

**Final report on
the National Consultancy on community-based management
to the FAO project GCP/VIE/029/ITA, IMOLA in Thua Thien Hue
(Period: 10 March to 10 September, 2007)**

Truong Van Tuyen

Content

Content	page
Background	2
Review of community based and co-management of resources	3
Process for establishment of community based comanagement	5
Socio-economic situation in the IMOLA pilot communes	7
Facilitating learning and capacity building for FA & local officers	9
Awareness raising of lagoon status and community-based management	10
Training development on FA and comanagement building	10
Recommendations	11
List of Annex	11

Background

The Tam Giang – Cau Hai lagoon in Thua Thien Hue is among the largest coastal lagoon in Southeast Asia. It provides very important ecological and economic roles for the local community livelihoods and the province development. With a historical open access regime and increasing needs of resource users the exploitation of lagoon resources has been exceed its capacity. The lagoon ecology and resource is in process of rapid degradation. The local community livelihoods become vulnerable and risky. As a response, the project GCP/VIE/029/ITA, “Integrated Management of Lagoon Activities (IMOLA) in Thua Thien Hue Province with funding assistance from the Italian Government and the Food and Agriculture Organisation (FAO) of the United Nations, assists the Provincial Peoples Committee of the Thua Thien Hue Province to develop a co-management strategy for the management of fishery resources in the lagoon. As per provision made under the project, Truong Van Tuyen, a part time National Consultant (11 days/month) on Community-based management is involved to lead Human Resource Unit and task force of IMOLA on community based resource management. The consultant undertook the work between March and September 2007 . This is the final report on the consultancy work preparatory for the community based co-management pilots in Tam Giang lagoon as September 2007. The TOR includes the following job description:

- Lead the Human Resources Unit of the IMOLA and the task force on community development as indicated in the project log-frame:
 - 1) Carry out Activity 4.3 toward establishment of FA & co-management
 - 2) Advice on Activities 3.5 through 3.8 on capacity building of local officers
 - 3) Integrate actions with other task forces or international experts in fulfilling the Activities 2.2, 2.3 and 2.6, Activities 4.4 through 4.8 and 4.11.
- Provide the IMOLA project with background documentation, lessons learned from other projects and examples from community-based management schemes in other places in Vietnam and facilitate the distribution of relevant background documentation on CBM to the project target communes;
- Assess the state of the socio-economic situation in the IMOLA-selected pilot communes, based on existing results of PRA activities and baseline study, and design customized community-based pilot models for each one of them, by integrating IMOLA processes and activities, promoting community-based management through fishery associations;
- Complement the IMOLA training program with specific training modules concerning community-based management and prepare for them a complete set of training and extension materials on:
 1. Fisheries Associations towards the establishment of community-based fisheries management regimes,
 2. communities towards the establishment of community-based management regimes,

- Develop a training program aimed to increase awareness on community-based management among local stakeholders and build-up capacity of the communities, Government officers and administrators at district and Provincial level to promote the co-management schemes adopted by IMOLA.
- Assist the FAO international consultant and other consultants in developing legal guidelines on lagoon resource management toward co-management, based on the new fishery management regulation issued by the province
- Study mechanisms and processes on how to mobilize delegation of power to Fishery Associations from district and provincial authorities, by discussing with fisheries associations and other relevant stakeholders the structure, functions, principles, activities, needs, planning process, etc required in the establishment process of community based fisheries management regimes.
- Develop a working plan on participatory development and implementation of co-management plan and/or community-based fisheries management for at least 4 IMOLA selected pilot sites by providing structure and operative capability to local fisheries associations;
- Prepare together with fisheries associations at least two local level fisheries and aquaculture management plans, following the community base management approaches and principles, including coverage of issues such as access rights, harvest management, compliance and enforcement, research, capacity building, conflict management, market, policy and socio-economic measures;
- Develop a strategy for end-of-the-project turn-over of responsibilities to communal management boards and institutions.
- Prepare for implementation of an integrated management plan at the IMOLA-selected pilot sites

Review of community based and co-management of coastal resources

Co-management is a generic term covering a variety of management arrangements that involve resource users or owners in the management process. Such arrangements will have varying degree of interventions and involvements by government institutions as partners. Therefore, co-management arrangements require a certain level of cooperation and participation amongst partners; because of this, management performance is highly dependent on the actions and interactions of the resource user group/community and on the fishery and the institutional arrangement in place (Sunil, 2007). The Conditions affecting the success of co-management apply at three different levels *the supra-community, community and individual levels* (Pomeroy et al., 2001). At supra-community level, key success factors are the existence of enabling policy that defines use rights to the fishery, and of an external agent of change to initiate the co-management process. At the community level, boundaries, user group membership, property rights, and management objectives all need to be clearly defined, while local leadership, government support, community participation

and sustained financial resources are considered essential to success. Finally, at the individual level, there need to be incentives for participants to weigh costs against benefits.

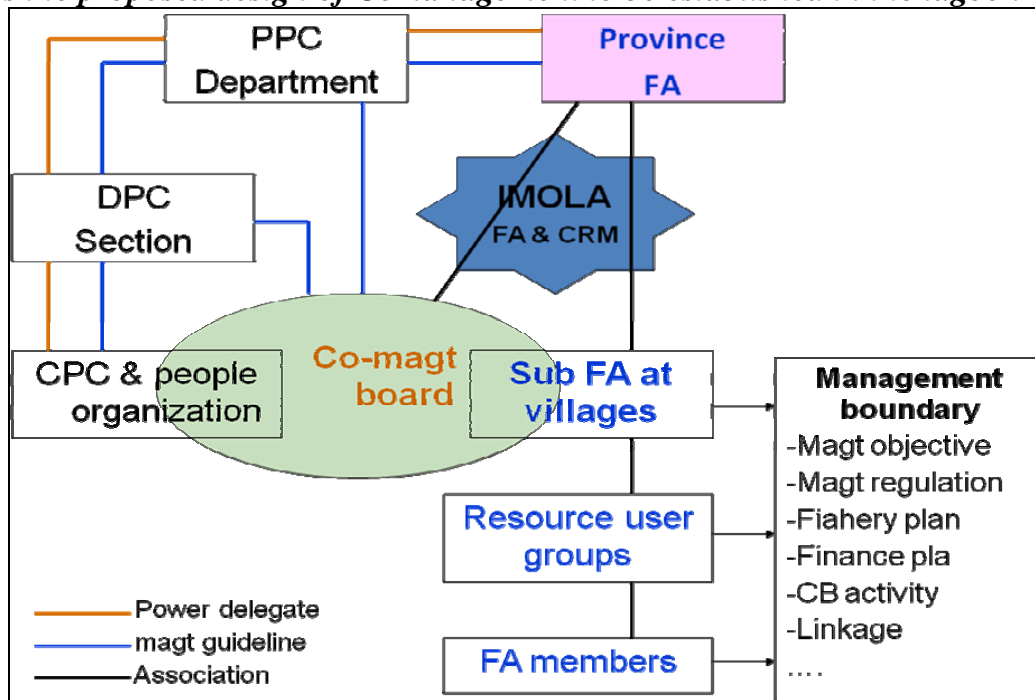
In the context of Tam Giang – Cau Hai lagoon co-management is regarded as mapping out the decision and implementation of the management process together with the agreement and positive cooperation among concerned parties. Setting up management model is the preparation of the organization of the cooperation, co-ordination among authorities, community, and concerned parties. Its application increases the effect of the management by mobilizing the participation of community and the people. In addition, the authorities could share the management roles with communities. The requirements of co-management is recognition and trust to community roles and capacity in management.

The development of community based or comanagement in Tam Giang Cau Hai lagoon was in responses to the over-exploitation and degradation of the rich natural resource base. The introduction of participatory research by the IDRC supported project led to a pilot implementation of a new model for participatory planning and resource co-management in Quang Thai in 2003. This not only helped to resolve conflicts and ensure a more equitable access to the resources, but also improved the prospects for better governance of lagoon resources in the future. The followed up research was to identify the processes and means for the scale up of the application of the participatory planning with respect to ecosystem base and multiple community involvement. The initiatives and lessons on CBCRM and/or co-management in Tam Giang lagoon provided important inputs to research and application of participatory approach for coastal resources management in other areas in Central Vietnam through networking and capacity building to support other institutions and groups in the region (see annex 1 for more details)

According to the Lagoon Management Regulation, Fisheries Associations at the grass roots level are “socio-professional organizations” and the ‘immediate partners’ of co-management. The Regulation also provides for the delegation to local Fisheries Associations by granting them “fishing rights” and adoption of “management measures”. Since the regulation intends to reduce the overexploitation of lagoon resources through co-management, there should be a properly understood overall management and conservation plan for the lagoon. Sunil, 2007 argued that one of the constraints to Fishery co-management in Thua Thien Hue Lagoon relates to the physical boundaries to the resource that supposed to manage. Lack of clearly identifiable boundaries of the resource to be managed may lead to difficulties to identify outsiders from insiders. Therefore, it will lead to lack of control over access and limit the role of resource users can effectively play in certain management activities such as controlling level of exploitation in the fishery, and prevents resource user involvement in co-management.

Process for establishment of community based comanagement

This is the proposed design of Comanagement to be established in the lagoon



The overall process for building FA & comanagement pilots

(the steps are not necessarily separate but integrated and/or parallel implementation)

Step	Activity	Outputs
1	Preparatory work and the project staff capacity building	Defined process, approach and trained project staff as change agents for community development
2	Participatory assessment of feasibility of FA & comanagement	-strengthened awareness of lagoon status & management approaches for local stakeholders -Selected communes for co-management pilots
	Visits and meeting at commune level	updated socio-economic and commune profile on lagoon management issues at commune level
	Facilitate learning at villages and resource user groups	-management responsibility boundaries -current exploitation, problems, priorities -problem and management profile and -& feasibility for co- management
	Commune workshop	validation and update Scoping activities at commune
3	Launching of FA and co-management program at selected communes	Initiated community-based activities on FA building & defined boundaries for management decentralization
	Kick-off workshop at commune	-Defined number of FA at the commune -Defined boundaries for future management responsibility by FA -Workplan for community based activities
	Awareness raising with leaflets,	- Raised awareness of lagoon status, and issues on

	presentations, and integrated meetings	FA and comanagement building -Promoted community participation
4	<i>Awareness campaign on lagoon resource & management (this is integrated or in parallel)</i>	- <i>Leaflets on lagoon status, Introductory FA, Capture FA, Aquaculture FA, Co-management</i> - <i>Local broadcast</i> - <i>Traditional games</i> - <i>Bans and posters</i>
5	<i>FA establishment and organizational development</i>	<i>Established, strengthened and legalized FAs</i>
	Promotion meeting at village level for new FA establishment	-Strengthened awareness of lagoon status, and issues on FA and comanagement -New FA with list of members and provisional executive board -Drafted FA charter
	Strengthening FA meeting	-Updated membership -Number of group with group head -Revised FA charter -Fulfilled FA legal documentation
	Meeting for official Launch/ introduction to FA	-Legalized FA in place -Finalized FA charter -FA workplan for capacity building
6	<i>Training for FA and local officers on FA development and lagoon comanagement (parallel delivered)</i>	- <i>FA establishment & capacity building</i> - <i>Participatory learning & planning</i> - <i>Fishery development plan</i> - <i>Credit & saving scheme</i> - <i>Co-management</i>
7	<i>Participatory learning & building management plan at FA/village level</i>	- <i>strengthened FA capacity</i> - <i>Management plan at FA level (management boundary, objectives, strategies)</i>
8	<i>Building management regulation</i>	- <i>Community based management regulation</i>
9	<i>Livelihood development</i>	- <i>Fishery development plan by FA</i> - <i>FA financial plan</i>
10	<i>Stakeholder negotiation and preparation for management plan at different levels</i>	- <i>FA management plan reviewed by concerned local stakeholders</i> - <i>Integrated management plan at commune level</i> - <i>Integrated management plan at ecosystem level</i>
11	<i>Promotion of community actions for implementation of management plan</i>	- <i>Resource preparation and local capacity building</i> - <i>Lagoon/field demarcation</i> - <i>Initial community based management actions</i>
12	<i>Institutional arrangement for co-management</i>	- <i>Comanagement body/organization establishment</i> - <i>Legalized co-management & management guidelines</i>

Socio-economic situation in the IMOLA-selected pilot communes

(see reports of comanagement feasibility assessment in 11 communes)

Started in April 2007, the IMOLA-HRU team organized the survey to assess feasibility of pilot comanagement in 7 communes in Cau Hai lagoon and 4 communes in Tam Giang. That included Vinh Hien, Loc Binh, Vinh Giang, Vinh Hung, Loc Dien, Thi Tran Phu Loc, Loc Tri, Hai Duong, Huong Phong, Quang Cong and Quang Phuoc. The feasibility assessment involved participation of concerned stakeholders at commune and village levels e.g. commune and village leadership, authority, people organizations and representatives for different community groups and resource users. The HRU team facilitated the participants to learn the following aspects:

- Roles of livelihood activities that rely on the lagoon resources
- The lagoon use, resource exploitation, and management issues and problems
- Comanagement feasibility study regarding the importance of lagoon resource based livelihoods, the needs and possibility for FA establishment, interests and common agreement of local stakeholders/ parties in key problems and addressing approaches, and possible definition of lagoon boundary as a management unit.

The assessment reports provided the socio-economic profiles and the comanagement feasibility in the 11 communes. At the commune level the importance of lagoon resource based livelihoods e.g. shrimp culture and natural fishing was ranked after agriculture. However at the traditional fishing villages these were ranked as the first and second importance. In all communes there was a consensus in principle on supporting community involvement in addressing of the most critical lagoon management issues, which included planning, shrimp diseases, re-organization of fish corrals, and destructive exploitation. The comanagement development including FA establishment is feasible generally in all 11 communes.

However, a priority was made by the team to select 6 communes as IMOLA pilot sites in supporting FA establishment and comanagement modal development. The priority was based on the following considerations:

- Current IMOLA supports and activities carried out in the commune and collaboration with the commune leadership and stakeholders
- Availability and experience in people organization is more favourable for FA establishment.
- The lagoon boundary as the management unit is high importance in terms of lagoon ecology and connection with the traditional fishing communities.
- The major focus issues in comanagement e.g. capture fish or aquaculture is also considered. The capture fish issues provide more options for fishing right allocation to establish new legal base. Therefore it may be more feasible for IMOLA to make change in a shorter period.

The 6 selected communes as IMOLA pilot sites for comanagement include Vinh Hien, Loc Binh, Loc Dien, Loc Tri, Quang Cong and Hai Duong.

Facilitating learning and capacity building for FA & local officers

This included training for the project technical staff and facilitating activities in the communities. The national consultant on CRM provided substantial training and technical supports for the project team on FA and CRM thereby to carry out the above process. This has been very important because all technical staff members have very little experience in this kind of work, though some of them have appropriate educational background. The knowledge and skills delivered included:

- Planning process and methods
- Organizational development
- Community based and comanagement of natural resources
- Facilitation skills and participatory approaches

The training in combination with technical supports provided to the technical staff in the form of on-job training and facilitation in the whole working process. The learning by doing was conducted in the following activities

- Training sessions or training courses
- Plan development and preparatory work
- Facilitation support in the fields
- Follow up for learning lessons and improvement

As subsequent outputs, the FA and CRM team carried out the activities in the field by applying the participatory approaches, in which the local people and officers were facilitated to learnt current situation, make assessment and come up with their informed participation in the FA establishment and strengthening process. By the end of August 2007, the CRM team was able to initiate the activities in the 6 selected communes, prepared workplan for FA and comanagement building in each commune and made appropriate progress of the workplan implementation.

Number of FAs needed as identified and plan for IMOLA support

Commune	# exist FA	# FAs needed	IMOLA support
Loc Binh	1	3	the exists plus one new FA
Vinh Hien	1	3	the exists plus one new FA
Loc Tri		2	two new FAs
Loc Dien		3	two new FAs
Hai Duong	1	2	the exists plus one new FA
Quang Cong	1	2	the exists plus one new FA
total			4 exist plus 8 new FAs

Summary of progress outputs by end of August, 2007

Commune	FA	Output progress at the end of August, 2007
Loc Binh	Existing	Strengthened with EB of 5 members, 4 groups with heads & vice-heads, currently 56 members, drafted FA charter, loud speaker communication plan (two other groups planned to be developed)

	New	Partial preparatory work for establishment
Vinh Hien	Existing	Strengthened with EB of 5 members, 4 groups with heads & vice-heads, currently 62 members, drafted FA charter (two other groups planned to be developed)
	New	Partial preparatory work for establishment
Loc Tri	New 1	Established & strengthened with EB of 7 members, 4 groups with heads & vice-heads, currently 54 members, PFA & CPC agreement done, PFA decision done, drafted FA charter
	New 2	Partial preparatory work for establishment
Loc Dien	New 1	Established with EB of 7 members, 5 groups with heads & vice-heads (2 aquaculture groups and 3 capture fisheries groups). Currently 33 members, PFA & CPC agreement done, PFA decision done
	New 2	Partial preparatory work for establishment
Hai Duong	Existing	Strengthened with EB of 5 members, 5 groups with heads & vice-heads, currently 50 members, drafted FA, drafted management strategy
	New	Partial preparatory work for establishment
Quang Cong	New	Established with EB of 6 members, 2 groups with heads & vice heads. Currently 34 members, PFA & CPC agreement done, PFA decision done, drafted FA charter
	Existing	Partial preparatory work for strengthening

Awareness raising of lagoon status and community-based management

An awareness raising program on lagoon status, FA development and comanagement has been developed. The implementation is under way. The awareness raising is carrying out in the following activities:

An awareness session is included in all meetings, training as long as the project activities are carried out in the local communities. The session makes use of printing materials in selected topics and PowerPoint presentations appropriate with the targeted groups. This is followed by facilitation for discussion that supports the learning activities.

A participatory community education program has been also developed for awareness building at village, commune and district levels. That included following:

- A 5-leaflet folder of Introductory FA, Capture fishery FA, Aquaculture FA, Co-management, and Updated lagoon resource situation.
- A local broadcast program using the loud speaker system
- Banners and poster at village and commune public place
- A series of traditional games supporting community learning of FA & comanagement

Training development on FA and comanagement building

A training program including five training modules has been developed and to be delivered in parallel with other project activities in the 6 selected communes. The training is aimed at capacity building for FA officers, and local officers from different levels of managements of village, commune, district and DOFI.

The five training modules included (1) FA establishment and development, (2) Participatory learning and planning for lagoon management, (3) fishery and development plan, (4) Development of credit and saving scheme, and (5) co-management of lagoon resources.

Whole of part of the above training modules have been delivered to the technical staff and some DOFI officers. The training program will be implemented in collaboration with the IMOLA training unit from September to December 2007.

The training development also includes facilitation of international expert activities on special topics. The training program had inputs from Sunil on FA issues and from Aniken on legal aspects.

Recommendations

- The comanagement emphasizes on community based decision making and actions this process takes time and going through step by step. Hurry workplan may result in the less informed decisions and un-practical for implementation. Therefore the project should low down expectation of concerned parties and stakeholders to appropriate level and reach agreement on the stage of comanagement development at the phase out of the project.
- The current process and workplan indicates that the project support and facilitation for learning involved mainly the core villages, local officers or some community representatives. The facilitation process should reach as much as possible to the direct resource users. This means a large number of villagers should be facilitated to participate in whole process of FA establishment, strengthening, building management plan and implementation. Consideration of resource re-allocation is needed
- The application of participatory approaches is generally requires more time and experience of the project staff members who work as the change agents. The project should provide incentives to encourage application of participatory approach by emphasize and feedback to the working process together with outputs oriented. Ensuring appropriate working approaches the process documentation and factsheet on field work
- Continuous training and provision of technical supports to technical staff is crucial to ensure outputs with appropriate quality. Moreover, this is to improve the feasibility for implementation of the comanagement plan in the next steps or near future.

- Capacity building can be seen as the central in supporting the community based actions at different levels. It is recommended that the methods for capacity building be improved. The project should provide opportunity and condition for follow up after the training and promote learning by doing. In this work the involvement of technical staff to facilitate the follow up is possible and effective.
- The participation of all stakeholders is critical in the development of management objectives and management rules. The development of fisheries development plans should be carried out following participatory planning procedures with the participation of all stakeholders and of all resource users of the community in concern. Moreover the involvement of local stakeholders as district and provincial levels is also very important to promote legal support and power delegation to the comanagement

LIST OF ANNEX

- Review of Community based and co-management initiatives in Vietnam
- Training material on introductory community-based and comanagement
- Training module descriptions
- Guideline on community profile, documentation
- Guideline on assessment of comanagement feasibility
- 5 drafted leaflets on: comanagement, Introductory FA, Capture fishery FA, Aquaculture FA, and Status of lagoon resources