



PROJECT REFERENCE

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***All documents are available on  
CHARM Website: [www.charmproject.org](http://www.charmproject.org)***

## LIST OF ACRONYMS

AIT	Asian Institute of Technology
AFD	Agence Francaise pour la Cooperation
ATN	Andaman Triangle Network
BAAC	Bank of Agriculture and Agricultural Cooperatives
CBT	Community-Based Tourism
CDD	Community Development Department
CHARM	Coastal Habitats and Resources Management
CHEER	Coastal Habitat and Environmental Education Resources toolkit
CCOM	Coastal CO-Management toolkit
CRM	Coastal Resources Management
CPD	Cooperative Promotion Department
DMCR	Department of Marine and Coastal Resources
DNP	Department of National Park, Wildlife and Plant Conservation
DOF	Department of Fisheries
DOLA	Department of Local Administration
DWR	Department of Water Resources
EC	European Commission
EPQD	Environmental Quality Promotion Department
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
FMO	Field Management Unit
GEF	Global Environment Facility
ICM	Integrated Coastal Management
IDCG	Inter-Department Coordinators Group
IOC/UNESCO	Intergovernmental Oceanographic Commission/UNESCO
LDD	Land Development Department
MC	Ministry of Communication
MCS	Monitoring, Control and Surveillance
M&E	Monitoring and Evaluation
MNRE	Ministry of Natural Resources and Environment
MOAC	Ministry of Agriculture and Cooperatives
MOI	Ministry of Interior
MTS	Ministry of Tourism and Transport
NESDB	National Economic and Social Development Board
OAE	Office of Agricultural Economics
OEPP	Office of the Natural Resources and Environmental Policy and Planning
PAO	Provincial Administration Organisation
PMBC	Phuket Marine Biological Centre
PMU	Project Management Unit
PSC	Project Steering Committee
REST	Responsible Ecological and Social Tour Project
RTF	Rak Thais Foundation
RTG	Royal Thai Government
SAN	Save Andaman
SDF	Sustainable Development Foundation
SEAFDEC	Southeast Asian Fisheries Development Centre
TAO	Tambon Administration Organisation (Ao.Bo.Tor)
TAT	Tourism Authority of Thailand
TEI	Thailand Environment Institute
TFF	Thai Fund Foundation
UNEP	United Nations Environment Programme
WFT	World Wide Fund Thailand
WI	Wetlands International

# 1. Introduction

CHARM (Coastal Habitats and Resources Management) is a five years project jointly supported by the Royal Thai Government and the European Union. Under the Financing Agreement signed in 2001 between the European Community and the Kingdom of Thailand, CHARM specific objectives are to design and establish the coastal habitats co-management framework and procedures in two Southern Thailand areas that can serve as models to be replicated elsewhere in the country.

Operating under the Department of Fisheries, supervised by a Project Steering Committee composed of sixteen public Departments and two national private associations, and covering five provinces, the CHARM project is to be considered as a national project with the purpose of impacting local and national coastal-related policies in a positive and sustainable manner.

The underlying rationale of co-management has been defined as follows: sound and equitable coastal resources management cannot be achieved without partnership arrangements in which community and government share the responsibility and authority for the management of natural resources. It is a process that is less focused on the final result, but more on how the work is carried out and it has clear connections to participation and sustainability. Co-management works at the interface between the ecosystem and the human system, seeking changes in the state of the first through changes in the behaviour of the second.

Experience is teaching that tailoring the principles and the practices to the socio-cultural and biophysical conditions of a specific place lies at the heart of success. In Thailand, the current phase of “managed democracy” seems to head to a democratic government after the holding of general elections to be held on 23 December 2007, while the 2007 constitutional framework confirmed the decentralisation move including the two driving forces of co-management, which are:

*Persons assembling as to be a community, local community or traditional local community shall have the right to conserve or restore their customs, local wisdom, arts or good culture of their community and of the nation and participate in the management, maintenance and exploitation of natural resources, the environment and biological diversity in a balanced and sustainable fashion (Chapter III - Part 12 – Community Rights – Section 66)*

*Subject to section 1, the State shall give autonomy to local government organisation with the principle of self-government according to the will of the people in a locality and shall encourage local government organisation to be the principal public services provider and to participate in rendering resolution to any problem occurring within its vicinity (Chapter XIV – Local Administration – Section 281).*

The aim of this final report is to review the progress and performance of the project in the moving national and local political and socio-economical contexts, to analyse the lessons learned and come up with practical recommendations for the short- and medium-term development of coastal zone governance and management in Thailand.

## 2. Review of Progress and Performance

### 2.1 Policy and Programme Context

#### Kingdom of Thailand socio-economic features

Population: 63.5 Million (Urban: 32.5%)

GDP contribution	Agriculture:	9.9%
	Industry:	44.1%
	Services:	46.0%
Employment distribution	Agriculture:	45.0%
	Industry:	20.0%
	Services:	35.0%

Source: *The Economist Pocket World in Figures, 2007*

**Geographical context** – From the above and considering the project area provinces, only Phuket is reflecting the national pattern. The other provinces (Phang Nga, Krabi, Trang, Surat Thani) are still rural areas with the Agriculture sector contribution to the Gross Provincial Product varying between 38 and 52% (NESDB, National Accounts, 2006). The criteria for the selection of the two project areas, Phang Nga Bay and Ban Don Bay, were therefore founded on a combination of marine habitat protection and socio-economic development needs.

Phang Nga Bay was selected as a region with marine ecosystems of important protection interest as there are several national parks and wildlife sanctuaries in the area. A further subdivision has then been made between the Trang province, where development pressures have so far been relatively limited, and the Phang Nga and Krabi provinces, where there are significant development pressures.

Ban Don Bay was selected as a region with very productive ecosystems but with more limited protection interest. The protection issues are primarily related to sustainable production, such as conservation of breeding areas. It is a region with intense development pressures, and numerous management conflicts between uses.

In both areas, conflicts about natural resources allocation, weak and non coordinated grassroots-level organisations, overlapping responsibilities and conflicting jurisdiction of coastal resources among key government agencies in the on-going decentralisation process, are considered as major co-management issues.

**Political and institutional context** – The political and institutional context has gone through several significant changes throughout the project preparation and implementation phases. Several months before the starting of the project, the creation of the new Ministry of Natural Resources and Environment and its Department of Marine and Coastal Resources (DMCR) drained about 200 staff from the Department of Fisheries (DOF) including the CHARM preparation team. This prompted a period of 2 years when DOF and DMCR would not cooperate with one another.

There was then a dramatic change mainly provoked by the Tsunami of December 2004 and the need to coordinate the relief and emergency phases in collaboration with NGOs and CHARM.

On 19 September 2006, a military coup disposed the Thaksin government, instigated marshal law and nullified the 1997 Constitution. The new 2007 Constitution was endorsed by referendum on 19 August 2007 maintaining the rights of communities and the mandate of local governments to plan for the management of natural resources

within their territory. At provincial and local levels, these events have generated uncertainty amongst the decision-makers be it State representatives like provincial Governors or elected representatives like Heads of Provincial Administration Organisation (PAO) or Tambon Administration Organisation (TAO).

In the meantime, the overall territorial administration setting in Thailand remained unchanged (Figure 2).

**Programme phasing** - Throughout this period, the project has been thriving to adapt and turn the different events into opportunities. Among them, the Tsunami catastrophic event has been a turning point in regard to the visibility and implementation of the project. Compared to the planned one (Figure 1) and with the same content, the actual phasing may be characterized as follows:

1998-2002: *Project initialization and feasibility study.*

2002-2004: *Project starting and long warming up:* looking for partners through establishing communication flow, identifying the existing national expertise, passing first partnership agreements.

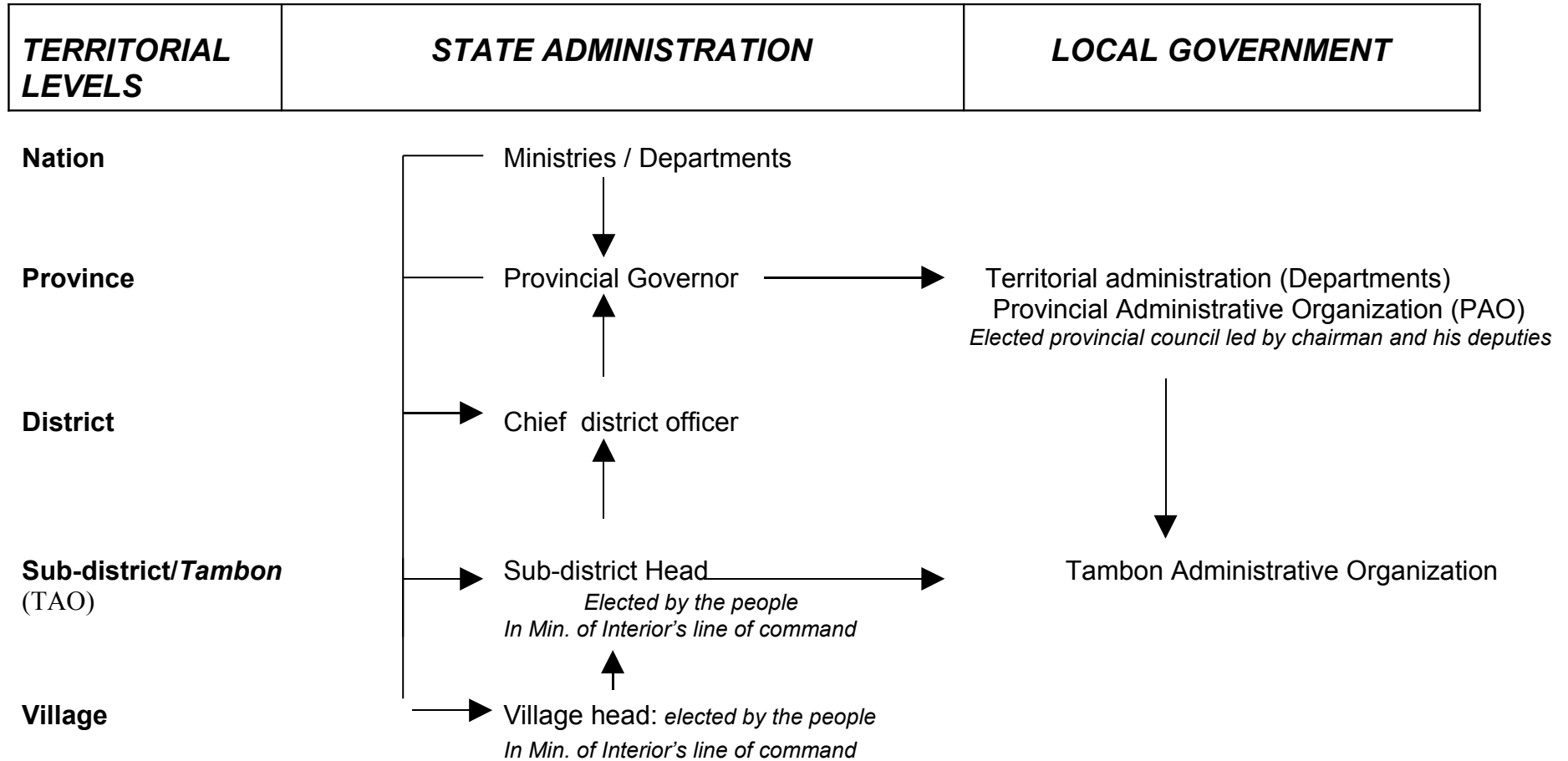
2004-2006: *Project motoring:* turning Tsunami aftermath into an opportunity: partnership with NGOs network, Save Andaman Network; participation to government Task Forces; dialogue with donors; starting working with local governments.

2006-2007: *Project speeding up for smooth shifting out:* field projects and community organizations strengthening; local governments strengthening and networking; promoting national dialogue and policy green paper; linking with projects and donors for continuation of activities.

**Figure 1 – CHARM development scenario as per the Overall Work Plan**

<b>Phase I - Preparation 2003</b>	<b>Phase II – Implementation 2004-2007</b>	<b>Phase III – Consolidation .... 2007</b>
<p><i>Start up, data collection and strategy identification</i></p> <ul style="list-style-type: none"> <li>• Establishment of the project structure</li> <li>• Establishment of the M&amp;E system</li> <li>• Establishment and running of project communication system</li> <li>• Collection &amp; analysis of existing information on pilot areas</li> <li>• Stakeholders consultation, selection of sites and in depth baseline surveys</li> <li>• Preparation of field projects and preliminary co-management arrangements</li> <li>• Linkages with governmental institutions and coordination</li> <li>• Identification of needs and implementation of training and first research studies</li> </ul>	<p><i>Project management and M&amp;E</i></p> <p><i>Institutional and regulatory framework strengthening</i></p> <ul style="list-style-type: none"> <li>• Follow-up of PSC, Advisory groups and Provincial WG</li> <li>• Impact assessment of national policies, laws and regulations</li> </ul> <p><i>Development of local co-management arrangements</i></p> <ul style="list-style-type: none"> <li>• Implementation of field projects</li> <li>• Participatory monitoring and volunteer surveillance</li> <li>• Partnership agreements</li> <li>• Alternative livelihoods develop.</li> </ul> <p><i>Strengthening of supporting services</i></p> <ul style="list-style-type: none"> <li>• Training and educational services</li> <li>• Information / Communication</li> </ul>	<p><i>Consolidation phase starts building up from Phase I, the last year being more particularly devoted to synthesis and transfer of experience</i></p> <p><i>Consolidation, extension and sustainability</i></p> <ul style="list-style-type: none"> <li>• Design and diffusion of technical manuals and promotional materials</li> <li>• Co-management arrangements and procedure guidelines (model/process)</li> <li>• Institutional arrangement recommendations for ICM</li> <li>• Legal framework recommendations for ICM</li> <li>• End-of-project final workshop and lessons learned</li> </ul>

**Figure 2 - Territory-based administrative structure in Thailand**



## 2.2 Objectives Achieved

**Overall objectives** – The CHARM project does not operate as an enclave in the overall system. It is an intervention to aid the Department of Fisheries and its immediate topic-related agencies like DMCR in their performance. It is therefore realistic to expect that CHARM will make a difference that is incremental and cumulative with other initiatives that have been systematically considered by the project for synergies development.

One of the most demonstrative results is the improvement of the fisheries status in Phang Nga Bay: Figure 3 shows that after the expansion of the prohibited area for trawlers and push netters in 1998, the production of marine product in Phang-Nga Bay has slowly increased over the 1997-2005 period, although not so smoothly. This was the assumption behind the progressive removal of destructive fishing gear from the area. While push netters and pair trawlers were effectively removed in 1998, beam trawlers catching shrimps and operating inshore were given an extra five years to operate in the bay.

Consequently, the production from beam trawlers (yellow colour) shows a slightly upward trend until 2003 but a sharp decline by 2004, as they were banned from the main part of the bay, while the value of marine products rose within the same period (Figure 4) more particularly due to shrimp catches increase but also higher quality products. This confirms that small beam trawlers hardly survive in deeper waters and that their operators have either converted their operation or relocated.

After projects such as BOBP (Bay of Bengal Project), CHARM strongly contributed to this result through its alternative livelihoods related-field projects and the development of the MCS network in Phang Nga Bay.

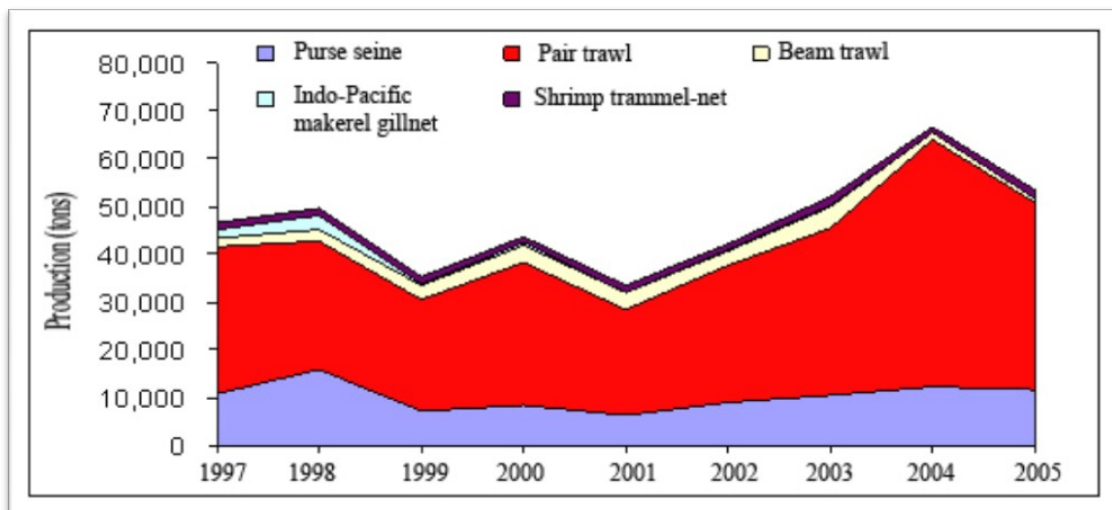
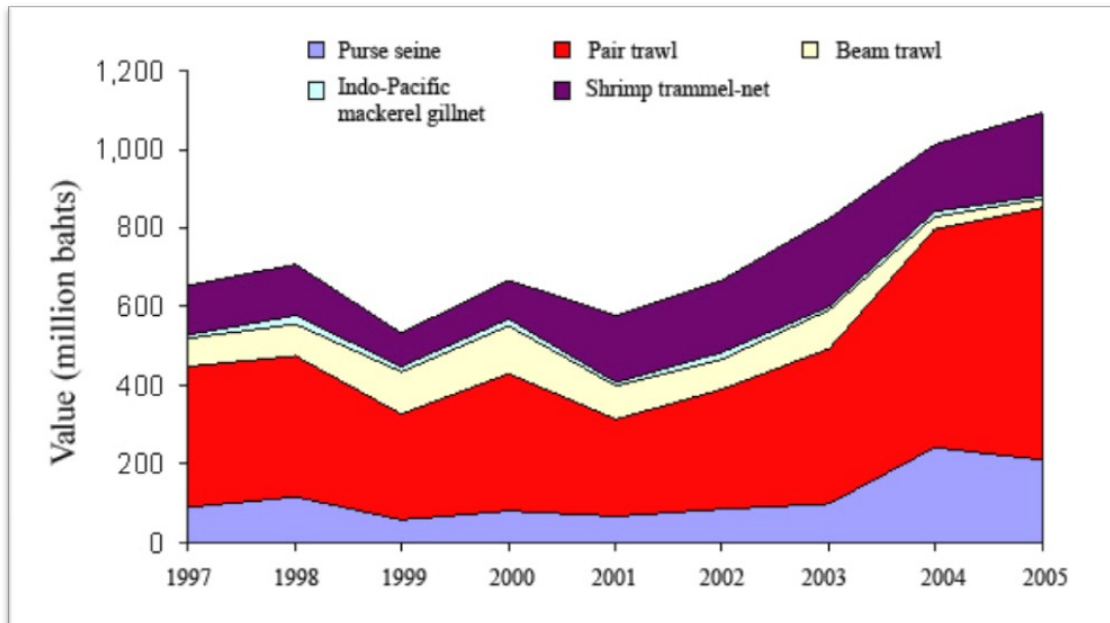


Figure 3 - Volume (tons) of marine product caught by small-scale and larger-scale fishing operations in Phang-Nga Bay during 1997-2005



**Figure 4 - Value (million bahts) of marine product caught by small-scale and larger-scale fishing operation in Phang-Nga Bay during 1997-2005**

Source: Compiled from Technical Report on Aquatic Resource Conservation, Andaman Sea Fisheries Research and Development Centre, Department of Fisheries, 2007

**Specific objectives** - Since co-management and decentralization are bound to develop together in Thailand, there are two essential governance levels (Figure 2) to consider: the Tambon Administration Organisation and/or Municipalities, and the Provincial Administration Organisation. On this basis, any seascape unit like Phang Nga Bay, Trang Seas or Ban Don Bay will see its strategic planning underpinned by Tambon or inter-Tambon, Province or inter-province strategic planning. The political negotiation will take place at these local government levels as discussed later under section 4 (Lessons learned).

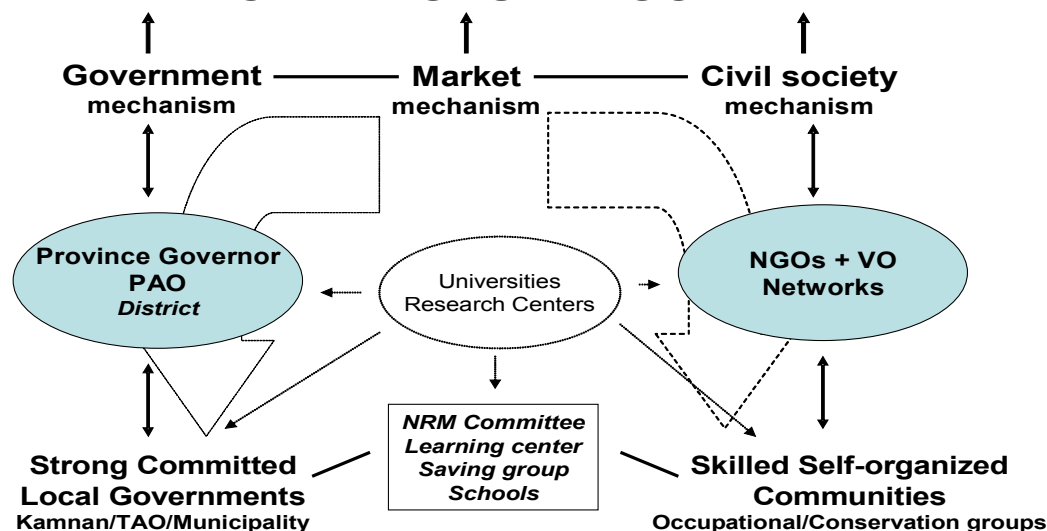
Therefore the future of coastal resources co-management in Thailand is on one hand with skilled self-organised community-based organisations and on the other hand with strong, committed and enlightened local governments (Figure 5). Once these two driving forces come together as partners, there are good chances that local projects will not remain isolated, or that provincial and national efforts will not fail to take into account local variations in capability and conditions. This is the basic scheme or model (Figure 5) that comes up from CHARM efforts to promote co-management at different scales of intervention through local government unit and territories as follows:

- The Tambon or sub-district through up-scaling conservation/occupational groups networking, strengthening of Tambon Administration Organisation and institutional arrangement for communication and sharing of knowledge.
- The Province through, at first, up-scaling specific issues related to conservation/occupational group networks like MCS (Monitoring Control Surveillance) or CBT (Community-Based Tourism).
- The seascape units including Chalong Bay, Phang Nga Bay, Trang Seas, and Ban Don Bay where boundaries may be more easily related to ecosystem boundaries. Within these seascape territories CHARM has given the tools for dealing with smaller coastal management units in the frame of the vulnerability indexing and mapping approach.



The preparation of a national coastal zone management policy, actively promoted during the last year of the project, should be based on these co-management initiatives at Tambon, Province and seascape levels.

## ICM: IMPROVED COASTAL GOVERNANCE

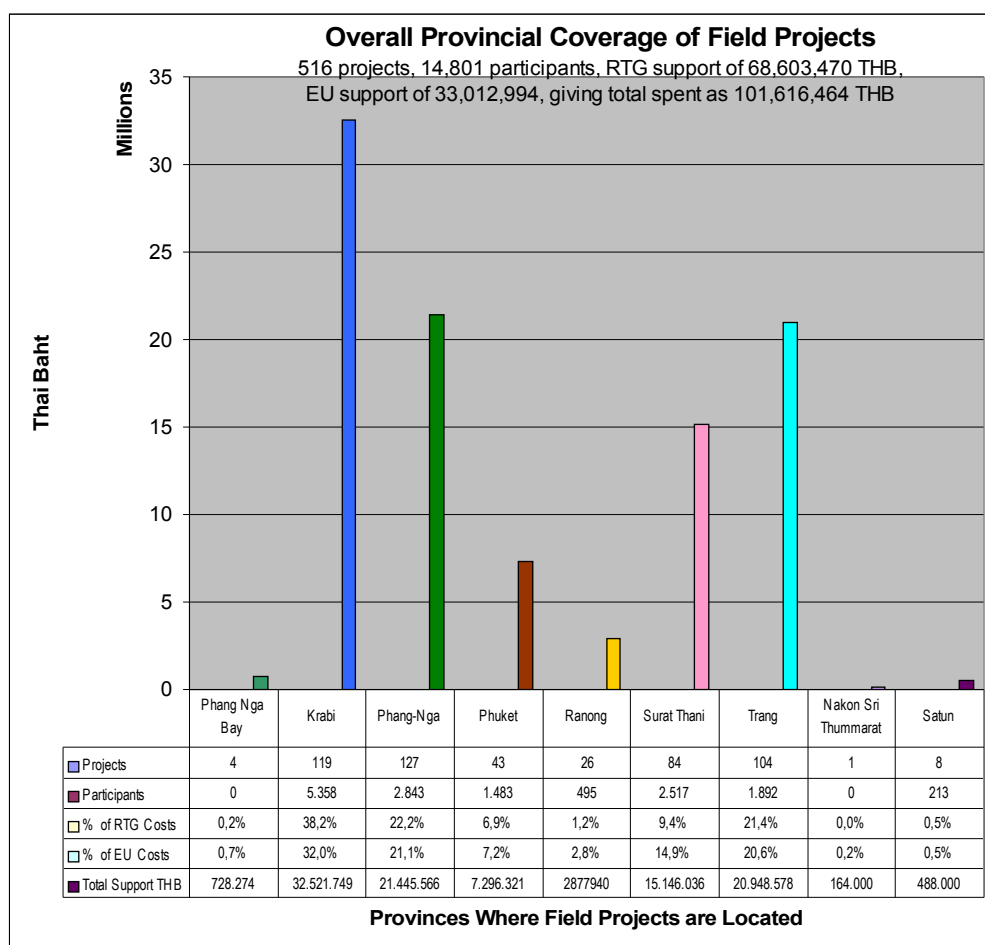


**Figure 5 – Co-management arrangement scheme:** *improved coastal governance towards Integrated Coastal Management (ICM) depends on government, market and civil society mechanisms. At local level, it is conditioned by both skilled self-organized communities and strong committed local governments with negotiation and planning (Natural Resources Management Committee), learning (Learning centre) and financial (saving group) facilitating platforms. The awareness and contribution of the Education sector (schools) is considered as crucial for today and tomorrow. The upscaling process operates through the provincial governance level and volunteer organisations (VO) supported by coordinated Department provincial offices and NGO networks. As a driving force, the market mechanism calls for Public-Private partnership agreements. Knowledge centres (universities, research centres) got committed in the governance process through practicing useful knowledge transfers to users and decision-makers.*

In mainly six provinces in Southern Thailand, the CHARM project supported:

- 270 fishing groups including 167 through aquaculture projects, 38 with fisheries development, and 65 that shifted gear to stop using destructive fishing methods.
- 121 groups in various coastal resource management activities, which included community-based tourism, promotional activities and institutional strengthening.
- 74 groups in their livelihood endeavours including 24 that support sea food processing income generation like grilled shrimp, smoked mackerel and fish sauce.
- 51 groups in MCS, habitat monitoring, beach cleaning, and habitat conservation.

**Table 1 - Geographical distribution of overall active field projects**





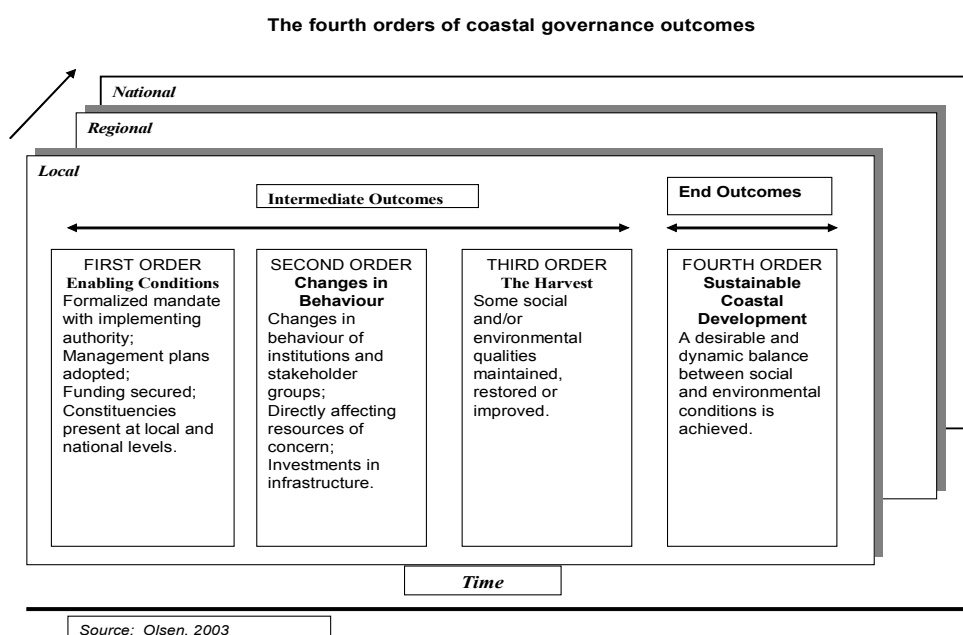
**Figure 7 – Project co-management approach as spreading across the coastal provinces of Thailand.**

*Expansion and spreading the word on the benefit of co-management* – The Tsunami aftermath has seen, to a certain extent, the expansion of the CHARM areas of intervention to Satun, Phang Nga province western coast, and Ranong where is located Tambon Kampuan, one of the best co-management case-studies. Then the spreading of word has led the project to start exchanging with other provinces interested in the CHARM co-management approach as shown in the above Figure 7. This has laid the foundations of the ICM National Dialogue between CRM projects from at least 16 coastal provinces.

## 2.3 Sustainability

Under its section on Monitoring and Evaluation, the Overall Work Plan did mention that “achieving such goals as improved quality of life for coastal communities while maintaining biological productivity and biodiversity in populated coastal regions requires efforts that must be sustained over many decades”. These efforts may be measured along a sequence of outcomes (Figure 8). In the case of the CHARM project, a national project implemented at local level, some expressions of First, Second and Third Order outcomes have been accumulating concurrently mainly at local and provincial level provided that at the same time many other projects and policies are contributing to making progress too.

**Figure 8 – The four orders of coastal governance outcomes**



Source: S.B. Olsen Ed., 2003. *Crafting Coastal Governance in a Changing World*. Coastal Management Report #2241, University of Rhode Island Coastal Resources Center/USAID.

### **First order: Enabling conditions**

*Capacity instilled within individuals and expressed through institutions* – Learning-by-doing, complemented by education, specialized training and exchanges among practitioners (study tours) have been combined together and tailored to the identified needs in the specific places, mainly at village, Tambon, district and seascape levels. Integrating forms of analysis and thought have begun to find expression in the school CRM curriculum, the community-based habitat monitoring initiative, or the use of the balance score card in regard to occupational groups monitoring. In order to circumvent the danger of seeing the learning remaining within personal experience of individuals concerned, this one has been documented and codified as much as possible through guidebooks, good practices, manuals and case studies, hence the CHEER (CHARM Habitat and Environmental Education Resource), the CCOM (CHARM Coastal Co-Management) and the FMP (Fund Management Package) Resource Kits.

*Constituencies and stakeholders' participation* – Voluntary compliance to the co-management approach as promoted by the CHARM project has taken several forms like occupational and conservation groups, Tambon CRM committees, schools, information and learning centres, provincial and seascape networking. Beyond providing information, connection has been made as much as possible to the values and beliefs of the concerned stakeholders so that they develop a real ownership of the co-management approach. Because of its nested governance approach and since “all politics is local”, constituencies have been built village by village, Tambon by Tambon, Province by Province, the main remaining challenge being the consolidation of their networking through developing common visions and long-term objectives.

At national level, DMCR, acting as Secretariat, has accepted to submit the Coastal Resources Management Green Paper and its Policy Brief to the National Marine and Coastal Resources Sub-Committee.

*Commitment to a co-management and ICM agenda* – Wherever capacity and constituencies have been built, a co-management agenda must be formalized to have legitimacy. The rules must be made explicit knowing that the political complexity of winning formal commitment increases at higher levels of hierarchy or governance. The agreements that have been promoted and signed at village (field projects, schools), Tambon (CRM committee, Information and Learning Centre), province (CBT, MCS, aquaculture zoning, CRM planning), or seascape levels are commitments from community organizations and local government that should signal the beginning of a long-term effort between stakeholders themselves and with the authority and the financial capacity. At the end, government commitment is essential to support the process. In that regard, Provincial Administration Organizations (PAOs) supported by the Governor have still to clearly acknowledge and commit themselves to the promotion and up-scaling of what is currently happening at Tambon level.

At national level, the National ICM Dialogue works at bringing together civil society organizations (NGOs, Volunteer Organizations) and local governments for sharing experiences from all over the country and progressively engaging in a dialogue with the government technical departments. It is expected to get formalized soon and start contributing to the development of common tools and the up-scaling of local experiences.

### ***Second order: Changes in behaviour***

*Changes in the behaviour of institutions and interest groups* – Thanks to its partners network, CHARM has promoted working examples of Task Forces, mainly in Trang province and in Phang Nga Bay with the Andaman Triangle Network. In Trang, the running of the Task Force has been facilitated by Save Andaman Network (SAN) and the Sustainable Development Foundation (SDF). The Task Force includes the provincial police, DOF, DMCR, small-scale fishers network and many other partners. The Andaman Triangle Network (ATN) is a strong forum but which still needs a formalized expression (Task Force or coordination structure) if it is to be used to engage seriously with policy makers. A very positive point is that DMCR has already taken over responsibility for the ATN process following an MOU signed between DOF, Sukhotai Thammatirat University and the NGO Worldwide Fund Thailand. Currently, the MCS volunteer network is the most promising ATN support while under formalization with each of the three provinces concerned (Phuket, Phang Nga, Krabi).

*Investments in equipment supportive of co-management policies and plans* – These concern, mainly through the field projects and within agreements with Tambon local authorities, the replantation of seagrass, the reforestation of mangrove, the physical zoning of near-shore areas against trawling activities, the removal of a clam spat collecting area for natural conditions restoration, waste disposal and bio-transformation.

**Third order: The harvest** - The harvest is considered as the reward for adequate and sustained achievements in institutional and behavioural change. Under the section 2.2 (Objectives achieved), the fishery catches increase in quantity and value for certain species (shrimp) has been put in evidence provided that it is well understood that the CHARM project has strengthened up a trend that was already there after years of negotiation between fishers and DOF. Another most spectacular result of restoration work is in Tambon Liled with the fast-growing mangrove auto-reforestation after supporting MCS volunteers and physical zoning of the concerned area.

The same could be said when coming to the quality of life aspect. The CHARM impact assessment study has nevertheless shown that CHARM has significantly contributed to improving opportunities to generate income through the promotion of traditional and alternative livelihoods in a number of villages and Tambon.

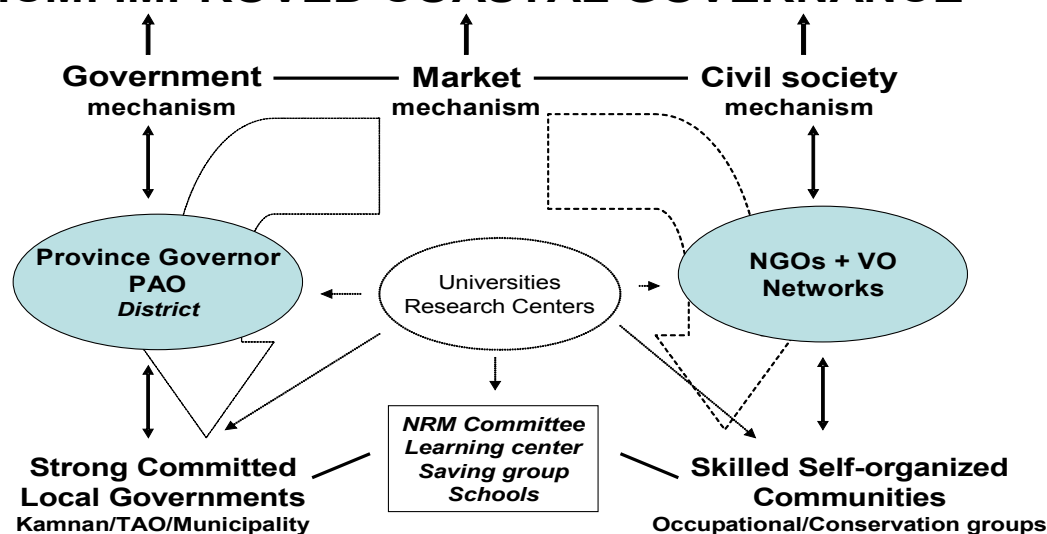
At the end of the project, third order outcomes that are at least in part attributable to the project activities, are still limited to small demonstration sites although coastal habitat and resource improvements may be expected over the longer term at sea-scale with the running and strengthening of MCS volunteers networks in Phang Nga Bay, the Trang Seas, and Ban Don Bay.

**Fourth order: Sustainable Coastal Development** – The difference between the third and fourth order outcomes is that sustainable development requires achieving the yet-to-be defined balance among societal and environmental qualities in given coastal places. Sustainable development is not achieved if, for example, mangrove reforestation is occurring but part of the people associated with them cannot access yet to health services and/or to school education...

### 3. Recommendations

The below co-management approach and the following recommendations are to be placed in the overall framework of His Majesty The King of Thailand's "Philosophy of the Sufficiency Economy" as reflected in the Ninth (2002-2006) and now Tenth (2007-2011) National Economic and Social Development Plans to achieve a balanced development and proper well-being for Thai people.

#### ICM: IMPROVED COASTAL GOVERNANCE



**Figure 5** – Co-management arrangement scheme: improved coastal governance towards Integrated Coastal Management (ICM) depends on government, market and civil society mechanisms. At local level, it is conditioned by both skilled self-organised communities and strong committed local governments with negotiation and planning (Natural Resources Management Committee), learning (Learning center) and financial (saving group) facilitating platforms. The awareness and contribution of the Education sector (schools) is considered as crucial for today and tomorrow. The upscaling process operates through the provincial governance level and volunteer organisations (VO) supported by coordinated Department provincial offices and NGO networks. As a driving force, the market mechanism calls for Public-Private partnership agreements. Knowledge centres (universities, research centres) got committed in the governance process through practicing useful knowledge transfers to users and decision-makers.

The recommendations are articulated within the above co-management and coastal governance development framework. They may be considered separately while looking at their contribution to the overall co-management and coastal governance vision as shown above.

**Develop a vision articulating the elements of coastal governance** – The co-management for coastal governance vision (Figure 5) encompasses the nation as a whole and adopts the nested governance recognizing the dynamic interplay and the flow of information and resources circulating among and between layers of government, the economy and the social fabric of territories. When constituency on



community-based management (CBT) is achieved in one Tambon with a strong leadership (Liled) and technical support (CHARM-REST), it sparks the province of Surat Thani to come up with a CBT development plan for the whole province. It is also how the idea of livelihood saving group network spread from several Tambon located in Phang Nga and Phuket provinces to another Tambon (Kampuan) in Ranong province, which in return developed the concept which is now at the centre of the Social Support Project led by the NGO Raksthai.

**Strengthen up and expand co-management arrangements at local and provincial level** – CHARM has been dealing with areas with quite different natural and administrative boundaries with more or less success in setting up with co-management arrangements for CRM planning. They are, 1) the village through conservation/occupational group strengthening and networking, 2) the Sub-district through the setting up of Natural Resources Management Committees, Information and Learning Centres, Saving groups and school network, 3) the Province through issue-related agreements (CBT, MCS) and planning support and, 4) the seascape management units like Chalong Bay, Phang Nga Bay or Ban Don Bay leading the way towards a more ecosystem-based approach.

These co-management arrangements are in their infancy and have still to be strengthened keeping in mind that doing this, it is important not only to focus on individual project products, but to remain strategic. With a vision (Figure 5) and a road map in mind, it may become easier to bringing practitioners from different projects and institutions to work closely together and to sketch out a common map where each party keeps its role and scale of intervention. At national level, the ICM National Dialogue is based on the same rationale.

**Find a way to relate to each other's stories** – Project leaders need to be able to find a way to relate to each other's experiences. Although each local or regional project has a different starting context, each one is actually going through the same system of actors, institutions, processes and interactions, while they would be stronger at doing one thing than another. As a whole, they present comparative advantages that may strengthen the co-management and ICM process at local and national levels. Such is the goal of the ICM National Dialogue initiated almost a year ago (December 2006) between PEMSEA and CHARM, respectively meaning the Chonburi Local Government Network in the upper part of the Gulf of Thailand, and the Phang Nga Bay/Ban Don Bay areas in the upper South of Thailand.

When the industrialized and therefore rich but environmentally threatened province of Chonburi comes up with a strong network of Municipalities, the Phang Nga Bay rural area sees skilled self-organised community groups developing through the Andaman Triangle Network though still in need of local government support. Clearly, although in a different socio-economic context, the two initiatives have much to learn from each other while making other projects benefiting from their learning (Figure 17).

**Figure 17 – Basic sketch of nesting CRM project elements**



***Continue strengthening the occupational group networks*** – A strong focus on sustainable livelihood development facilitates marine conservation initiatives. Initial field projects focused on single village occupational group development. With the help of tools like the Fund Model Package, this has evolved over the years to multiple village occupational groups and more recently to occupational group networks legalized as *community enterprises* and *community network enterprises* under the support of the Agriculture Extension Department. An example of this can be found in Chalong Bay where CHARM has been engaging fishing community network from three Tambon located in the bay. The formation of thematic occupational group networks may enable these groups to develop their own saving system, access funds from rural banks, increase marketing power and share transport costs. The intention of the strengthening strategy is to identify common problems, such as the lack of certain product development skills, appropriate packaging development or marketing research to develop links, and bring groups together that produce a similar product or face a similar problem. Groups are brought together through training workshops or study tours. The Post-tsunami phase of the EU-funded Social Support Project is working in that direction in the same areas as CHARM's, under the technical guidance of one of its important partners, the NGO Raks Thai Foundation.

***Support the further development of coastal CBT in Thailand as an income-generating and conservation awareness activity*** – Community-based tourism (CBT) development has been a specific and meaningful activity within CHARM since it makes the link between community-based income-generating and conservation activities. Besides the ex-NGO REST, now promoted as a CBT Institute, there are quite a few agencies promoting CBT in Thailand: Thai Eco-Tourism and Adventure Travel Association (TEATA), Thailand Research Fund (TRF), Thammasat University –Asian Centre for Tourism Planning and Poverty Reduction (TU-ACTPPR), and policy makers such as TAT and Tourism Development Office. In addition, the Thailand Tourism Awards (Kinnaree Award) are presented to communities around Thailand for success in tourism that promotes environmental conservation and cultural preservation. It is therefore time to coordinate these efforts under a task force that could be set up under the Ministry of Tourism and Sport (MOTS). This CBT task force would have ramifications in each province that could take the form of a CBT provincial task force as it is the case in Surat Thani, and among others would promote CBT standards and monitoring mechanisms and contribute to the CBT marketing strategy development at national level. A more detailed approach will be made available in the CHARM Coastal Co-Management toolkit.

***Seek and encourage the engagement of the private sector*** – CHARM did work with the diving industry in Phang Nga Bay and some tourist operators but did not or could not include in its co-management activities the important private sector stakeholders that are the shrimp farmers and commercial fisheries though slightly in its last fisheries conflict resolution study. With some reasons, the Department of Fisheries made the choice not overlapping its specific policies in regard to these groups. Nevertheless, as shown in Figure 5, the private sector engagement is essential to any governance improvement and hence coastal resources co-management. Since private entrepreneurs including commercial fishery fleet owners are becoming more aware about the environmental issues (CHARM has been contacted by a large seafood company in Samut Sakorn for giving co-management advice), they should be more systematically included in regional and local discussion and co-management arrangements. Rather than considering the private sector as

antagonist or at best as mere sponsor, it is better to look at it as potential partner for the sustaining of activities.

***Continue supporting the Andaman Triangle Network and formalize it*** – The approach here has focused on combining occupational groups and CRM activities at the village level or with multiple villages. The focus here is to facilitate lateral networking between groups so they can aggregate their activities into small self supporting networks based on a common occupation. Enabling conditions are built for groups to help solve each others problems, conflicts and develop skills. Since Phang Nga Bay has already a long story of conflicts and negotiations and is a naturally shared seascape unit, MCS volunteer networking has been strongly promoted by CHARM. Annex 1 illustrates how these activities link together and shows the gaps that CHARM has tried to address in the last implementation phase of the project. DMCR has now taken over responsibility for the ATN process that could be soon facilitated by the creation of an ATN formal structure leading to the setting up of a coordination unit and the recognition of Tambon and province authorities. Technical discussions are ongoing between CHARM, DMCR and IUCN to make Phang Nga Bay one of the target areas of the next “Mangrove For the Future” national project. As recommended by the final evaluation team, the MCS network, its strengthening and extension to other areas, could be the first issue tackled by a newly created ATN structure. It is worthwhile highlighting that UNEP is currently considering using the MCS networking process as a model for successful promotion of environmental security in coastal environments.

***Support coastal resources and marine spatial planning at Provincial level*** MOUs with Provincial Administration Organisation (PAO) were to support coordinating Task Forces, CRM/CBT advisory boards, MCS network, and planning activities. Vulnerability mapping in Phang Nga Bay and Ban Don Bay and their GIS have been transferred and incorporated, particularly in the case of Surat Thani and Krabi provinces. Zoning and planning activities have been encouraged with Phuket (Aquaculture) and Krabi (CRM master plan). CHARM has therefore contributed to some elements of future marine spatial planning at the scale of the province and coastal units like Ban Don Bay or Phang Nga Bay. With the officially announced improvement of provincial development planning and the coordination of its associated budget, the new Fisheries Law and the Marine and Coastal Resources Management Act on the works, marine spatial planning as analogous to land-use planning, should be encouraged not just as a technical measure but as a process leading to a shared plan or vision for a marine region.

***Create the enabling conditions for a more coordinated approach between government agencies*** – The Department of Fisheries and other government agencies provide their services as prescribed by the national policies, National Economic and Social Development Plans, pertinent laws, and their organizational mandates. Every fiscal year, they concoct their annual plans and submit them to the approving authorities and the Budget Bureau. Once these plans have been approved with the associated budget, they are expected to strictly follow the rules pertaining to fund disbursement and accounting to the designated beneficiaries. Placed in a high social hierarchy, it is unlikely that government officers will go beyond their prescribed functional territories. To a certain extent, the PSC members and Inter-Departmental Coordinators have been a reflection of that situation, most of them putting themselves on a defensive side rather than advising the Project in a co-management manner to take the advantage of services that are readily made available by their agencies. This being said, it has been recognized that the project did not build enough trust by being more informative and interactive with individual members. In a strategic move, it is therefore recommended that change should be instilled where it

is more navigable. In this regard, the two main levels of interventions are at the national and provincial level: at national level, through encouraging the debate or the consideration given by the Marine and Coastal Resources Management National Sub-Committee to the Green Paper and Policy Brief prepared by CHARM and submitted by DMCR. At provincial level, with the reform of the Administration Act (7<sup>th</sup> Amendment, 2007) and coming new laws like the Marine and Coastal Resources Management Promotion Act, the provincial administration should become the centre of spatial planning, hence getting much more clout in effectively coordinating sectoral activities through their respective government agencies.

***Seek and encourage the networking of NGOs at provincial level*** - CHARM has established working partnerships with various NGOs to implement key elements of the project. This strategy came into its own after the Tsunami, with many Bangkok and Chiang Mai based NGOs moving down South to assist local communities. These larger NGOs have been very effective in networking primarily as Save Andaman Network immediately after the disaster. CHARM has then regularly organised NGO workshops in the frame of the Andaman Triangle Network where among others Raks Thai Foundation (RTF), Sustainable Development Foundation (SDF), World Vision and People Development Association (PDA). On the Gulf of Thailand, the situation is somewhat different with local NGOs rather poorly structured but with strong determination and extensive experience in working with local communities.

On the Andaman Sea side, post-tsunami projects are still unfolding with a second generation starting now. Among these, it is worth mentioning the joint 3-years project on community-based disaster management strategy and Tambon contingency planning between the Thai Red Cross, American Red Cross, and the Crescent Red Cross. No less than five CHARM staffs have already been recruited to run the project at central and local level in the six coastal Andaman provinces. It is therefore timely to sustain the NGO networking effort in both project areas, more particularly at the province level where, besides the volunteer organisation network like MCS, they may find the best linkage with provincial authorities (Figure 5) like it is presently happening in Krabi province.

***Enhance and integrate Thailand's coastal-management research*** – There are many universities, institutes, and other organizations involved in coastal resources management related research in Thailand but the focus is more on the condition of coastal resources than on management itself. However, while working with them, it has been observed that some universities like Sukhotai Thammathirat University or Rajabhat Surat Thani University are quite familiar in collaborating with NGOs or government agencies for the development of community-based coastal resources management. An informal network of CRM related research experts exists but has not an institutional coordination that would give more coherence to research initiatives and would allow a more efficient transfer towards community organization and local governments. On the model of the Thailand Research Fund, a Sea Grant Programme could facilitate formulating a national vision, mission, and priorities for integrated coastal management research. Such a programme could be under the supervision of the Marine and Coastal Resources Management National Sub-Committee and managed by its Secretariat, DMCR. It would be built on the principles of applied research, extension, communication, and education. Given the breadth of organizations involved in coastal resources management research, a Sea Grant programme should encourage research projects that involve researchers from several types of organizations (universities, government institutes, and NGOs).

## 4. Post-evaluation outcomes (November 2008)

### 4.1. Evaluator's Gradings

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| <ol style="list-style-type: none"><li>1. Relevance and Quality of Design <b>C</b></li><li>2. Efficiency of Implementation during the project's lifetime <b>B</b></li><li>3. Effectiveness <b>A</b></li><li>4. Impact to date <b>A</b></li><li>5. Sustainability to date <b>A</b></li></ol> |
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Note: a = very good; b = good; c = problems; d = serious deficiencies

### 4.2. Relevance and Quality of Project Design

The project was and remains relevant to the EC and Thai policy. The Financing Agreement did not have a logical framework. The first logical framework appeared in the OWP. The overall objective was not clear in that no OVIs were given that would give clarity to the attainment of habitat goals. The project purpose and objectives were clear and coherent; however there were no OVIs for the project purpose. Given the complexity and variety of interventions affecting habitat, institutions, communities and policy, it was essential to have a full time M+E specialist. This was not provided. There was also a need to have specified short-term specialists in remote monitoring of habitats and organisational development. The design did not specify how control sample approaches could be used to demonstrate attributable effects and did not give much detail to baseline requirements for habitat and institutional behaviour aspects. A positive aspect was that some flexibility was built-in by using a two-phase approach. However the requirement of an analytical inception report was not included

### 4.3. Efficiency of Implementation during the project's lifetime

The financing agreement indicated results of (1) Habitat, socio-economic and institutional baselines obtained and sampling strategy developed, (2) Policy and legal reform requirements characterised, (3) Individuals trained and build capacity amongst key actor groups and institutions built, (4) Appropriate (less damaging) livelihoods developed, (5) Co-management procedures and plans developed and (6) Lessons learned and information disseminated. The project had problems with the baseline data and sampling strategy, and never achieved the high-level result expected. Work on policy and legal reform was efficient overall and did lead to a final policy brief and green paper. However the project was correct to focus more on procedural and governance aspects rather than to attempt legal or policy reform. The project adopted a shotgun approach to livelihood development and did a far greater number of interventions than expected. A more efficient result would have been achieved if fewer, more strategic, interventions were chosen. The strategy being to maximise lessons learned. The quality of the co-management approaches and linked monitoring control and surveillance systems was very high and more diverse than expected. Lesson learning was reasonable and the quality of communication materials was excellent. However the tracking of what people did with the information and lessons learned were poor. The project also produced some very high quality unexpected results such as the plan for the Krabi Marina which will satisfy international EIA standards. The final project logical framework contained nine results, ignored (1) baselines and added participatory linkages (networks), monitoring and evaluation, multiplier effect (actually impact) and project management. Overall the project's cost efficiency is good because the number of people positively affected by the project was very high.

#### **4.4. Effectiveness**

The ex-post analysis of effectiveness is hampered by the poor quality of the logical framework. Analysis needs to consider the period between project preparation and now. The project purpose can be clarified ex-post, as effective co-management achieved in two locations. There is still no clear definition of "effective" but absence of habitat damaging livelihoods must be one. Result one was never fully achieved due to insufficient analytical inputs. Result two on improved coastal policy and laws was not achieved. Line department procedures for working with NGOs and communities turned out to be more effective. Result three on human capacity was very broad and involved conflict resolution and livelihood approaches. This was the most effective result but with the low analytical capacity in the project it is difficult to see what the minimum set of interventions might be for 1) obtaining environmentally friendly livelihoods 2) eliminating damaging ones and 3) producing inexpensive monitoring control and surveillance networks. Result 4 on livelihood development benefited many, but it is not clear which livelihood changes had the biggest net effects on habitats. Result 5 is actually a re-statement of the purpose. It is clear that a central part of co-management is a plan, but again it is not clear what is the minimal specification for this. Result 6 on lessons learned and disseminated was effective but not in the way intended. Ultimately it was the very wide coverage of project interventions that managed to produce a broad range of benefits to beneficiaries and a few very effective champions that proved to have excellent effectiveness. These champions are now spreading and developing even more benefits to the targets groups and beneficiaries. These benefits compensate for the problems identified with some of the results above.

#### **4.5. Impact to date**

It is clear that a significant contribution has been made to the overall objective with respect to mangrove as evidenced by re-growth monitored by the local people. For example at Liled the mangrove area expanded from 5085 rai in 2005 to 7818 rai in 2007. It is highly likely that benefits to coral and sea-grass habitats have also occurred but evidence for this could not be obtained during the course of the monitoring visit. There are many examples of post-project spread through movements (promotions) of seconded staff or community agents to other coastal provinces. However the most powerful evidence comes from the use of the project's methods by the IUCN Mangroves for the Future initiative, which will operate over the entire Indian Ocean, and the French Government supported SAMPAN project which will operate in Ao Phang Nga Bay and Ban Don Bay.

#### **4.6. Sustainability to date**

Financial sustainability for project outcomes comes from three sources: 1) private sector investment, large and small, 2) access to loans and credit including revolving funds set up by the project and 3) public funds at tambon, province, and national levels which can be augmented by donors. The mission found relevant and excellent examples of all three sources still in place almost one year after the project had finished. Large scale investment for a Marina in the port of Krabi had been secured. The Marina would follow EIA advice and conform to principles of coastal co-management contributing funds of 5 million baht per year to the province that could be used for habitat restoration. Small-scale investments include the many community-based tourism initiatives eg at Liled, where tourism is linked to the improvement and maintenance of coastal habitats. The Kamnan (traditional headman) at Liled has also provided an investment in kind in the form of his speed-boat for monitoring control and surveillance. Most project communities now have greater access to loans than before the project and many still maintain the revolving fund eg at Liled where the funds retained equate to 183,000 baht. The Liled tambon will now invest 300,000 baht for community-based tourism. Krabi province now has a

two-year budget for coastal co-management amounting to 400,000 baht for mangroves, 200,000 baht for sea-grass and 500,000 baht for awareness raising. The Department of Fisheries budgets will now be influenced by the project in a big way in that its five year plan, known as the Marine Fisheries Management Master Plan of Thailand, has many of the project suggested procedures at its core.

#### **4.7. Key observations and recommendations**

**Design.** The lack of a sampling approach and other aspects of M&E, especially baseline data collection and impact analysis, has dramatically reduced the lessons learned in this project and has also reduced the value of some interventions for demonstration locations.

**Recommendation 1:** Poor M+E is such a common problem across the Asia portfolio that consideration should be given to a framework whereby a company gives support on a call down basis for projects, sector wide approaches and delegation training. This would also improve efficiency and stop the constant re-invention of square wheels. This framework could also deal with financial and contracting matters, MIS, and institutional development approaches etc. For projects involved in governance and cultural change in organisations, consideration should be given to high level organisational development approaches provided by management consultants rather than the less efficient approach of capacity building delivered by technical experts. This would have budget implications however linked to higher fee rates, **Efficiency:** A key lesson learned related to the need for an inception report within 6 months of a project starting. This should include the plan for monitoring and evaluation. The adequacy of this could be checked by the Delegation, and sufficient scope and inputs agreed on. **Effectiveness:** The most important lesson learned overall is that to deliver effective comanagement, a two-track approach is needed. For line departments they need to be aware of the limitations of laws and regulations and recognise that there are individuals and agencies around that can be used to facilitate and develop the positive at low cost to themselves. For coastal communities the need

is for demonstrations, individuals and or communities that they can visit to learn about alternatives to habitat-damaging jobs and relationships. The project did achieve good progress on both tracks but it is sad that they did not have the analytical capacity to derive a minimalist approach or simple recipe for replicable success. **Impact:** The major lesson learned about improving impact in projects producing management prescriptions to improve habitats is to pick cases that can rapidly show income benefits and diversity improvements. For the coast this means community-based tourism linked ventures and emphasis on mangroves. Once demonstrated in these areas, more problematic livelihood solutions and ecosystems can be tackled. Another lesson learned is to pick areas with motivated staff or counterparts at provincial or tambon level, able to draw on services from line departments. **Sustainability:** The most important lesson learned on sustainability by the mission, is that it is vital that private capital and enterprise is brought into any plan for the co-management of coastal resources. The two-track approach needs capital to cover the opportunity cost of change. The project has demonstrated this for community-based tourism.

**Recommendation 2:** Consider coast linked SME activities on a regional scale (ASEAN) as part of the Sustainable Consumption and Production in Asia Programme and design a project building on the outputs of CHARM to be included in the next MIP which starts in 2011.

## Annex 1 – Andaman Triangle Network Working CR Co-Management Status

