APNRM&L software to new poor communities.

APPENDIX 1: Matrix developed by Philip Hewitt and used during the review to discuss the community development sequence of the APNRM&L

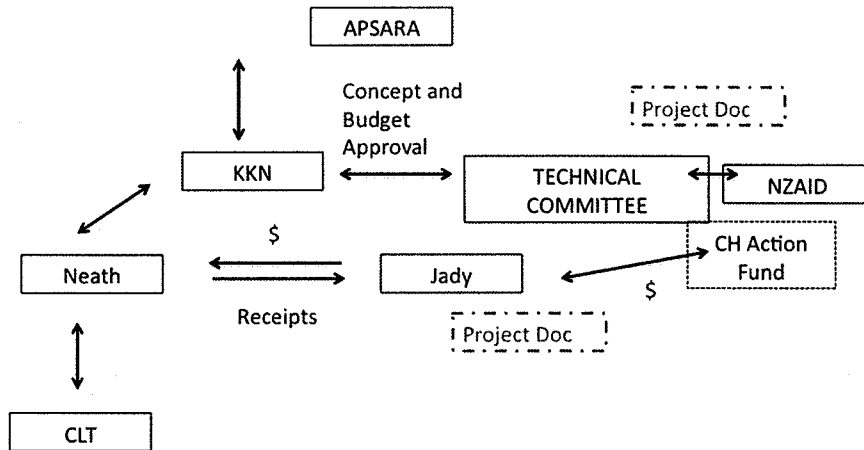
STAGE ONE	STAGE TWO	STAGE THREE
<ul style="list-style-type: none"> • Government & Private Sector are wealthy <hr/> <ul style="list-style-type: none"> • Communities are poor 	<ul style="list-style-type: none"> • Donors & NGOs works with APSARA and encourage private sector linkages 	<ul style="list-style-type: none"> • Government & private sector are engaged in community development <hr/> <ul style="list-style-type: none"> • Communities are richer through livelihood developments
	<ul style="list-style-type: none"> • APSARA & Province in partnership for sustainable development 	<ul style="list-style-type: none"> • Government processes include support for community development through entry fee funds <hr/> <ul style="list-style-type: none"> • Private sector and wealthy communities in partnerships producing "heritage livelihoods"

APPENDIX 2: Diagrams used during the review to discuss a possible sequence towards sustainable arrangements for oversight and funding of APSARA's community agenda

1. Decision making now



2. Decision making some time soon



3. Decision making in years to come

