Research Article ISSN 2766-2624

Advances in Earth and Environmental Science

Transboundary Governance Issues in The Coastal Habitats of Cambodia and Vietnam's Coastal Zone

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Submitted: 9 Sept 2024; Published: 19 Oct 2024

Citation: Reasey HOY, S. et.al., (2024). Transboundary Governance Issues in The Coastal Habitats of Cambodia and Vietnam's Coastal Zone. Adv Earth & Env Sci; 5(4):1-7. DOI: https://doi.org/10.47485/2766-2624.1058

Abstract

Cambodia and Vietnam make up 30.6% of the total area of the Gulf of Thailand Large Marine Ecosystem (LME). Mangroves, seagrass, and coral reefs interact to create a transboundary habitat for migratory species in the area. With its potential for ecosystem services and multiple uses in the zone, transboundary governance issues need to be considered. The study aims to review current transboundary issues, existing governance indicators of engagement, integration, and completeness using a qualitative research approach for systematic review, key informant interviews, focus group discussion, and conducts risk ranking from very low, low, medium, high to very high. Based on systematic review and analysis, both countries' coastal zones have an average level of risk ranking for transboundary coastal zone governance with medium risk (40%) for engagement for each of the agreements in place, with high risk (0.4) for integration across different arrangements, and with high risk (20%) for completeness of all formal arrangements in places. The zone was found to be at a high risk of biodiversity loss and degradation, marine pollution, ecosystem fragmentation, and climate change, as well as the absence of binding bilateral collaboration agreements, integration frameworks, the coastal habitat leads to be risky without transnational collaboration for coastal zone conservation. To distinguish the perspective of the holocoenotic environment from the sensitive administrative boundary of sovereign rights requires political will.

Keywords: transboundary issues; coastal zone; governance; engagement; integration.

Background

Cambodia's coastline is 435km long and extends from Thailand to Vietnam. The coastal zone of Cambodia and Vietnam is situated in the southeastern part of the Gulf of Thailand, where Phu Quoc is the biggest archipelago island and composed of 14 islands. Cambodia and Vietnam make up 30.6% of the total area (383,662km2) of the Gulf of Thailand Large Marine Ecosystem (LME) (Fanning et al., 2017).

By interacting with mangrove fringe, seagrass meadows with coral reefs around the islands such as Koh Tunsay, Kep province, Koh Thmey, Koh Ses, Kampot province, and Phu Quoc archipelago, Vietnam, a transboundary habitat for migratory species in the area was interconnected as a system, the existence of IUCN Red List species such as Dugong (*Dugong dugon*), VU; Irrawaddy Dolphin (*Orcaella brevirostris*), EN; and Hawksbill Turtle (*Eretmochelys imbricata*), CR is supported by these marine neritic and coastal intertidal habitats, providing the refuge of animal and fish species for feeding, nursing, spawning, and being rich of biodiversity species as well (IUCN-MMPATF, 2022).

Ecosystem goods and services of the zone can support economic development, sustain the livelihoods of local communities, and contribute to climate resilience in the zone, transboundary issues are a holocoenotic nature of the environment that need to be considered in transnational approaches to conservation governance.

ERIA Study team (2023). reported that the South-East Asian region has significant potential to be at the forefront of Blue Economy development in the Indo-Pacific region. To achieve this, strong collaboration amongst ASEAN Member States (AMS) is essential, especially to tackle the current and future challenges including climate change, habitat destruction, lack of regulatory frameworks and awareness, poor resources management, and missing data and scientific knowledge.

Objective

The study aims to review current transboundary issues, transboundary governance indicators of engagement, integration, and completeness of formal arrangements, and risk ranking.

Methods

Conduct a systematic review and synthesize the existing findings related to the indicators of transboundary coastal governance issues, legal and policy frameworks; Key Informant Interviews (KIIs) of practitioners; Focus Group Discussion (FGDs) with

local coastal community fisheries, and risk ranking. Adopted from Lucia (Fanning et al., 2016). the risk ranking for three governance indicators for addressing key transboundary issues as below:

Risk Rank	The average level of engagement for	The level of integration	The average level of completeness of
	each of the agreements in place	across different arrangements	all formal arrangements in place
Very low	80% – 100%	0.8 - 1.0	80% – 100%
Low	60% - 80%	0.6 - 0.8	60% – 80%
Medium	40% - 60%	0.4 - 0.6	40% – 60%
High	20% – 40%	0.2 - 0.4	20% – 40%
Very high	0% – 20%	0.0 - 0.2	0% – 20%

 Table 1: Risk ranking of transboundary governance.

Results

Transboundary Coastal Ecosystem Issues

The local demersal fish stocks have been harmed by overexploitation, excessive bycatch, declining populations, and destructive fishing. Mangrove destruction, progressive degradation of coral reefs, and widespread degradation and/or modification of seagrass habitats are all examples of habitat modification in coastal areas due to loss of unique biodiversity. Liquid wastes from domestic, agricultural pesticides and industrial effluents, as well as sediments and solid wastes (severe in localized areas), phytoplankton blooms, toxic and non-toxic algal blooms, paralytic shellfish poisoning in parts of the region, petroleum hydrocarbons and oil spills were identified in the gulf of Thailand's LME by Sherman and Hempel, TDA, 2000, and SEAFDEC, 2019.

Anchovies (*Encrasicholina heteroloba*), Indo-Pacific mackerel (*Rastrelliger brachysoma*), and blue swimming crab (*Portunus pelagicus*) (AIB) species which found that the stock status of

anchovy was declining in Vietnam, Indo-Pacific mackerel was declining in Cambodia and Thailand, and Blue swimming crab was declining in Thailand and Vietnam (SEAFDEC, 2019).

Regarding to a combined measure of the Human Development Index and the averaged indicators for fish & fisheries and pollution and ecosystem health modules conducted by ILEC, UNEP-DHI, UNESCO-IHP, UNESCO-IOC and UNEP, 2016, the gulf of Thailand LME's overall risk factor is very high.

Risk ranking of transnation governance of coastal zone

The conducting of risk ranking adopted methods from Lucia (Fanning et al., 2016). based on a systematic reviewed and synthesis of the exiting binding and non-binding documents, regulations, policies, and reports in multiple levels of regional, national, and local of transnational collaboration in Cambodia and Vietnam's coastal zone with the transboundary governance's indicators of engagement, integration, and completeness, comparative with relevance practitioners and local communities as in the following table:

Engagement	Integration	Completeness		
(The average level of engagement for	(The level of integration across different	(The average level of completeness of		
each of the agreement in place)	arrangements)	all formal arrangements in place)		
Medium (40%)	High (0.4)	Very high (20%)		
UN multilateral agreements:	UN integrations	UN-SDGs index ranking and score,		
Biodiversity conservation and	• The royal government of Cambodia	2022:		
sustainable use:	and the United Nations system	• Cambodia: 63.8 (107 out of 163) in		
• UN-CBD: Cambodia, 1995 -	in Cambodia present the United	2022 (UN in Cambodia, 2024)		
Vietnam, 1994.	Nations Sustainable Development	• Vietnam: 72.8 (55 out of 163) (UN		
• CITES: Cambodia, 1997 - Vietnam,	Cooperation Framework 2024	in Vietnam, 2023).		
1994	– 2028, signed in 2023 (UN in			
• RAMSAR: Cambodia, 1999 -	Cambodia, 2024).	ASEAN arrangement:		
Vietnam, 1988	• The Government of the Socialist	Blue Economy Initiatives in Southeast		
• To be accessioned states (ACS) of	Republic of Viet Nam and the	Asia: Challenges and Opportunities		
PSMA-PDE-IUU: Cambodia, 2019	United Nations system in Viet	(ERIA, 2023)		
- Vietnam, 2019	Nam present the One Strategic			
• UNCLOS: relating to the	Framework for Sustainable			
Conservation and Management of	Development Cooperation between			
Straddling Fish Stocks and Highly	the Government of Viet Nam and			
Migratory Fish Stocks (UN Fish	the United Nations for the period			
Stocks Agreement), (Cambodia,	2022–2026, signed in 2022 (UN in			
2020 - Vietnam, 1994).	Vietnam, 2022).			
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Marine environmental protection:

 International Convention for the Prevention of Pollution from Ships (MARPOL): Cambodia, 1994 -Vietnam, 1991

Climate change:

UNFCCC: Cambodia, 1996 - Vietnam, 1994

ASEAN integrations:

- ASEAN Regional Action Plan for Combating Marine Debris in the ASEAN member states, 2021 -2025, (ASEAN, 2021).
- The ASEAN Blue Economy Framework (ERIA, 2023).

National levels

- Report on Vietnam-Cambodia Cooperation in Agriculture and Rural Development, 2012
- Press release: Outcomes of the 15th and 19th Meeting of the Cambodia-Vietnam Join Commission on Economic, Culture, Scientific and Technological Cooperation (19th JC) (MFAIC, 2017, 2021).
- Minute of the joint working group meeting on fisheries sector between Cambodia and Vietnam 2023 (FiA-MAFF, RGC, and GDF-MARD, SRV, 2023)

ASEAN agreements

- ASEAN Agreement on Transboundary Haze Pollution, 2002 (ASEAN, 2002).
- Bangkok Declaration on Combating Marine Debris in ASEAN Region (ASEAN, 2019)
- ASEAN Leaders' Declaration on the Blue Economy (ASEAN, 2021)

Regional arrangements:

- Regional Ministerial Forum on Environment and Health
- Regional Forum of Ministers and Environment

Authorities of Asia Pacific

- Asia Pacific Adaptation Network
- East Asia Acid Deposition Network

Sub-national level:

• The report summarizes the results of three years of cooperation (2019 - 2021) and sets the direction for cooperation for the next year between Kampot province, Cambodia and Kien Giang province, Vietnam.

Information and hotline sharing mechanism.

Regional multilateral agreements:

- Asia Pacific Fisheries Commission (APFIC);
- Pacific Islands Forum Fisheries Agency/South Pacific Forum Fisheries Agency Convention (PIF/ FFA);
- 3. Southeast Asian Fisheries Development Center (SEAFDEC);
- Convention on the Conservation and Management of High Migratory Fish Stocks in the Western and Central Pacific Ocean (WCPFC);
- Coordinating Body on the Seas of East Asia (COBSEA);
- 6. Coordinating Body on the Seas of East Asia (PEMSEA);
- 7. Indian Ocean- South East Asian (IOSEA) Marine Turtle Memorandum of Understanding;
- 8. Action Plan for the Protection and Development of the Marine and Coastal Areas of the East Asian Region, 1981;

National level arrangements:

 The Annually Conference on Cooperation and Development of Vietnam - Cambodia Border Provinces (Vietnam News, 2023)

International cooperation:

- National Biodiversity Strategy and Action Plan (NBSAP) (RGC, 2016)
- The Cambodia's strategic Planning Framework for Fishery: Update for 2015 – 2024 (MAFF, 2015)
- Decision of approving the National Strategy for Biodiversity by 2030 with vision towards 2050 (RGC, 2022)
- Decision approving the strategy for development of Vietnam's fisheries by 2030 with vision towards 2045 (PRIME MINISTER, SRV (2021).

Bilateral agreements:

- Memorandum of Agreement (MOA) between the provincial people's committee of Kien Giang province (S.R. Vietnam) and The Governor of Kampot Province (Kingdom of Cambodia) (Kampot, Cambodia; and Kien Giang, Vietnam, 2008).
- Bilateral cooperation agreements in field of agriculture, forestry, and fisheries, signed in 2011, 2017, 2022 and 2024.

Sub-national level arrangements:

- An integrated policy framework transboundary cooperation in the management of coastal ecosystems and natural resources under the regional project of UNEP **GEF** "Reversing environment degradation trends of the South China Sea and Gulf of Thailand" since 2005, signed by deputy governor of Kampot province, Cambodia, and Chairman of Provincial People's Committee of Kien Giang province, Vietnam, in 2008 to 2012
- Rotating annually cooperation meeting to strengthen, performance progress reporting, and next year planning between coastal bordering provinces, addressing nine target sectors such as
- Border security protection, prevention, and criminal combat;
- Searching and repatriation of Vietnamese soldiers remains;
- 3. Border demarcation;
- 4. Border-gate management;
- 5. Trade;
- 6. Tourist;
- 7. Electricity-power;
- 8. Agriculture-Fisheries;
- 9. Culture, Frontier, Education and Sport. Hosted by the provincial board of governors, Cambodia, and Provincial People's Committee, Vietnam

Table 2: Risk ranking of transboundary governance in Cambodia and Vietnam's Coastal Zone:

Engagemen

The UN's conventions for multilateral agreements related to biodiversity conservation and sustainable use, marine environmental protection, and climate change have been ratified by the both countries with commitment to achieve the agenda 2030 for UN-SDGs and aligned with both 2050 versions.

As AMS, both countries are part of the ASEAN Agreement on Transboundary Haze Pollution (ASEAN, 2002). Bangkok Declaration on Combating Marine Debris in ASEAN Region (ASEAN, 2019). and ASEAN Leaders' Declaration on the Blue Economy (ASEAN, 2021). In among nine regional marine multilateral agreements (see table 2, page 4), both countries have only one binding commitment to the agreement of Asian Pacific Fisheries Commission (APFIC-FAO) by ratification, accession, acceptance, or adoption; and four other cooperation signings for SEAFDEC, COBSEA, PEMSEA, and IOSEA (Lucia Fanning et al., 2015). Otherwise, the Memorandum of Understanding on the Conservation and Management of the Dugong and its Habitat throughout its Range (Dugong MOU)

has yet to be signed by the two countries, despite it being a vulnerable species (VU) in the zone.

The MOA between the provincial people's committee of Kien Giang province (S.R. Vietnam) and The Governor of Kampot Province (Kingdom of Cambodia) was be signed as a first binding bilateral agreement to develop the integrated policy framework for transboundary cooperation in the management of coastal ecosystems and natural resources for 2008 - 2012 under regional project of UNEP GEF "Reversing environment degradation trends of the South China Sea and Gulf of Thailand" (Kampot, Cambodia; and Kien Giang, Vietnam, 2008).

To promote neighbourly cooperation in related sectors, two governments have made a commitment to sign bilateral agreements for agriculture, forestry, and fisheries in 2011, 2017, 2022, and 2024, respectively. So far, neither country has yet extended a binding bilateral collaboration and initiatives agreement with a sharing financing mechanism for transboundary coastal habitat conservation in the zone.

In general, the average level of engagement for each of the agreements in place related to the transboundary governance for coastal habitat is at medium risk (40%) due to total exiting binding and non-binding agreements are less of an engagement for binding collaboration agreements and allocation financing mechanism, while existing transboundary issues in the region are identified in high risk.

Integration

Both countries willing to sign cooperation frameworks (CF) with the United Nations system in each country, Cambodia presents the United Nations Sustainable Development Cooperation Framework 2024 – 2028, signed in 2023 (UN in Cambodia, 2024). And Vietnam presents the One Strategic Framework for Sustainable Development Cooperation between the Government of Viet Nam and the United Nations for the period 2022-2026, sing in 2022 (UN in Vietnam, 2022). The CF is the United Nations central framework for planning and implementing development activities at the country level. It articulates the United Nations collective framework of support to Cambodia and Viet Nam towards achieving the Sustainable Development Goals and national development priorities. Prior to the related SDGs 13, 14, and 15, both CFs include measures to strengthen stakeholder capacity, inclusive partnership, and governance systems. However, transboundary integrated collaboration for conservation has not been included in the CFs

As an AMS, both countries are part of the ASEAN Regional Action Plan for Combating Marine Debris in the ASEAN member states, 2021 – 2025 (ASEAN, 2021). and the ASEAN Blue Economy Framework (ERIA, 2023). Marine debris is a transboundary issue which requires integrated regional cooperation. In addition to robust national actions to address marine debris strategies for strong collaboration are particularly crucial for the ASEAN region. Without immediate action, marine debris pollution may negatively impact marine biodiversity, environment, health, society and economy (ASEAN, 2019). However, so far, neither country has made any commitment to develop an integrated framework and initiative for transboundary collaboration in the zone.

ASEAN Blue Economy Framework with its Blue Strategy 1, emphasise a holistic and integrated marine ecosystem management policy is needed. The 2nd Development areas of the framework, promoting sustainable use of natural resources, ecological health, and combatting pollution. This can occur through improved use of marine spatial planning, ecosystem services valuation to understand the economic value of healthy ecosystems, and encouragement of natural capital investment to drive blue growth. Chemical and plastic pollution in watersheds and shared marine spaces must be identified (i.e., hydrocarbon, chemical, plastic, and biological) and as well as polluting sources and outfalls. Whereas ERIA Study group, 2023 assesses the level progress of AMS in developing formal national Blue Economy Strategy and Policies, reported that few of AMS have compiled Blue Economy strategy nationally, Cambodia and Vietnam are also at the 8 in 9 levels are in

intention with meaning that published documents reference the country intending to develop its Blue Economy or regional commitments, but no official strategic documents exist.

In additional arrangement, both countries are part of the following forums that support South-South and triangular cooperation and that develop joint action, including the: Regional Ministerial Forum on Environment and Health; Regional Forum of Ministers and Environment Authorities of Asia Pacific; Asia Pacific Adaptation Network; East Asia Acid Deposition Network; and Coordinating Body for the Seas of East Asia.

At national level of arrangement, both countries commitment to cooperate among border provinces by conducting annually meeting such as the 12th annually Conference on Cooperation and Development of Vietnam - Cambodia Border Provinces, 2023 addressed the direction of cooperation in the coming time, the two sides agreed that relevant ministries, agencies, and localities of the two countries need to continue to coordinate to complete and build appropriate legal frameworks and cooperation mechanisms to facilitate cooperation between border provinces (Vietnam News, 2023).

For international cooperation, in each national strategic action plan, addressing the coastal transboundary issues and raising its prior strategic action plan, such as Cambodia National Biodiversity Strategy and Action Plan (NBSAP) (RGC, 2016). Integrate protected areas into wider landscapes and seascapes, and strengthen and create transboundary protected areas, also taking climate change into account. The strategy raised facing challenge due to the lack of a transboundary fishery management body between coastal neighbouring countries. The Cambodia's strategic Planning Framework for Fishery: Update for 2015 – 2024 (MAFF, 2015). addressed the role of transboundary cooperation between Cambodia and its neighbors will become more important. Fishery Administration (FiA), in partnership with the Mekong River Commission (MRC) through the Mekong Basin-wide Fisheries Management and Development Strategy, will play a much more significant role in ensuring the wider management of both the Mekong basin and the coastal areas. The importance of this will increase in the face of climate change, the need for hydropower development, the complexities of transboundary fish movement and fisheries management, and the need for economies of scale on shared technologies.

Decision of approving the National Strategy for Biodiversity by 2030 with vision towards 2050 (RGC, 2022). with its main solution on Strengthen international cooperation and integration on the protection and sustainable use of biodiversity: increase cooperation in natural management and biodiversity, especially with countries sharing borders; This promotes international cooperation in controlling the illegal trade in wild animals and plants, and exchanging experiences with other countries and international organizations on biodiversity.

Decision approving the strategy for development of Vietnam's fisheries by 2030 with vision towards 2045 (PRIME MINISTER SRV, 2021). with its international integration, addressed setting up and maintaining hotlines used for contacting countries in the region and international organizations in order to settle disputes arising from the exploitation and protection of aquatic resources; responding to climate change, taking part in search and rescue activities, and ensuring safety for fishermen at sea.

Both countries' strategies on fishery and biodiversity are highly concerned with transboundary issues, international cooperation, and integration to address prior goals or solutions for biodiversity conservation in the zone. However, there are no concrete action plans for transboundary collaboration in the strategy yet for either country.

Under sub-national arrangements, the coastal bordering provinces of both countries commit to maintaining a rotating annual meeting to strengthen cooperation, performance progress reporting, and planning for the next year in nine target sectors, including agriculture and fisheries. However, the arrangement is not a concrete binding integrated action plan, only limit performs as a voluntary agreement for sharing information, encourage border criminal monitoring via hotline and protect the border security within country's coastal jurisdiction and sovereign rights in the zone.

Based on the information from KIIs, respondents from the provincial Integrated Coastal Management, Project Management Office (ICM-PMO); Fisheries Administration Cantonment (FiAC), Provincial Hall, Provincial Department of Environment in both Kep and Kampot province, Cambodia informed that so far, there is no bilateral integrated action plan and initiative binding agreement for transboundary coastal conservation among bordering provinces, each province only have voluntary sharing information in case there is crossborder's criminal case. As well as information from participants of FGDs in target coastal community fisheries (CFi) in Kep and Kampot province, mentioned that the CFi's members are never involved in any transboundary event or campaign such as public awareness on marine migratory species refugia, conservation, join development project, join research, marine debris, and pollution.

In general, the average level of integration across different arrangements related to the transboundary governance for coastal habitat is at high risk (0.4) due to absence of a specific concrete transnational collaboration in existing regulations and policy framework for coastal zone conservation of both countries.

Completeness

UN-SDGs index, Cambodia ranked 107 out of 163 countries in the 2022 with a score of 63.75, which is below the East and South Asia regional average of 65.9. Efforts to protect life below water (SDG 14) appear to be stagnating as exploitation continues to be leveraged for tourism and sustenance. However, the wild fish catch fell from 601,000 tonnes in 2019 to 531,600

tonnes in 2022. Cambodia faces the challenges of illegal fishing as well as marine and governance and sustainability (UN in Cambodia, 2024). Vietnam ranked 55 out of 163 countries in the 2022, with a score of 72.8 which is above the East and South Asia regional average of 65.9. However, as a developing country with a low average income, coastal, marine and island ecosystems are under excessive pressure from socio-economic development and environmental pollution; ¬fish and seafood reserves are increasingly shrinking due to over exploitation. Attaining the SDG 14 would be a huge challenge for Vietnam (UN in Vietnam, 2023).

ASEAN Blue Economy Framework, both countries commit to intend with integrated into the existing national development strategies, the completeness constraint due to lack of regulatory frameworks and awareness, poor resource management, and missing data and scientific knowledge (ERIA, 2023).

Vietnam and Cambodia's border provinces cooperation arrangement addressed it constrain and needed for completeness in the bilateral arrangement in the direction of cooperation between in the coming time, the two sides agreed that relevant ministries, departments, and localities of the two countries need to continue to coordinate to complete and build appropriate legal frameworks and cooperation mechanisms to facilitate cooperation between border provinces (Vietnam News, 2023).

At the sub-national level, cooperation completeness achievement, coastal border provinces maintain an annual meeting arrangement for cooperation and sharing a hotline mechanism.

In general, due to less of an engagement for binding collaboration agreements and specific financing mechanism emphasised in the engagement's indicator; and the integration's indicators highlight the absence of a specific concrete transnational integration framework for coastal zone conservation, transboundary governance for coastal habitat is at high risk (20%) due to the incompleteness of specific formal transnational engagement and integration in the zone.

Conclusion and Recommendations

The zone was identified at very high risk of biodiversity loss and degradation, pollution, ecosystem fragmentation, and climate change as well as the absence of the concrete binding bilateral collaboration agreements, integration frameworks, and political will to distinguish the perspective of the holocoenotic environment from the sensitive administrative boundary of sovereign rights, the coastal habitat leads to be risk without transboundary governance.

- The existing multilateral arrangements of migratory species such as turtles, Irrawaddy dolphins, dugong and AIB species should be considered to engage for strengthening transboundary conservation governance;
- Initiative multilateral transboundary conservation agreements among Gulf of Thailand LME's countries

- should be considered to establish with its regional coordination body for joining responsibilities regarding the experience of the Mekong River Commission;
- The initiative of an ecosystem-based solution should be integrated into a concrete binding collaboration agreement and policy framework with ensuring a sustain financing mechanism for transboundary coastal conservation;
- Engage multiple levels and stakeholders of both countries to ensure effective transboundary coastal conservation;
- Participating in a research project to conduct a feasibility study for bilateral collaboration in transboundary coastal conservation.

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