

**Kingdom of Cambodia
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**Ministry of Agriculture, Forestry and Fisheries
Forestry Administration**

**Report of Consultancy on
the development of Monitoring and Evaluation for the
Forestry Administration to support implementation of the
National Forest Programme**

September 30th 2011

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CONTENTS

CONTENTS	i
LIST OF FIGURES.....	ii
LIST OF TABLES.....	ii
ABBREVIATIONS AND ACRONYMS.....	ii
ACKNOWLEDGEMENTS	iii
EXECUTIVE SUMMARY	iv
1 INTRODUCTION.....	1
2 APPROACH AND METHODOLOGY.....	1
3 ACTIVITIES UNDERTAKEN	2
3.1 Inception Report.....	2
3.2 Development of Logical Framework and Key Indicators.....	2
3.3 Overall Framework for the M&E System	3
3.4 Improved Activity Monitoring and Reporting System	3
3.5 Draft M&E Guidelines.....	3
3.6 Development of M&E implementation plan.....	4
3.7 Summary of outputs / results achieved	4
4 DISCUSSION OF KEY ISSUES.....	4
4.1 The Institutional Setup	4
4.2 The Logical Framework.....	7
4.3 Alignment of NFP programme structure with MAFF M&E structure.....	7
4.4 M&E with multiple stakeholders involved in implementation of NFP	8
4.5 Functional Monitoring	8
4.6 Information management	8
5 PLAN FOR DEVELOPMENT AND OPERATIONALISATION OF M&E	9
5.1 Overall plan for development and operationalisation of M&E	9
5.2 Implementation through Action Plans and Technical Assistance.....	15
5.3 Capacity Development and Training.....	19
6 MAIN CONCLUSIONS AND RECOMMENDATIONS	22
MAIN DOCUMENTS CONSULTED.....	24
ANNEX 1: Terms of Reference	25
ANNEX 2: Itinerary and main activities	28
ANNEX 3: List of Persons Met	30

LIST OF FIGURES

Figure 1: The current institutional setup of the FA showing M&E functions	5
Figure 2: Option 1: M&E Office under the Dept. of Admin, Planning and Finance	6
Figure 3: Option 2: M&E as a separate Sub Department.....	6
Figure 4: Option 3: M&E as a separate higher level Unit or Department	6
Figure 5: Overall plan for development and operationalisation of M&E	10
Figure 6: “Action Plan” for the first four Steps for implementation of M&E.....	17

LIST OF TABLES

Table 1: Training plan to support implementation of “First Steps” in M&E development.....	20
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ABBREVIATIONS AND ACRONYMS

DP	Development Partner
FA	Forestry Administration.
FAO	Food and Agriculture Organisation (of the United Nations)
HRD	Human Resources Development
IMS	Information Management System
IT	Information Technology
JICA	Japan International Cooperation Agency
M&E	Monitoring and Evaluation
MAFF	Ministry of Agriculture Forestry and Fisheries.
MDG	Millennium Development Goal
MEF	Ministry of Economy and Finance
MoE	Ministry of Environment
NFP	National Forest Programme (2010 - 2029).
NGO	Non-Governmental Organisation
NSDP	National Strategic Development Plan
RECOFTC	Regional Community Forestry Training Centre
REDD	Reducing Emissions from Deforestation and (Forest) Degradation.
RGC	Royal Government of Cambodia
SFM	Sustainable Forest Management
TWG	Technical Working Group
TWGAW	Technical Working Group for Agriculture and Water
TWGE	Technical Working Group for Forestry and Environment.
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNREDD	United Nations Reducing Emissions from Deforestation and (Forest) Degradation.
WSM	Watershed Management

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EXECUTIVE SUMMARY

Cambodia has developed its National Forest Programme (NFP) with the Forestry Administration (FA) as the lead institution. This provides a comprehensive 20 year framework for managing and developing Cambodia's forest resources on a sustainable basis for the benefit of all. The FA is fully committed to the implementation of the NFP and is aligning itself with this programme.

The FA is also committed to developing a monitoring and evaluation (M&E) system to support the implementation of the NFP. It has established an *M&E Office* (within the Department of Law Enforcement and Execution) and an internal *M&E Working Group* with key staff from each FA department, to support the M&E Office in the development of M&E.

Danida provides support to the FA for the implementation of the NFP through the Technical Working Group for Forestry and Environment (TWGFE). The FA and TWGFE have commissioned a short term consultancy to "strengthen the M&E Unit of the Forestry Administration to work effectively in monitoring the implementation of the National Forest Programme". This is the report of this consultancy mission.

The consultancy was carried out through a strongly collaborative and consultative process. The consultants worked in a team together with two counterparts from the *M&E Office* and the *M&E Working Group*, and the TWGFE Coordinator. The main methods used were (i) interviews with key stakeholders, (ii) review of relevant documentation, and (iii) presentation and review meetings with the M&E Working Group (3 meetings) and other key stakeholders (2 meetings).

The assignment was agreed in inception to focus on the immediate needs and the existing M&E framework that currently emphasises activity monitoring more than monitoring of higher level indicators and evaluation. It was therefore agreed to work on two levels: (i) first to develop an overall framework design for the whole M&E system, and then (ii) to work at the more detailed design of an improved activity monitoring and reporting system. It is suggested that key indicator monitoring and evaluation will be paid more attention in the further M&E system support proposed to follow in 2011-2012. A plan for the development and operationalisation of M&E was prepared and is included in this report. The **main outputs** of the mission were:

- The first partial draft version of the *Monitoring and Evaluation Guidelines for the Forestry Administration to support implementation of the National Forest Programme*. This outlines the current state of development of the overall framework for a complete M&E system and includes full detail for the improved activity monitoring and reporting system. This also includes the draft logical framework for the NFP with all indicators identified so far, and recommendations for qualitative / evaluative studies as required by the Terms of Reference for the consultancy.
- An initial version of the Excel-based *Activity Plan and Report Database Tool* needed for the improved activity monitoring and reporting system as described in the M&E Guidelines. This will need to be tested and refined.
- This *Consultancy Mission Report* which includes a plan for development and operationalisation of M&E, the associated training plan, and other findings and recommendations of the mission.

Main findings of the mission concerning the M&E development and operationalisation are summarized below.

The M&E system design for the FA to support implementation of the NFP

The overall M&E system as designed has four main components:

- Activity monitoring: this starts with the annual work-planning and budgeting process and goes on to detailed activity monitoring and reporting using the Excel-based “Activity Plan and Report Database Tool” (APR DB tool).
- Monitoring of key logframe indicators (results monitoring): this involves identification and definition of key indicators and targets, the development of any tools needed for assessment of some indicators, and the regular monitoring and data management for each indicator.
- Studies, reviews and evaluations: this recognises that indicators do not always provide a full understanding of what is happening during implementation and focused evaluative studies are important for getting a full understanding of progress and issues. Reviews and evaluations provide a more complete assessment of progress at specific periods of time.
- Organisation and management of M&E: this includes the systems, tools and procedures for data management, learning and feedback and progress reporting, and describes the institutional structures and related roles and responsibilities for the management of M&E.

The overall M&E system also draws on the “functional monitoring” systems of the FA and “financial monitoring” (and management) which are organised by the appropriate FA Departments. “Functional monitoring” relates to the monitoring of specific things which are part of the main business functions of the FA (relating to its main task of managing the forest resources of Cambodia). These include forest cover, the state of the forests (for management, REDD, etc), forest crime, etc. This “functional monitoring” is different from M&E of the NFP but provides indicators for this M&E.

Plan for the development and operationalisation of M&E

Given the complexities of developing and implementing an overall M&E system for the whole NFP and the current capacities of the FA, this will not be a simple task. The basic approach to deal with this is to develop and **build the different parts of the M&E system together with the development of understanding and individual and institutional capacities, through a series of sequenced and linked steps over a period of several years**. This will build understanding and capacity over time, and at the same time, build a complete M&E system based on this growing understanding. This process will update the M&E Guidelines with the details for the parts which are currently only presented in outline.

A plan for the development and operationalisation of M&E has been prepared, based on this step-by-step approach. This is presented as an overall plan covering all Steps over a period of four and a half years, an action plan for the first four Steps, and a training plan for the training in the action plan.

The overall plan for the development and operationalisation of M&E is presented in a table format (Figure ES 1) having a bar diagram that shows the linkage and sequencing of the main Steps. This process is described further in the main part of this report.

The Action Plan for the first four Steps is presented in a similar but more detailed table (Figure ES 2). The Action Plan provides detail for the following trainings.

- Basic Excel and computer skills: 100% practical, hands-on course (for Step 1.2).
- Training workshop on MAFF M&E system (for Step 1.3).
- Training workshop on FA Annual Work Planning and Budgeting: for concerned Cantonment and Department staff (for Step 1.4).
- Training in activity monitoring and reporting (for Step 2.2).
- Training in M&E for the FA: Based on the revised FA “M&E Guidelines” (for Step 4.1).

Figure ES 1: Overall plan for development and operationalisation of M&E

Main Steps for Development of M&E No.		2011		2012				2013				2014				2015									
		3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4						
1	Improve the annual planning process leading to improved activity monitoring and reporting	■																							
2	Improve activity monitoring and reporting (Round 1):		■																						
3	Refine logframe, key indicators and reporting, and update the "M&E Guidelines"			■																					
4	Improve key / logframe indicator monitoring and overall reporting formats, procedures, etc.				■																				
5	Improve FA functional monitoring					■				■				■											
6	Review and planning for improved information management system (IMS), IT support and M&E information management (including institutional setup and capacity).						■																		
7	Develop Information Management Systems (IMS) and capacity							■																	
8	Improved activity planning, monitoring and reporting systems (Round 2): building on improved information management systems and M&E knowledge, skills and capacity.								■																
9	Linking to other stakeholders implementing the NFP: MoE, DPs, NGOs, civil society organisations, etc		■																						
Institutional setup:																									
1. Establish internal "Core Group": Planning, M&E Office, TWGFE.		■																							
2. Review and adjust institutional setup: separate M&E Office/Unit?			■																						

Main Recommendations

A number of important recommendations were made relating mostly to the development and operationalisation of M&E for the FA to support implementation of the NFP. These are listed below.

1. The overriding or **major conclusion and recommendation** of the mission is that the step-by-step **plan for development and operationalisation of M&E** should be implemented in full. This will build understanding, capacity and a complete M&E system over time. The M&E Guidelines should be updated as the different components of the overall M&E system are designed.
2. The first step in this process is that the M&E Office, the Planning Office and the TWGFE should form a "Core Group" to kick-start the development of M&E by working on planning and then basic activity monitoring and reporting. This group should work together on a daily, face-to-face, collaborative and on operating as a team. This group can be established as the "Core Group" of the M&E Working Group under the Deputy Director General. This internal arrangement should also allow for direct flow of data and information among the Core Group and the M&E Working Group, with due regard for normal reporting lines.
3. The mission concludes that the current institutional setup for M&E is not ideal but is not a binding constraint at the present time. It is recommended that this is addressed in two stages over time.
 - Stage (i) Immediately establish the "Core Group" and enable direct communication as described above.
 - Stage (ii) The M&E institutional setup issue should then be reviewed by senior management when a sound understanding of the overall M&E system has been achieved. This should be during the first half of 2012. This will enable consideration of important issues such as the degree of independence required, how planning and M&E will work together, the balance between learning and accountability, the degree of emphasis on activities and results, the resources which will be available, etc. Once decided, steps should be taken to implement the agreed institutional setup for M&E.
4. It is recommended, that a Technical Assistance package, including national and international inputs, is provided to support the M&E development and operationalisation plan until the end of 2012. This should have a particularly strong capacity building component for complete handing over by the end of 2012. We see it as important that such TA support is headed by the existing core capacity in FA that can drive the process within FA and act as a platform for internal and external institutional growth. In practise, the Core Group is seen as taking the team leading and coordination positions of this process that the TA would strengthen.
5. National Technical Assistance will be needed to support the implementation of most of the Steps in the step-by-step plan for development and operationalisation of M&E. It is recommended that local consultants are engaged through 4 positions established within the FA structure using TA for 12 months out of the 16 months to the end of 2012. These local experts will work together with the International Experts and, more importantly, within FA. It is recommended, that these experts will remain as part of FA structure taking responsibility over the main M&E tasks after their assignments strengthening the M&E capacity.
6. International Technical Assistance will be needed to support the more technical aspects of the M&E system development, capacity building and defining information management. In the M&E, International TA is required especially in Step 3 in the plan for development and operationalisation of M&E (refining the logframe, indicators and updating the M&E Guidelines)

and the trainings for Step 4 (implementation of key indicator monitoring). It is further recommended that International TA will support the functional monitoring work (Step 4) as this is taken on. Overall, it is recommended that the international TA is utilized by engaging two senior experts, one having profile in forestry monitoring and evaluation in the context of the development and implementation of national forest programmes and policies, and the other a sound technical background in FLEGT and the various monitoring aspects associated with EU and UN REDD for intermittent periods each providing 6-8 months inputs within FA and supported by 2-4 additional Short Term positions (3-4 months each) for focused capacity building, organizational restructuring M&E facilitation, information management and gender mainstreaming.

7. The FA should engage with the Development Partners (DPs) working with the FA on the implementation of the NFP in order to secure funding for specific parts of the plan for development and operationalisation of M&E, External funding will be needed for training, field support operations, some equipment and materials and TA support. This report and the partial draft M&E Guidelines may be used as supporting documentation.

1 INTRODUCTION

The Forestry Administration (FA) of the Ministry of Agriculture Forestry and Fisheries (MAFF) has led the preparation of Cambodia's *National Forest Programme* (NFP) as the strategic framework for the Forestry Administration and all stakeholders involved in forest resources development in Cambodia. The NFP will be implemented from 2010 to 2029. The NFP receives signification funding from Danida which is managed by the Joint Technical Working Group on Forestry and Environment (TWGFE). In order to improve the quality of the outputs of the NFP, the Forestry Administration is in the process of strengthening and developing its monitoring and evaluation (M&E) system.

The FA established an *M&E Working Group* in February 2011 and an *M&E Office* from June 2011. The M&E working groups is made up of key staff from each FA department and was established to coordinate and support M&E. The *M&E Office* was established at the request of the MAFF to support the implementation of M&E in accordance with the MAFF M&E Manual. This provides a foundation for MAFF's annual budget cycle and medium-term strategic planning (under the Ministry Strategic Budget Framework). The *M&E Office* has been established under the FA's Department of Law Enforcement and Execution, to provide support for planning, monitoring, evaluation, data management, etc.

This is the *Mission Report* for a short-term consultancy aimed at supporting the FA in the development of its Monitoring and Evaluation system and strengthening its monitoring and evaluation capacity. The consultancy was carried out by one international and one national consultant from the 20 July for a total of 20 working days each. The Terms of Reference for the consultancy are included as Annex 1. The consultancy is being supported by Danida funds as part of its overall support to the Forest Administration and the development and implementation of the NFP.

The **objective** of the consultancy was to "strengthen the M&E Unit of the Forestry Administration to work effectively in monitoring the implementation of the National Forest Programme". The **specific outputs** of the consultancy mentioned in the Terms of Reference (Annex 1) were:

- An Inception Report (day 5).
- Recommendation for how to strengthen M&E in the Forestry Administration.
- A Manual / Guideline for implementation of M&E in the Forestry Sector aligned with the National Forest Programme for the use of the Forestry Administration at both national and sub-national levels.
- Logical framework for the NFP, identifying indicators for every five-year and targets for each year to enable FA to plan and follow-up accordingly in order to reach the five-year indicators.
- Recommendations for qualitative studies which complement the quantitative results.

2 APPROACH AND METHODOLOGY

The consultancy was carried out through a strongly collaborative and consultative process. The consultants worked in a team together with two counterparts from the *M&E Office* and the *M&E Working Group*, and the TWGFE Coordinator.

The main methods used were (i) interviews with key stakeholders, (ii) review of relevant documentation, and (iii) presentation and review meetings with the M&E Working Group and other key stakeholders.

The following Working Group and stakeholder meetings were held.

- Briefing meeting with M&E Working Group, M&E Office and TWGFE (20 Jul 11).
- 1st Stakeholder Meeting to review Inception Report and agree on approach (26 Jul 11).
- Updating meeting with M&E Working Group and M&E Office (28 Jul 11).
- Updating meeting with M&E Working Group, M&E Office and TWGFE (4 Aug 11).
- 2nd Stakeholder Meeting to present and discuss M&E Guidelines and report (9 Aug 11).

The information **analysis** or “diagnosis” stage of the mission took a holistic approach to balance all the various requirements, and worked from two main perspectives:

- i) From an understanding of the NFP (the “thing” to be implemented and monitored), the FA institutional situation and M&E best practice to develop a vision of the ideal system.
- ii) From an understanding of the existing systems, institutional structures and capacities to see how best to improve these and move towards the ideal system.

The M&E system **design** stage of the mission worked at two levels. An overall framework design for the whole M&E system was developed first. This included the development of an outline draft logical framework for the NFP which was used to structure overall M&E. The second level involved the more detailed design of improvements for activity monitoring and reporting. An implementation plan and associated capacity building plan were also prepared. These provide an outline for the development and operationalisation of the whole M&E, with more detail for the early stages of implementation, including activity monitoring, etc.

3 ACTIVITIES UNDERTAKEN

During the mission, several activities for assessing and developing the M&E system, and meeting the requirements set in the Terms of Reference, were undertaken successfully following a day-to-day work plan that was established based on stakeholder consultations. The main activities, results and deliverables are described briefly in this chapter.

3.1 Inception Report

A brief Inception Report was prepared during the first week of the assignment and presented at the First Stakeholder Meeting on 26 July 2011. The assignment was agreed in inception to focus on the immediate needs and the existing M&E framework that currently emphasises activity monitoring more than monitoring of higher-level (key) indicators and evaluation. It was therefore agreed to work on two levels: (i) first to develop an overall framework design for the whole M&E system, and then (ii) to work at the more detailed design of an improved activity monitoring and reporting system. It is suggested that key indicator monitoring and evaluation will be paid more attention in the further M&E system support proposed to follow in 2011-2012. This is proposed to take form through evaluative studies, reviews, and evaluations.

3.2 Development of Logical Framework and Key Indicators

A partial draft logical framework for the NFP was prepared from a detailed review of the NFP documentation and discussions with FA staff, and consultation with the M&E Working Group and Office. A diagram of the internal logic of the NFP was prepared first and discussed at a meeting with the M&E Working Group and Office. This identified the need to recognise the “intermediate objective” level focused on Sub-programmes, with Programmes regarded as collections of Sub-programmes and therefore not having higher level indicators.

A logical framework table was constructed and filled in with the available strategic objectives, Cambodia Millennium Development Goals (MDG), National Strategic Development Plan (NSDP) and MAFF indicators. A small number of intermediate objectives and indicators were developed from an understanding of the NFP derived mostly from the NFP documentation and discussions, and the NFP objectives, results and outputs mentioned in the text describing each Programme and sub-programme.

The indicators were copied to a *Key Indicator Definition Table* for inclusion of the details needed to define and assess these indicators. The partial draft "Logical Framework Table" and "Key Indicator Definition Table" are included as annexes in the partial draft M&E Guidelines. Development of these partial drafts was one of the main areas of work of the mission.

3.3 Overall Framework for the M&E System

An overall framework for the main components of the future M&E system for the FA (to support the implementation of the NFP) was developed from an understanding of the NFP developed through preparation of the logical framework and discussions with the M&E Office, M&E Working Group and key FA staff.

This framework was outlined at the First Stakeholder Meeting and presented in more detail at the Second Stakeholder Meeting. The M&E system framework is described in the partial draft M&E Guidelines produced as the other deliverable report by the mission. The M&E Guidelines can be used to guide the development of the M&E system. As this is developed, the M&E Guidelines can be updated.

3.4 Improved Activity Monitoring and Reporting System

In line with the Inception Report and as agreed at the First Stakeholder (inception) Meeting, the mission worked closely with the M&E Office, the Planning Office and the TWGFE Coordinator to develop an improved activity monitoring and reporting system based closely on the existing summary activity workplan and reporting procedures developed by the TWGFE Coordinator and FA.

This involved the development of a fairly simple Excel-based *Activity Plan and Report Database Tool* (APR DB tool), improved use of indicators and milestones, improved data management and more structured data flows and reporting. A prototype tool was designed and left with the M&E Office, and the use of the tool and operation of the improved activity monitoring and reporting system are fully explained in the draft M&E Guidelines.

The introduction of the improved activity monitoring and reporting system has been included as the first activity in the M&E implementation plan and is further described in Chapter 5.

3.5 Draft M&E Guidelines

A partial draft *Monitoring and Evaluation Guidelines for the Forestry Administration to support implementation of the National Forest Programme* was prepared and is the second major output of this consultancy (together with this consultancy mission report). This describes the overall M&E system as designed, with different levels of detail for different components or parts of the system, reflecting the current stage of design of the different components. The improved activity monitoring and reporting system including the *Activity Plan and Report Database Tool*, is described in detail.

Other parts such as the logical framework are still in draft form while some parts are incomplete. The aim is that this “partial draft” describes the overall system sufficiently to guide development and implementation of the overall M&E system, and provides a framework document which can be completed in stages as the various components of M&E are developed and implemented.

3.6 Development of M&E implementation plan

A step by step approach to the development and implementation of M&E for the FA has been proposed and is described in Chapter 5. More detailed action plans for the first few steps are provided in Annex 1.

3.7 Summary of outputs / results achieved

The consultancy mission produced four main outputs which included all the outputs required by the Terms of Reference:

- The “Inception Report” with detailed workplan, presented and agreed at the First Stakeholder Meeting..
- First partial draft version of the “Monitoring and Evaluation Guidelines for the Forestry Administration to support implementation of the National Forest Programme”. This includes the draft logical framework for the NFP with all indicators identified so far, and recommendations for qualitative / evaluative studies.
- An initial version of the Excel-based “Activity Plan and Report Database Tool” needed for the improved activity monitoring and reporting system as described in the M&E Guidelines. This will need to be tested and refined.
- This “Consultancy Mission Report”: with a plan for development and operationalisation of M&E, a capacity building plan and other recommendations for strengthening M&E in the Forestry Administration.

4 DISCUSSION OF KEY ISSUES

Number of institutional arrangements and strengthening needs related to the M&E design and implementation emerged during the mission as explained in the following. While many expressed the current institutional arrangements are a significantly hindering the development and implementation of M&E, the mission feels that they are **not limiting or binding constraints for M&E operationalisation at the present time**. Instead, lack of a common understanding of the different components of M&E, and the difficulties for cross-departmental, multi-disciplinary collaborative ways of working are probably more important factors that can be more easily overcome.

4.1 The Institutional Setup

The current institutional situation for M&E functions in FA is illustrated in [Figure 1](#). This is not ideal and some adjustment will be necessary over time.

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The *M&E Working Group* was established in February 2011 and a separate *M&E Office* in June 2011. The Working Group is a multi-Departmental group headed by the Deputy Director of the FA and having members from each Department. Its main aim is to support the M&E Office in the development and operationalisation of M&E for the FA.

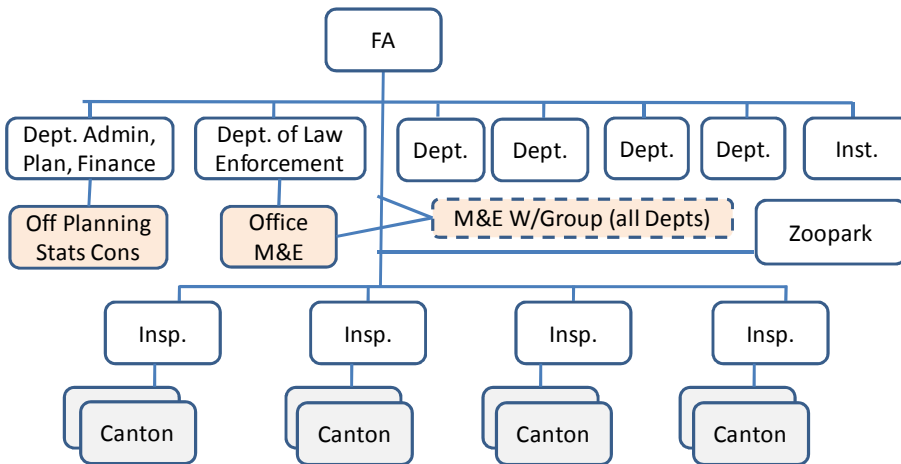
The M&E Working Group is a relatively short term internal arrangement. The M&E Office has been established under the Department of Law Enforcement and Execution. It should have a Chief,

Deputy-Chief, office staff and six field monitoring staff. At present only the chief and deputy are working directly for the M&E Office.

The Department of Administration, Planning, and Finance has an *Office for Planning, Statistics and Consolidation* and *Office for Accounting, Finance, and state properties*. Responsibilities of these offices include work planning, budgeting and reporting, all of which relate very strongly to M&E.

The TWGFE Coordinator works in collaboration with the FA Offices to support work planning, monitoring and reporting for the FA activities supported by Danida funding in five Cantonments. Different NGOs follow different approaches to supporting the work planning, monitoring and reporting for the FA-related activities which they support.

Figure 1: The current institutional setup of the FA showing M&E functions



Work planning, budgeting, monitoring and reporting are all very closely related. It appears however that there is some overlap in functions and scope for improvement. The M&E Working Group and M&E Office have not been established long enough to streamline their operations and coordinate completely with the Office for Planning. The location of the M&E and Planning Offices in different Departments has hampered direct communication. The DP-supported projects and NGOs feel they need to reinforce the rather weak monitoring by the FA.

Strengthening of the planning, monitoring and reporting of the FA will require some institutional adjustment and a better understanding and use of cross-departmental teamwork approaches. Two main **options** have been identified by the FA and a third is also suggested from these:

Option 1: Move the M&E Office into the Department of Administration, Planning and Finance (Figure 2). This makes a strong link with planning and reporting but dilutes the independence and strength of M&E.

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Option 2: Make a separate Department or “Sub-Department” for Monitoring and Evaluation (Figure 3). This makes M&E more independent from the individual Departments and should allow development of stronger M&E and more sophisticated information management.

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Option 3: A variation on Option 2 is also possible with the “Sub-Department” raised in profile to work more directly under the office of the Director General This provides for a very high degree of

independence and emphasises the importance of M&E. This is a better arrangement if M&E focuses more on outcomes than activities and provides a secretariat function with strategic assessments for an FA (strategic) “Management Group” comprised of the Heads of Departments.

Figure 2: Option 1: M&E Office under the Dept. of Admin, Planning and Finance

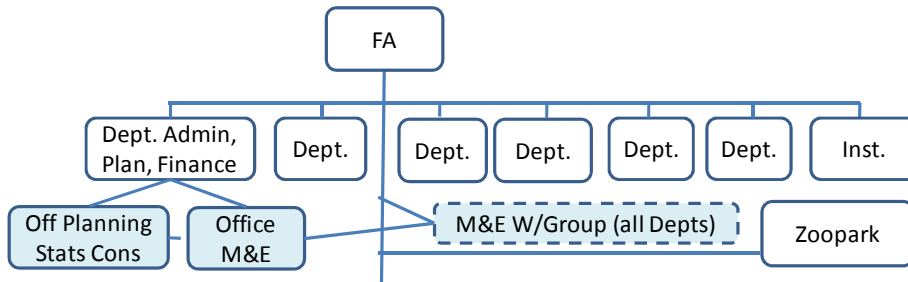


Figure 3: Option 2: M&E as a separate Sub Department

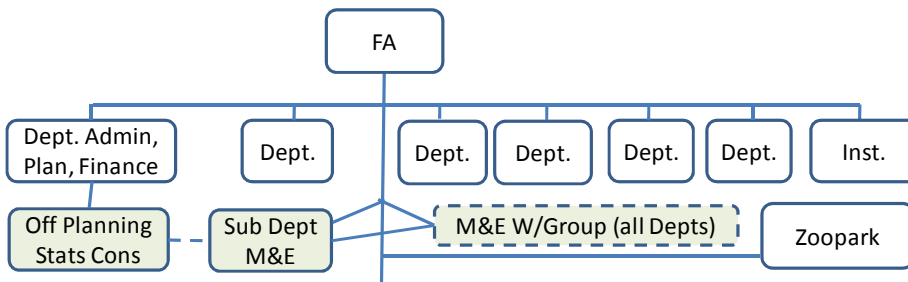
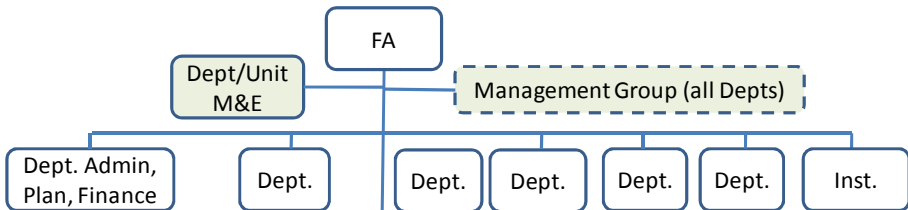


Figure 4: Option 3: M&E as a separate higher level Unit or Department



The current institutional setup for M&E is not ideal and does need to be addressed. While many feel this is a critical issue for the development of M&E, the mission feels that this is not a limiting or binding constraint at the present time. The lack of a common understanding of the different components of M&E, and the difficulties for cross-departmental, multi-disciplinary collaborative ways of working are probably more important and be overcome by e.g. capacity building and establishing internal working relationships and tasks for the M&E.

It is therefore recommended that the institutional setup for M&E is addressed in two stages which enable immediate proceeding with the M&E with existing institutional core capacity and addressing the other required institutional changes over longer period of time:

- **Stage (i)** Immediately establish a “Core Group” of the M&E Working Group (under the Deputy DG) with the M&E Office, the Planning Office and the TWGFE. The Core Group should work

together on a daily, face-to face, collaborative and operating as a team to kick-start the development of M&E. It should be possible to establish this Core Group directly through an internal arrangement.

- **Stage (ii)** In the medium term, the M&E institutional setup issue should be reviewed by senior management when a sound understanding of the overall M&E system has been achieved. This should be during the first half of 2012. This will enable consideration of important issues such as the degree of independence required, how planning and M&E will work together, the balance between learning and accountability, the degree of emphasis on activities and results, the resources which will be available, etc. Once decided, steps should be taken to implement the agreed institutional setup for M&E.

4.2 The Logical Framework

The logical framework developed is a combination of the higher level NFP overall objective and strategic objectives, and the lower level NFP Programme and Sub-programme structure (see 4.3). These do not mesh perfectly in a conventional logical framework.

To be more precise, this means that in the logical framework a single Programme “intermediate outcome” may contribute to several strategic objectives rather than the other way round. This logical framework structure originates through the technical process that required deriving the objectives through two different processes due to the NFP logical analysis had not been extended below strategic levels. However, in practise, it is very pragmatic for the logical framework to reflect the natural and accepted way of describing and thinking of the programme implementation (that is based on the Programme and Sub-programme structure).

On one hand, this logical framework has the advantage of capturing the technical understanding of the NFP in terms of being divided into programmes and sub-programmes, and, consequently affecting how its reporting is structured. On the other hand, the disadvantage of this logical framework, as mentioned above, is that a single Programme may contribute to several strategic objectives.

This is not a big technical problem in practical programme monitoring aimed at reaching stated objectives and targets, however, and the logical framework developed provides a very useful way to describe, understand and report on the NFP. If the logical framework is ever subject to review, it could be useful to try to harmonise and streamline the logical framework still.

4.3 Alignment of NFP programme structure with MAFF M&E structure

The NFP has a structure composed of six programmes and around 27 sub-programmes. The MAFF M&E system also follows a programme and sub-programme structure but regards the NFP programmes as MAFF / FA sub-programmes and something like NFP sub-programmes as MAFF / FA activities.

There is need to align these two structures, so that the NFP headings are consistent with those used for MAFF M&E and reporting, and the same high level indicators are used for each. The implementation of the NFP will need more indicators than are allowed for the MAFF M&E, but for aligning it is recommended that only the high level indicators will be used.

4.4 M&E with multiple stakeholders involved in implementation of NFP

The NFP is a 20 year national framework for the management of Cambodia's forest resources for the benefit of all Cambodians. There are many stakeholders involved in or concerned with the implementation of the NFP including Development Partners, NGOs and civil society organisations.

The FA wishes to monitor, guide and support the overall implementation of the NFP by all stakeholders. It will be important therefore to streamline monitoring and reporting systems (to avoid duplication of effort on M&E) and find ways to capture information from all implementation activities.

Different stakeholders, however, have different ways of working with the FA, and different monitoring and reporting requirements. In some cases stakeholders support FA activities using FA staff. In other cases, the stakeholder projects go way beyond the remit of the FA.

It will clearly be a challenge to develop a streamlined monitoring which will satisfy all stakeholders, and to capture data and information from stakeholders which work in broad areas beyond the remit of the FA. This will need to be addressed on a case by case basis over time. As the capacities of the FA grow, the task will become easier.

4.5 Functional Monitoring

The FA needs to monitor a number of different things as part of its business functions relating to its main task of managing the forest resources of Cambodia. The things to be monitored include forest cover, the state of the forests (for management, REDD, etc), forest crime, etc. This is known as "functional monitoring". This is different from M&E of the NFP but provides indicators for this M&E.

Given that REDD+ and FLEGT implementation are expected to be formulated in Cambodia in the very near future, it is suggested that the M&E development is linked with these two processes through close collaboration of FA with various Development Partners such as EU and UN. This is likely to lead into elaboration of the M&E system based currently on NFP through e.g. additional indicators and aligning targets with REDD+ and FLEGT targets. It is recommended that this M&E development forms part of the following support to M&E system in 2011-2012.

The systems, procedures, tools and capacity for these different types of functional monitoring should be reviewed and improved over the coming years according to need and the resources which become available. These systems provide a great deal of information which will need to be taken into account when designing information management systems (Step 7).

4.6 Information management

The business of the FA requires and generates a large amount of data and information including that for M&E. An information management strategy and system will need to be developed and implemented at some point during the implementation of the 20 year NFP. This will undoubtedly make use of computer-based information technology (IT) and will require considerable capacity development (including IT support) and some adjustments to the institutional structures (depending on the information management system design and scale).

Potential improvements in information management capacity will provide an opportunity for the M&E system to move to a higher level of sophistication and cope with more data. This will make it easier to store and access different types of information from multiple stakeholders.

5 PLAN FOR DEVELOPMENT AND OPERATIONALISATION OF M&E

The draft M&E Guidelines provides an outline for the overall M&E system for the FA to support its implementation of the NFP. Given the current capacities of the FA and the complexities of developing and implementing an overall M&E system for the whole NFP, this will not be a simple task.

It will be necessary to develop and **build the different parts of the M&E system together with the development of understanding and individual and institutional capacities, through a series of sequenced and linked steps over a period of several years.** Each step should build specific M&E systems and the required capacity together, and lead to a clear output which feeds into the following steps.

This process is outlined in the “Overall plan for development and operationalisation of M&E” illustrated in [Figure 6](#). These steps are described further below to provide an overall understanding of the implementation plan. A more detailed Action Plan for the first four Steps is provided in Section 5.2, and the basic training plan to support this outlined in Section 5.3.

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5.1 Overall plan for development and operationalisation of M&E

The overall (strategic) plan is made up of a number of linked and carefully sequenced “Steps” as described below.

Step 1: Improve annual planning process leading to improved activity monitoring and reporting

Rationale

Monitoring starts in planning and the preparation of the FA “annual workplan and budget” is about to start. A simple activity monitoring and reporting system has been developed, based on improvements of the existing annual workplan and budget summary table and reporting procedures. This uses a fairly simple Excel-based tool (*Activity Plan and Report Database Tool*). The system and tool are described in the draft M&E Guidelines. The work planning and budgeting process and tools can themselves be improved to streamline the preparation of the workplan tables (needed for monitoring) by the Cantonments and Departments, in good alignment with the refined NFP outcomes (and MAFF M&E)

Objective and Outputs

The objective is to improve the work planning and budgeting process and capacities within Cantonments and FA Central. The main **outputs** will be the annual workplan and budget prepared in standard Excel (APR DB Tool) table needed for monitoring, with well aligned summaries in the MAFF M&E planning forms (P3 and P4).

Sequencing and Timing

This is the first Step which should start as a matter of urgency in order to support the work planning and budgeting process which is about to start.

Main Activities

- Develop the simple standardised Excel-based tools and procedures, and a short planning guidance sheet to guide the planning and budgeting.
- Very practical hands-on training of staff in the planning process and use of the tools.
- Follow up technical support and facilitation for the annual planning and budgeting process.
- A more detailed plan for this is provided in [Figure 6](#).

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Figure 5: Overall plan for development and operationalisation of M&E

Main Steps for Development of M&E No.	Quarters:	2011		2012				2013				2014				2015			
		3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
1	Improve the annual planning process leading to improved activity monitoring and reporting	■	■																
2	Improve activity monitoring and reporting (Round 1):		■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
3	Refine logframe, key indicators and reporting, and update the "M&E Guidelines"			■	■														
4	Improve key / logframe indicator monitoring and overall reporting formats, procedures, etc.				■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
5	Improve FA functional monitoring					■	■		■	■		■	■						
6	Review and planning for improved information management system (IMS), IT support and M&E information management (including institutional setup and capacity).						■	■											
7	Develop Information Management Systems (IMS) and capacity							■	■	■	■	■	■	■	■	■	■	■	■
8	Improved activity planning, monitoring and reporting systems (Round 2): building on improved information management systems and M&E knowledge, skills and capacity.								■	■	■	■	■	■	■	■	■	■	■
9	Linking to other stakeholders implementing the NFP: MoE, DPs, NGOs, civil society organisations, etc		■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■	■
	Institutional setup:																		
	1. Establish internal "Core Group": Planning, M&E Office, TWGFE.	■																	
	2. Review and adjust institutional setup: separate M&E Office/Unit?			■	■														

Step 2: Improve activity monitoring and reporting (Round 1)

Rationale

The activity monitoring and reporting system and Excel-based "Activity Plan and Report Database Tool" have been developed but need to be tested and refined in order to support the work planning and budgeting process of Step 1 and feed into full implementation with the 2012 workplan and budget. This will not only provide rapid improvements for M&E but will also be very useful in building a stronger and broader understanding of M&E.

Objective and Outputs

Establishing improved activity monitoring and reporting and build a broader knowledge and understanding of M&E including the need for standardisation of systems and indicators, and how monitoring data can feed into reporting.

Sequencing and Timing

This is the first step whose implementation should follow immediately to build on the momentum of this consultancy. This will lead directly into improving the annual planning process.

Main Activities

- Pilot testing and development of the Excel-based tools and system,
- Hands-on training of key staff in Cantonments,
- Support for implementation of simple activity monitoring and reporting in Cantonment and Departments.
- A more detailed plan for this is provided in [Figure 6](#).

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Step 3: Refine logframe, key indicators and reporting, and update the "M&E Guidelines"

Rationale

This consultancy has prepared a partial draft logframe for the NFP (Annex 1 of the draft M&E Guidelines). This is based on the NFP document, Cambodia MDGs, NSDP objectives and some discussions with FA staff. The "intermediate outcomes" and their indicators have been freshly formulated or reformulated from the NFP. These therefore need to be reviewed and adjusted through a participatory / collaborative process with the main stakeholders. At the same time, this would provide a good opportunity to improve the alignment of the MAFF M&E ("programme / sub-programme / activities") structure and the NFP structure and indicators. This would also provide an opportunity to review reporting formats and procedures, the studies which may be needed, etc in order to make the draft M&E Guidelines more complete.

Objective and Outputs

The objective of this Step is therefore to prepare an agreed logical framework with fully specified key indicators, review and improve reporting formats and procedures etc, and update the M&E Guidelines accordingly.

Sequencing and Timing

This Step should follow on from the establishment of activity monitoring (Step 2) to extend M&E to the higher level objectives. This can therefore take place during the first and second quarters of 2012 (see [Figure 5](#)).

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Main Activities

This Step will involve two linked participatory facilitated workshops to develop the logical framework and key indicators, other meetings to review other specific issues and desk-based updating of the M&E Guidelines. A more detailed plan for this is provided in [Figure 6](#).

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Step 4: Improve key / logframe indicator monitoring and overall reporting formats and procedures

Rationale

Once the key logframe indicators and targets have been agreed (Step 3), it will be possible to establish systems to monitor the indicators for the intermediate outcome as well as the strategic objectives.

Objective and outputs

The objectives are to establish the systems for monitoring of the key logframe indicators and bring these into improved higher level reporting. The main outputs are the key indicator monitoring system and improved reporting.

Sequencing and timing

This Step will follow on from the specification of key indicators in Step 3 and so may start from the second quarter of 2012 (see [Figure 5](#)). This will be a continuing activity.

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Activities

This will involve some training and then the assessment by the appropriate bodies of each of the key logframe indicators as required. A more detailed plan for this is provided in [Figure 6](#).

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Step 5: Improve FA functional monitoring

Rationale

The FA needs to monitor a number of different things as part of its business functions relating to its main task of managing the forest resources of Cambodia. The things to be monitored include forest cover, the state of the forests (for management, REDD, etc), forest crime, etc. This is known as “functional monitoring”. This is different from M&E of the NFP but provides indicators for this M&E. The systems, procedures, tools and capacity for these different types of functional monitoring should be reviewed and improved over the coming years according to need and the resources which become available. These systems provide a great deal of information which will need to be taken into account when designing information management systems (Step 7).

Objective and outputs

To improve the various functional monitoring systems of the FA so they provide high quality information for M&E of the NFP as well as for their specific FA functions. The main outputs are improved functional monitoring systems and monitoring data.

Sequencing and timing

This can be done over a period of years according to need and the availability of resources (see [Figure 5](#)).

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Main Activities

The activities for the review and improvement of each functional monitoring system will need to be designed according the individual requirements of each system and the resources available. Each is more or less a separate set of activities.

Step 6: Review and planning for improved information management system (IMS), IT support and M&E information management (including institutional setup and capacity)"

Rationale

The business of the FA requires and generates a large amount of data and information including that for M&E. An information management strategy and system will need to be developed and implemented at some point during the implementation of the 20 year NFP. This will undoubtedly make use of computer-based information technology (IT) and will require considerable capacity development (including IT support) and some adjustments to the institutional structures (depending on the information management system design and scale). Potential improvements in information management capacity will provide an opportunity for the M&E system to move to a higher level of sophistication and cope with more data.

Objective and Outputs

The objective of this Step is therefore to carry out a comprehensive review and planning exercise to plan for a modern information management system appropriate for the FA and implementation of the NFP. This should include all the information management needs of the FA, and consider the potential for improving the scope and sophistication of the M&E system. The establishment of the IMS will probably require some institutional adjustment for the FA (including M&E). The output will be a detailed design proposal for the IMS.

Sequencing and Timing

The scope of what should be carried out will need to depend on and build on the achievements made in M&E and functional monitoring. The review should therefore be delayed until the last quarter of 2012 or later if necessary (see [Figure 5](#)).

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Main Activities

The main activities will be a tailor made review and planning exercise carried out by external consultants.

Step 7: Develop Information Management Systems and Capacity

Rationale

This Step aims to implement the information management systems including institutional adjustments, as planned by the review and planning for IMS exercise of Step 6. This is likely to be a substantial undertaking / project which will need a significant budget. Establishing an IMS for the FA is not specific to M&E. Information is central to M&E however, and so the M&E system will be affected.

Objective and Outputs

The objective is to implement and operationalise an appropriate and modern information management system for the FA. The output is a functioning IMS system with adjusted institutional setup.

Sequencing and Timing

Implementation of the IMS can be started after the approval of the design / plan from Step 6 and securing the necessary funding. Full implementation is likely to take some years.

Main Activities

The main activities will be approval of the design / project followed by implementation according to the plan.

Step 8: "Improved activity planning, monitoring and reporting systems (Round 2): building on improved information management systems and M&E knowledge, skills and capacity."

Rationale

The much improved capacity for information management expected from the implementation of the new information management system (Step 7) will allow for more sophisticated M&E data management and significant improvement to the M&E system. This increased information management capacity may be needed to support linking to other NFP stakeholders and incorporation of their data to build a more complete picture of the NFP implementation (see Step 9 below). This will build on the knowledge and experience gained from the first implementation of M&E (Steps 1 to 4), but will require some redesign and probably some institutional adjustment. The possibilities for this should be built into the IMS design.

Objective and Outputs

The objective is to make significant improvements to the scope and quality of the M&E systems by building on the improved capacity for information management from the new INS. The output is a much improved M&E system.

Sequencing and Timing

Implementation should take place at the same time and together with the implementation of the new IMS (Step 7) (see [Figure 5](#)).

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Main Activities

The design and activities to be implemented will depend on the nature of the IMS to be established (i.e. the potential to support M&E data management), the degree of improvement in knowledge, skills and capacity for M&E and the additional capacity which may then be available within the FA.

Step 9: Linking to other stakeholders implementing the NFP (Ministry Of Environment, Development Partners, NGOs, civil society organisations)

Rationale

The NFP is a 20 year national framework for the management of Cambodia's forest resources for the benefit of all Cambodians. There are many stakeholders involved in or concerned with the implementation of the NFP including Development Partners, NGOs and civil society organisations. The government wishes to provide coherent guidance and facilitation for the NFP and it will be important to build a well-rounded understanding of the whole picture of the implementation of the NFP. The M&E system should therefore try to capture information from other implementers as far as this is possible. Information should also be widely shared so as to make best use of resources.

Objective and Outputs

The objective of this set of activities is to find ways to collaborate on data capture and sharing with a range of NFP implementers and particularly the MoE and NGOs. The output will be a more holistic picture of NFP implementation.

Sequencing and Timing

This should start with collaboration on the refinement of logframe indicators and proceed as opportunities arise with different implementers throughout the life of the NFP (see [Figure 5](#)).

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Main Activities

This will require a very flexible approach. After the initial collaboration on the logframe indicators, collaboration is likely to be ad-hoc until sufficient M&E experience capacity has been built and the improved information management system is operational.

5.2 Implementation through Action Plans and Technical Assistance

We see the implementation requirements of the overall plan taking place through a combination of specific Action Plans, Technical Assistance and Funding Resources.

Action Plans

Implementation of the overall “strategic” plan described above follows a progressive or step by step approach. This will require the development of detailed “action plans” for each Step, a short time before implementation of that Step. The detail of these action plans will be based on the experience gained from previous steps. Tentative “action plans” have been prepared for the first four steps and are presented in [Figure 6](#). These will need to be fully detailed before implementation.

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Need for Technical Assistance

Considering the complexity of the NFP, the difficulties of implementing a complete M&E system, and the current capacities within the FA, it will be necessary to have some additional Technical Assistance (TA) to guide and support the development and operationalisation of M&E.

Both national and international TA will be needed. It will be very important to have continuity in the approach so as to steadily build the M&E system in a coordinated way. Continuity in the TA support will therefore be an important consideration.

It is recommended, that Technical Assistance package including national and international inputs in support of the M&E development and operationalisation, with particularly strong capacity building component required for complete handing over, is formed to support the M&E implementation plan until the end of 2012. We see important that such TA support is headed by the existing core capacity in FA that can drive the process within FA and act as a platform for internal and external institutional growth. In practise, the Core Group is seen as taking the team leading and coordination positions of this process that the TA would strengthen.

National Technical Assistance will be needed to support the implementation of most of the Steps in the step-by-step plan for development and operationalisation of M&E. It is recommended that local consultants are engaged through 4 positions established within FA structure via TA for 12 months out of the 16 months to the end of 2012. These local experts work together with the International Experts and, more importantly, within FA. It is recommended, that these experts will remain as part of FA structure taking responsibility over the main M&E tasks after their assignments strengthening the M&E capacity. In practise, this would mean either engaging existing FA staff members or receiving a commitment from FA to hire these local experts after their assignments in FA. Once the national consultants have been engaged, it should be a simple matter for the FA / M&E Office to draw on their services.

International Technical Assistance will be needed to support the more technical aspects of the M&E system development, capacity building and defining information management. In the M&E, International TA is required especially in Step 3 in the plan for development and operationalisation of M&E (refining the logframe, indicators and updating the M&E Guidelines) and the trainings for Step 4 (implementation of key indicator monitoring). It is further recommended that International TA will support the functional monitoring work as this is taken on. Overall, it is recommended that the international TA is utilized by engaging two senior experts, one having profile in forestry administration and management of national forest programmes and policies, and the other a sound technical background in FLEGT and the various monitoring aspects associated with EU and UN REDD for intermittent periods each providing 6-8 months inputs within FA and supported by 2-

4 additional Short Term positions (3-4 months each) for focused capacity buildings, organizational restructuring M&E facilitation, information management and gender mainstreaming,.

Funding Resources

Funding will be needed for training, field support operations, some equipment and materials and TA support. It appears that funds are potentially available for this work from the Development Partners (DP) working with the FA on the NFP. The FA should engage with these DPs to secure funding for specific inputs, using this report and the M&E Guidelines as supporting documentation.

5.3 Capacity Development and Training

A broad view of “capacity development” relates to the capacity of an organisations and individuals to carry out their tasks and functions effectively. This relates to the knowledge and skills of individuals as well as the availability and suitability of human resources, offices, equipment, materials, tools, methods, systems, procedures, guidelines, transport and all things needed to carry out the required tasks and functions. Capacity for the development and implementation of M&E within the FA is quite limited.

Training Plans

Training is a central part of capacity building. Training is needed to build a common understanding of the basics of M&E across the FA. This is important to be able to engage staff fully in the development and operationalisation of M&E. More specific training is needed to build the capacities of staff in specific M&E functions.

A training plan to support the first steps in M&E development has been prepared and is presented in [Table 1](#). This covers the very functional job-related practical training, focused almost entirely on the M&E tasks people are supposed to do. This is the training specifically included in the action plans of [Figure 6](#).

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The training needed to build capacity in M&E over the longer term should be incorporated into the FA's overall capacity development plan which is being developed. This can include training in logical framework analysis, project cycle management, reporting skills, database management, computer skills, etc. Broader training in M&E can be based on the FA M&E Guidelines when a near complete version has been developed.

Other aspects of capacity building

Implementation of M&E will also need development of the approach, procedures, methods, tools and the M&E Guideline. The institutional setup also needs to be addressed.

Table 1: Training plan to support implementation of “First Steps” in M&E development

Ref (#1)	Training course name and main content	Target group and no of participants	Duration	Timing	Location	Trainers	Responsible	Priority
1.2	<p>Basic Excel and computer skills: 100% practical, hands-on course.</p> <ul style="list-style-type: none"> • Basic use of Excel sufficient to manage annual work planning, budgeting and activity monitoring and reporting. • Folder structure organisation, folder and file naming conventions, backup procedures, etc. 	Staff in all Cantonments (2 each) & Departments (2 each) who will be involved in annual work planning, budgeting, monitoring, etc. (approx. 50). More staff later (100 ??)	4 days X 2 courses initially. More later??	As soon as possible: end August, mid-Sept.	Different locations according to training service providers	Local training service providers	Core Group with Admin / HRD	High
1.3	<p>Training workshop on MAFF M&E system:</p> <ul style="list-style-type: none"> • MAFF M&E system overview as in MAFF M&E Manual. • Planning: forms P3 and P4. • Synchronisation of MAFF M&E Sub-Programme / activities structure and NFP structure. 	Planning, M&E Office, M&E Working Group, TWGFE.	2 days	As soon as possible: end August, mid-Sept.	Phnom Penh	FA Planning & Finance Dept. with MAFF M&E.	MAFF TWGAW with FA Admin / HRD	High
1.4	<p>Training workshop on FA Annual Work Planning and Budgeting: for concerned Cantonment and Department staff.</p> <ul style="list-style-type: none"> • NFP Program, Sub-program, activity structure (harmonised with MAFF). • Identification and grouping of activities (“FA Planning Guidance Sheet”). • Preparation of detailed activity plan and budget using tools. • Preparation of summary workplan using “Activity Plan and Report Database Tool”. • Due to urgency, this will be a “Crash course” to get the planning process started. 	Cantonments & Department staff involved in annual work planning, etc as above (approx. 50).	4 days X 2 courses	Synchronised with “Basic Excel and computer skills” training as above: mid and end Sept.	Different locations or at HQ.	Core Group with TA.	Core Group with Admin / HRD	Very high

Report: Consultancy on the Development of M&E for the FA

Ref (#1)	Training course name and main content	Target group and no of participants	Duration	Timing	Location	Trainers	Responsible	Priority
2.2	Training in activity monitoring and reporting: <ul style="list-style-type: none"> • Basic introduction to M&E. • Very practical, hands-on training (with computers) in activity monitoring and basic reporting using the “Activity Plan and Report Database Tool” and data flow / processing as described in the FA “M&E Guideline”. • Supports final preparation of summary workplan and budget for 2012 in APR DB Tool. 	Cantonments & Department staff involved in activity implementation and monitoring. (initial priority on the same 50 as above). Aim to include many staff over time.	4 days x 4 courses initially	After completion of main part of work planning and before 2012: Nov and Dec 2011 and into Jan 2012.	Different locations.	Core Group with TA.	Core Group with Admin / HRD	Very high
4.1	Training in M&E for the FA: Based on the revised FA “M&E Guidelines”: <ul style="list-style-type: none"> • FA “M&E Guidelines” with focus on key indicator monitoring. • Overall reporting formats, procedures, etc including MAFF M&E. 	Senior Cantonment and Department staff involved in key indicator monitoring and overall reporting.	4 days x 1	After revision of “M&E Guidelines” expected 2nd quarter 2012.	Phnom Penh	Core Group with TA.	Core Group with Admin / HRD	High

Note #1: The “Ref” refers to the Step / Sub-step no. from the detailed workplan.

6 MAIN CONCLUSIONS AND RECOMMENDATIONS

Cambodia has developed its National Forest Programme with the Forestry Administration as the lead institution. This provides a comprehensive framework for managing and developing Cambodia's forest resources on a sustainable basis for the benefit of all. The FA is fully committed to the implementation of the NFP and is aligning itself with this programme.

The FA is also committed to developing a monitoring and evaluation (M&E) system to support the implementation of the NFP. It has established an "M&E Office" (within the Department of Law Enforcement and Execution) and an "M&E Working Group" and commissioned this consultancy to help it develop its M&E system and Guidelines. The TWGFE has supported development of a process for activity planning and budgeting and basic activity reporting. The FA also follows the MAFF M&E system described in its "M&E Manual" which focuses on the NFP programme and sub-programme levels.

A team of one national and one international consultant and colleagues from the M&E Office, the M&E Working Group and the TWGFE have worked together on the development of M&E for the FA to support implementation of the National Forest Programme of Cambodia. Over a period of about four weeks, the team developed a framework for the overall M&E system, and built on the existing workplan and budget summary table to develop an improved activity monitoring and reporting system with an Excel-based "Activity Plan and Report Database Tool" and data flow and data management systems. The team also prepared an overall step-by-step plan for the development and operationalisation of M&E, with more detailed action plans and training plan for the first steps of implementation. The main outputs of this exercise were (i) the partial draft M&E Guidelines describing the current state of development of the overall framework for M&E with full details for the activity monitoring and reporting system, (ii) an initial "Activity Plan and Report Database Tool" ready for testing, and (iii) this mission report which includes the plan for development and operationalisation of M&E, and the findings and recommendations of the mission. The main recommendations are listed below.

1. The overriding or **major conclusion and recommendation** of the mission is that the step-by-step **plan for development and operationalisation of M&E** (as described in Chapter 5 of this report) should be implemented in full. The basic principle of this plan is to build the different parts of the M&E system together with the development of understanding and capacity, through a series of sequenced and linked steps over a period of several years. This will build understanding over time, and at the same time, build a complete M&E system based on this growing understanding. This process will update the M&E Guidelines with the details for the parts which are currently only presented in outline.
2. The first step in this process is that the M&E Office, the Planning Office and the TWGFE should form a "Core Group" to kick-start the development of M&E by working on planning and then basic activity monitoring and reporting. This group should work together on a daily, face-to face, collaborative and "Team" basis. This group can be established as the "Core Group" of the M&E Working Group under the Deputy Director General. This internal arrangement should also allow for direct flow of data and information among the Core Group and the M&E Working Group, with due regard for normal reporting lines.
3. The mission concludes that the current institutional setup for M&E is not ideal but is not a binding constraint at the present time. It is recommended that this is addressed in two stages over time.
 - o Stage (i) Immediately establish the "Core Group" and enable direct communication as described above.

- Stage (ii) The M&E institutional setup issue should then be reviewed by senior management when a sound understanding of the overall M&E system has been achieved. This should be during the first half of 2012. This will enable consideration of important issues such as the degree of independence required, how planning and M&E will work together, the balance between learning and accountability, the degree of emphasis on activities and results, the resources which will be available, etc. Once decided, steps should be taken to implement the agreed institutional setup for M&E.
4. It is recommended, that a Technical Assistance package, including national and international inputs, is provided to support the M&E development and operationalisation plan until the end of 2012. This should have a particularly strong capacity building component required for complete handing over by the end of 2012. We see it as important that such TA support is headed by the existing core capacity in FA that can drive the process within FA and act as a platform for internal and external institutional growth. In practise, the Core Group is seen as taking the team leading and coordination positions of this process that the TA would strengthen.
 5. National Technical Assistance will be needed to support the implementation of most of the Steps in the step-by-step plan for development and operationalisation of M&E. It is recommended that local consultants are engaged through 4 positions established within the FA structure using TA for 12 months out of the 16 months to the end of 2012. These local experts will work together with the International Experts and, more importantly, within FA. It is recommended, that these experts will remain as part of FA structure taking responsibility over the main M&E tasks after their assignments strengthening the M&E capacity. In practise, this would mean either engaging existing FA staff members or receiving a commitment from FA to hire these local experts after their assignments in FA. Once the national consultants have been engaged, it should be a simple matter for the FA / M&E Office to draw on their services.
 6. International Technical Assistance will be needed to support the more technical aspects of the M&E system development, capacity building and defining information management. In the M&E, International TA is required especially in Step 3 in the plan for development and operationalisation of M&E (refining the logframe, indicators and updating the M&E Guidelines) and the trainings for Step 4 (implementation of key indicator monitoring). It is further recommended that International TA will support the functional monitoring work (Step 4) as this is taken on. Overall, it is recommended that the international TA is utilized by engaging two senior experts, one having profile in forestry monitoring and evaluation in the context of the development and implementation of national forest programmes and policies, and the other a sound technical background in FLEGT and the various monitoring aspects associated with EU and UN REDD for intermittent periods each providing 6-8 months inputs within FA and supported by 2-4 additional Short Term positions (3-4 months each) for focused capacity buildings, organizational restructuring M&E facilitation, information management and gender mainstreaming.
 7. The FA should engage with the Development Partners (DPs) working with the FA on the implementation of the NFP in order to secure funding for specific parts of the plan for development and operationalisation of M&E, External funding will be needed for training, field support operations, some equipment and materials and TA support. This report and the partial draft M&E Guidelines may be used as supporting documentation.

MAIN DOCUMENTS CONSULTED

- FA (2011a, April) “**FA Proposed Workplan and Budget in P3 and P4 for 2012**” Forestry Administration, Ministry of Agriculture, Forestry and Fisheries, Phnom Penh.
- FA (2011b, May) “**Public Investment Program 3 Year remove to 2012 – 2014**” Forestry Administration, Ministry of Agriculture, Forestry and Fisheries, Phnom Penh.
- MAFF (2007, December) “**Monitoring and Evaluation Manual**”. Ministry of Agriculture, Forestry and Fisheries, Phnom Penh.
- MAFF (2010a) “**National Forest Programme 2010 - 2029**”. Ministry of Agriculture, Forestry and Fisheries, Phnom Penh.
- MAFF (2010b) “**Cambodia’s National Forest Programme Background Document**”. Ministry of Agriculture, Forestry and Fisheries, Phnom Penh.
- MAFF (2010c, February) “**Annual Workplan and Budget for 2011 of Forestry Administration Central and 5 FA Cantonments (Kamport, Kandal, Kratie, Ratanakiri, Mondulkiri)**”. Forestry Administration, Ministry of Agriculture, Forestry and Fisheries, Phnom Penh.
- MAFF (2010d, March) “**Annual National Forest Programme Workplan and Budget for 2011**”. Forestry Administration, Ministry of Agriculture, Forestry and Fisheries, Phnom Penh.

ANNEX 1: Terms of Reference

A STUDY ON DEVELOPMENT OF MONITORING AND EVALUATION “FOR FORESTRY RELATED PROGRAMMES” TECHNICAL WORKING GROUP ON FORESTRY AND ENVIRONMENT, CAMBODIA

1. Background

As consequence of the UNCED summit held in Rio de Janeiro in 1992, where it was decided that member states would “prepare and implement national forestry programmes and/or plans for the management, conservation and sustainable development of forests” (UNCED 1992, Agenda 21, Chapter 11), the Royal Government of Cambodia (RGC) did initiate a process for developing a sustainable forest management strategy. In 2002, the Forestry Administration formulated a National Forest Policy Statement, expressing the intention of the RGC to develop a clear and transparent National Forest Programme to ensure sustainable management and equitable use of forests, to improve the livelihood of rural people, and to promote a balanced socio-economic development in Cambodia. Following the National Forest Policy Statement, the government has committed itself to develop the National Forest Programme (NFP). The NFP document is scheduled to be implemented from 2010 and onward for the period of 20 years.

The Technical Working Group on Forestry and Environment (TWGFE) plays a major role in supporting and strengthening development activities within Forestry and Environment; through provision of technical assistance in priority areas, harmonizing activities, mobilization of resources and support efforts to strengthen the sector’s capacity to contribute to economic growth.

With the support of the Development Partners, led by Danida/Dfid/NZaid, the main tasks of the TWGFE has been coordinating almost all forestry related programmes within Cambodia especially those programmes coordinated by the Forestry Administration. Coordination is one mechanism but Monitoring and Evaluation (M&E) is another useful mechanism for achieving the immediate and development results of the National Forest Programme.

2. Rationale

The National Forest programme is a strategic framework for all stakeholders involved in the development of forest -resources in Cambodia. To be logic the bottom-up planning approach is introduced for sub-national and national levels of the Forestry Administration to plan the annual and a five-year work plan, starting from 2011.

In order to be sure and improve the quality of the outputs of National Forest Programme, M&E Mechanism and system is needed to be set-up for monitoring the process of the implementation of the Programme. Although M&E has been applied within government agencies such as FA, MAFF, MEF (National Authority of Auditing), etc., the M&E unit in the Forestry sector and system need to be strengthened and enhanced for the comprehensive programmes of the National Forest Programme.

3. Objectives

The objective of the consultancy is to strengthen the M&E Unit of the Forestry Administration to work effectively in monitoring the implementation of the National Forest Programme.

4. Outputs and reporting

The consultancy team will produce the following documents:

- Recommendation for how to strengthen the present M&E Unit in the Forestry Administration.
- A Manual /Guideline for implementation of M&E in the Forestry Sector aligned with the National Forest Programme.

- Logical framework of the NFP, identifying indicators for every five-year and targets for each year to enable FA to plan and follow-up accordingly in order to reach the five-year indicators.
- Recommendations for qualitative study which complement with the quantitative results.

5. Scope of the Work

- Review existing related M&E documents, laws, and regulations.
- Review mandates of forest related agencies that are responsible for forest programme implementation.
- Review relevant forest policies and laws, including lessons learnt from other countries (if possible).
- Review relevant Government policies and strategies (NSDP and the MDGs)
- Meeting with DP agencies like FAO, JICA, EU, UNDP.
- Review all relevant M&E programme frameworks in the sector in order to guide a joint M&E framework.
- Meeting with NGOs, RECOFTC, WCS, etc.

6. Methodology

The consultancy team will be working on, but not limited to, the following:

Day 1. The two person study team will be briefed by the Forestry Administration and representatives from the Royal Danish Embassy – Danida at the Forestry Administration office. The team will be provided with background documentation.

Day 2 - 13. The team will hold preliminary meetings with representatives of the Forestry Administration, the Ministry of Agriculture, Forestry and Fisheries (MAFF), Relevant Development Partners. Desk study: the consultancy team will review relevant forestry policies and programmes and regulations or laws to obtain thoughts, and based on that develop a practical forest manual for M&E. The relevant forestry policies and regulations should be available from the TWGFE, the Forestry Administration and the Danida teams.

Interview with key stakeholders: key interviewed agencies should be informed by the TWGFE team at the inception meeting. Those key agencies to be interviewed include FA, MAFF, Ministry of Environment, UNDP and FAO (UN REDD) and NGOs such as WCS, RECOFTC and WWF.

Day 5. A meeting (possible workshop) will be held on the Inception Report and Proposed Work Programme with the Forestry Administration, Development Partners, Representative from Danida and the Technical Working Group (TWGFE) Secretariat.

Day 14. Presentation made to the Forestry Administration, MAFF, Relevant Development Partners and Danida (consultation workshop and gathering feedback).

7. Outputs and Reporting Arrangement

The consultants will report to Mr, Sok Srun, Coordinator of the TWG Forestry and Environment (TWGFE) Secretariat and Jacob Kahl Jepsen, Counsellor -Development, Royal Danish Embassy. The outputs will be:

- an Inception Report (day 5) with recommendation on how to strengthen the M&E system in the sector,
- a final M&E Guideline/Manual for the use of the Forestry Administration at both national and sub-national to be submitted at the end of the consultancy,
- logical framework of the NFP, identifying indicators for every five-year and targets for each year to enable FA to plan and follow-up accordingly in order to reach the five-year indicators,
- recommendations for qualitative study which complement with the quantitative results.

Final payment will be made when the TWGFE Secretariat accepts the final outputs.

8. Team and team structure

The team will comprise one international and one national consultant. The international consultant will be experienced in planning and monitoring & evaluation (M&E) and have a management sciences or economics background. The national consultant will be experienced in forestry and M&E

The international team leader should have a post graduate qualification (M.Sc or PhD) and 5 or more year's relevant experience. The national consultants should have appropriate graduate qualifications and 5 or more year's relevant experience.

The M&E responsible officer from the Forestry Administration will join the consultancy team throughout the mission period.

9. Timing

The assignment period will be from 11 July – 31st August 2011. Working time in Cambodia will be from 18 July – 12 August 2011. It is estimated that 20 days of consultant time will be required, broken down as follows:

- Preparation time – 1 day
- 2 travelling days
- In country mission – 14 days
- Follow up after mission – up to 3 days

Key milestones will be agreed on submission of the Inception Report

10. Key documents to be reviewed

Specific documents, but not limited to, should be reviewed as followings:

- Monitoring and Evaluation Manual, December, 1 2007, MAFF
- List of Forestry Projects, 2010-2015
- NFP Work Plan 2011-2015 of the 5 FA Cantonments.
- National Forest Program
- Financial Law and regulations
- Law on Forestry
- Study on Community Forestry and Community Fisheries beneficiary to local communities.
- UNREDD Road map
- The 10 years Programme for Sub national Democratic Development
- National Strategy Development Plan
- Cambodia Millennium Development Goals.

ANNEX 2: Itinerary and main activities

Date	Place	Activities
Wed, 20 Jul 11	Phnom Penh	<ul style="list-style-type: none"> Briefing meeting with Danida (Jacob Jepsen) and Briefing meeting with M&E Office, Working Group and TWGFE. Review documentation.
Thu, 21 Jul 11	Phnom Penh	<ul style="list-style-type: none"> Meeting with MAFF TWGAW. Meeting with Chea Sam Ang. Review documentation.
Fri, 22 Jul 11	Phnom Penh	<ul style="list-style-type: none"> Meeting with Jacob Jepsen / Danida. Meeting Toon Debruyne on Capacity Building study. Meeting Sok Srun on M&E. Review and synthesise team understanding.
Sat, 23 Jul 11	Phnom Penh	<ul style="list-style-type: none"> Review and planning for the consultancy assignment. Write Inception Report.
Sun, 24 Jul 11	Phnom Penh	
Mon, 25 Jul 11	Phnom Penh	<ul style="list-style-type: none"> Finalise and submit Inception Report. Prepare presentation for stakeholder meeting.
Tue, 26 Jul 11	Phnom Penh	<ul style="list-style-type: none"> 1st Stakeholder meeting: presentation of M&E outline, issues, etc. Preparation of NFP logical framework diagram.
Wed, 27 Jul 11	Phnom Penh	<ul style="list-style-type: none"> Extract objectives and indicators for NFP programmes and sub-programmes from NFP document. Preparation of NFP logical framework diagram.
Thu, 28 Jul 11	Phnom Penh	<ul style="list-style-type: none"> Meeting with M&E Working Group and M&E Office to review development of logical framework. Extract objectives and indicators for NFP programmes and sub-programmes from NFP document. Preparation of NFP logical framework diagram.
Fri, 29 Jul 11	Kampot	<ul style="list-style-type: none"> Travel to Kampot. Meeting with FA Cantonment staff working on planning, monitoring and evaluation. Meeting with RECOFTC project staff.
Sat, 30 Jul 11	Phnom Penh	<ul style="list-style-type: none"> Return to Phnom Penh
Sun, 31 Jul 11	Phnom Penh	
Mon, 1 Aug 11	Phnom Penh	<ul style="list-style-type: none"> Team review and update of workplan. Extract objectives and indicators for NFP programmes and sub-programmes from NFP document. Preparation of NFP logical framework diagram. Team review of activity planning, monitoring and reporting system and development of improvements and tools.
Tue, 2 Aug 11	Phnom Penh	<ul style="list-style-type: none"> Finalise logframe diagram. Develop logframe table and key indicators. Meeting with Wildlife Alliance Deputy Director. Elaborate the outline for M&E Guidelines and Mission Report. Develop activity monitoring and reporting system.
Wed, 3 Aug 11	Phnom Penh	<ul style="list-style-type: none"> Write draft M&E Guidelines (Logframe table and key indicators). Develop activity monitoring and reporting system.
Thu, 4 Aug 11	Phnom Penh	<ul style="list-style-type: none"> Meeting with M&E Working Group and M&E Office staff. Develop activity monitoring and reporting system. Outline for implementation plan, capacity development plan and other recommendations for the Mission Report. Meeting with Kirsten Ewers Andersen and Lic Vuthy of UNDP-FA SFM Project.
Fri, 5 Aug 11	Phnom Penh	<ul style="list-style-type: none"> Development of logframe indicators. Write Mission Report: implementation plan, capacity development plan and other recommendations.

Report: Consultancy on the Development of M&E for the FA

Sat, 6 Aug 11	Phnom Penh	<ul style="list-style-type: none"> • Write Mission Report: implementation plan, capacity development plan and other recommendations. • Development of logframe indicators.
Sun, 7 Aug 11	Phnom Penh	
Mon, 8 Aug 11	Phnom Penh	<ul style="list-style-type: none"> • Write M&E Guidelines: Introduction, Activity monitoring and reporting. • Meeting with Deputy Director. • Prepare presentation for 2nd Stakeholder meeting. • Key / logframe indicator definition table.
Tue, 9 Aug 11	Phnom Penh	<ul style="list-style-type: none"> • 2nd Stakeholder meeting: presentation and discussion of draft M&E Guidelines and implementation plan. • Continue writing M&E Guidelines: activity planning.
Wed, 10 Aug 11	Phnom Penh	<ul style="list-style-type: none"> • Continue writing M&E Guidelines: activity monitoring and reporting. • Meeting Dr Sok Heng (list of indicators and targets for five years and one year, background of NFP).
Thu, 11 Aug 11	Phnom Penh	<ul style="list-style-type: none"> • Circulate draft M&E Guidelines Introduction and Activity monitoring. • Write Mission Report: activities undertaken, revise implementation plan, etc.
Fri, 12 Aug 11	Phnom Penh	<ul style="list-style-type: none"> • Write draft Mission Report: detailed workplan / time schedule. • Debriefing meetings Sok Srun (09:00), Chea Sam Anh (10:00), Danida (11:00), and counterparts Hong Kimhean and Chorl Tol (14:30).

ANNEX 3: List of Persons Met

(including those met at Stakeholder Meetings)

- H.E. Chea Sam Ang, Deputy Director, Head of M&E Working Group, Forestry Administration.
- Jepsen Jacob, Counsellor-Development, DANIDA, Royal Danish Embassy.
- Sok Srun , TWGFE Coordinator / Focal Point , TWG-FE, Forestry Administration.
- Chornng Tol, Chief of M&E Office, Forestry Administration.
- Hong Kimhean, Deputy Chief, Afforestation Office / M&E Working Group, Forestry Administration.
- Sam Han, M&E Office staff, Forestry Administration.
- Kim Sambun, Deputy Chief, M&E Office, Forestry Administration.
- Lim Bunna, D. Chief of Panning, Statistic , and Consolidation Office, Forestry Administration.
- Lao Sethaphal, Deputy Chief of Law Enforcement and Execution Dept, Forestry Administration.
- Choeung Hongnarith, Deputy Chief of Research and Assessment of Forest Resource and ESEIA Centre, Forestry Administration.
- Mak Mony, Head of TWG Agriculture and Water, Ministry of Agriculture, Forestry and Fisheries.
- Voun Vannarath, , Ministry of Agriculture, Forestry and Fisheries.
- Sloth Arvid , Prepared the NFP main document and NFP Background Document, .
- Payuan Edwin, Country Program Coordinator, RECOFTC (Regional Community Forestry Training Centre).
- Debruyn Toon, Consultant for Capacity Building study, RECOFTC and the Centre for People and Forests.
- Suon Sovann, D. Chief of LL Dept, Forestry Administration.
- Pin Phany, D. Head of South Tonle Sap FA Inspectorate, Forestry Administration.
- Khim Pann, D. Head of North Tonle Sap FA Inspectorate, Forestry Administration.
- Pich Ket, D. Head of Mekong FA Inspectorate, Forestry Administration.
- Chan Sophal, D. Director of Forest and Wildlife Research and Development Institute, Forestry Administration.
- Pak Chealy, D.Chief of Forest Management and Community Forestry Dept, Forestry Administration.
- Chan Thetthanurak, D. Chief of Administration, Int. cooperation, and ASEAN Office , Forestry Administration.
- Mrs. Kong Phalika, D. Chief of Administration, Planning, and International Convention Office, Forestry Administration.
- Suon Phalla, D. Chief of Wildlife and Biodiversity Dept, Forestry Administration.
- Men Soriyun, D. Chief of Wildlife and Biodiversity Dept, Forestry Administration.
- Mrs. Sar Sophyra, D. Chief of Watershed Management (WSM) and Forest Cover Assessment, Forestry Administration.
- Hak Sarom, D. Chief of M&E Office, Forestry Administration.
- Chay Chetha, D. Chief of Forest and Wildlife Research and Development Institute, Forestry Administration.
- Hour Lim Chhun, D. Chief of Forest Industry and Int. Cooperation Dept, Forestry Administration.
- Sorth Un, D. Chief of Plantation and Private Forest Development Dept, Forestry Administration.
- Long Rattanakoma, D.Chief of Forest Management and Community Forestry, Forestry Administration.
- Bun Vanna, D. Chief of Forest Industry and Int. Cooperation Dept, Forestry Administration.
- Mrs. Vong Sophanna, D. Chief of Administration, Planning, and Finance Dept., Forestry Administration.
- Khorn Sareth, D.Chief of Forest Management and Community Forestry Dept, Forestry Administration.

- Mrs. Mao Moni Ratana, Senior Program Officer (DANIDA), Royal Danish Embassy.
- H.E. Tim Sipa, Chief of LL Dept, Forestry Administration.
- Chum Sara, Chief of Division, Kep Division, Forestry Administration, Kampot Cantonment.
- Kim Chanmaly, Forestry Staff, Forestry Administration, Kampot Cantonment.
- Im Maredi, PCFPC, RECOFTC, Kampot Cantonment.
- Chan Neuv, APCFPC, RECOFTC, Kampot Cantonment.
- Mrs. Perlman Lesley, Deputy Director, Wildlife Alliance.
- Mrs. Ewers-Andersen Kirsten, Social and Environmental Consultant, SFM Project, UNDP-FA.
- Lic Vuthy, Consultant, Forest and Environmental Specialist, SFM Project, UNDP-FA.
- Eang Savet, Chief of Mekong FA Inspectorate, Forestry Administration.
- Kong Narin, Chief of Gulf FA Inspectorate, Forestry Administration.
- Soy Soeung, Program staff, FAO.
- Long Boun, Deputy Chief of South Tonle Sap FA Inspectorate, Forestry Administration.
- Ms. Siv Cheang, Program officer, JICA.
- Tom Evans, Deputy Director WCS, Wildlife Conservation Society.
- Mounng Sideth, Project officer AFD, AFD.
- Koen Everaert, Attache EU.
- So Lorn, Deputy Chief of of Forest Industry and International Cooperation Dept, Forestry Administration.
- Dr. Sok Heng, Director of Forest and Wildlife Research and Development Institute, Forestry Administration.