



**Final Draft Report on
ORGANISATIONAL ANALYSIS**

OF

THE FORESTRY ADMINISTRATION

IN

**THE MINISTRY OF AGRICULTURE,
FORESTRY & FISHERIES**

**IN THE ROYAL GOVERNMENT OF
CAMBODIA**

**COMMISSIONED BY THE FORESTRY
ADMINISTRATION AND THE CENTRE FOR
FOREST & LANDSCAPE, DENMARK**

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Final Draft Report on consultancy for FA-FLD on institutional analysis of Forestry Administration and its environment for engagement in a multifaceted and participatory National Forest Programme.

Introduction

This report presents the findings, conclusions and recommendations as regards the functions of the Forestry Administration (FA) in the Cambodian Ministry of Agriculture, Forestry and Fisheries (MAFF).

The overall objective for the assignment:

“To strengthen Forestry Administration’s institutional capacity in meeting the challenges of sustainable forest management, civil service and good governance through the development of a National Forest Programme. This task will in all aspects attempt to support the implementation of a National Forest Programme.”

The specific objectives:

“The assistance should be based on analyses of the Forestry Administration institution and its immediate and enabling environment for engagement in a multifaceted and participatory National Forest Programme. And addressing the processes enhancing institutional capacity of FA including:

- *institutional structures and communication*
- *means for service provision*
- *human capacity development”*

Terms of Reference is annex 1 to the report.

His Excellency Mr. Ty Sokhun, Director General of the Forestry Administration, supported the report and provided valuable comments on its contents, and the staff at TWG-F&E assisted with some logistical support.

The views expressed in this report are those of the consultant only and do not necessarily correspond to the views of the organisations and persons met.

Abbreviations

D&D	Deconcentration and Decentralisation reforms
DG	Director General of FA
DFW	Department for Forests and Wildlife
FA	Forestry Administration
FLD	Centre for Forest and Landscape, Denmark, Copenhagen University
FWTC	Forestry and Wildlife Training Centre
I-NGO	International Non Governmental Organisation
MAFF	Ministry of Agriculture, Forestry and Fisheries
MEF	Ministry of Economy and Finance
MOE	Ministry of Environment
MOP	Ministry of Planning
NCDD	National Committee for Management of the Deconcentration and Decentralisation Reform
NFP	National Forest Programme
NPRS	Cambodian National Poverty Reduction Strategy
NGO	Non Governmental Organisation
PR I	Progress Report no. I of NPRS
RGC	Royal Government of Cambodia
SEILA	An aid modality supporting the deconcentration and decentralisation processes
TWG-F&E	Technical working group in Forestry and Environment
WB	The World Bank
WCS	Wildlife Conservation Society

Approach and Methodology

Originally the approach in the report was planned as a combination of a SWOT analysis, strengths, weaknesses, opportunities and threats of and for FA as an organisation, and an adjusted version of Danida's ROACH methodology – Results Oriented Approach to Capacity Development and Change - for Capacity Development (available from <http://www.um.dk/NR/rdonlyres/780914AD-A4C4-42C2-8039-8115F4CA0DDB/0/KortCDbriefintro.pdf>).

This would have implied that the focus should have been on *changes* over time in *outputs* of FA. However, a prerequisite would have been more documentation of the outputs that could not be found in FA, especially not going back to the preceding department to the Forestry Administration, the Department for Forest and Wildlife (DFW). Therefore, it was necessary to take on a more pragmatic approach, and that is the reason for the choice of a more traditional institutional analysis, but still comprising the IOM-model, the Integrated Organisational Model, which is part of the ROACH methodology (same web reference as above) as an input-output model, annex 4, refers, and the SWOT analysis.

Hence the Institutional Analysis starts with a short description of the short background to FA, a general perspective on deconcentration and decentralisation and the mandate of FA. It then follows the IOM-model and outlines the external environment and the institutional context in which FA operates. It moves on to the organisational capacity in FA reviewing policies and strategies for FA and its organisational structure. The next sections analyse the inputs to FA in terms of budget and staffing and in particular management in the organisation. After a short section on gender distribution of staff in FA the analysis continues with capacity building of staff and knowledge management and communication in FA. A presentation of four outputs of FA finishes the IOM-model analysis. In the two next sections a SWOT analysis is carried out, identifying the internal strengths and weaknesses of FA and the external opportunities and threats to FA. Finally, the conclusions and recommendations in the organisational analysis complete the report.

Further, it should be noted that when a clear and solid definition of *institutions* does not have gained common ground, *institutions* and *organisations* are used in the report as interchangeable concepts unless otherwise stated, as often is the case in reports and in the literature about organisations and institutions.

Different methods in data collection have been sought applied: collection and analysis of documentation related to the forestry sector in Cambodia - key informant interviews with management and staff at the Head Office (1) and inspectorate levels of FA and FA relevant agencies and partners, donors, and one NGO. As regards the quantitative collection of written data, it turned out that it was limited what in fact existed or possible to get access to in FA. Therefore, the above interviews are the main source of information to the report.

Background to the Forestry Administration

In the first section the FA's recent history as a government institution is briefly outlined. A new Law on Forestry was passed in August, 2002 followed by sub-decrees and regulations according to which the Forestry Administration was established as the government

1. FA Head Office and FA Management are used synonymously in the report.

authority under MAFF. The law replaced a more than 40 years old law in which the government forestry administration consisted of a central department, Department for Forests and Wildlife, and a number of technical provincial offices. They operated with different standards, reporting procedures and command systems. But at the provincial level they were all linked to the Provincial Governor. At the same time this structure was part of the Ministry of Agriculture, Fisheries and Forestry (MAFF). The structure was not clear, and therefore it caused a lot of frictions between entities within and outside MAFF.

Deconcentration and Decentralisation

The change to the present structure was part of the beginning of a general decentralisation process of the entire Cambodian public sector. However, decentralisation as in essence is a political process, is not a single state, but rather a spectrum or continuum on a scale ranging from deconcentration via delegation to devolution to put it shortly. The development of the deconcentrated system is characterised by smaller incremental changes at the organisational levels, the idea being that organisational development moves best in a slow, but steady pace.

According to the Royal Government of Cambodia (RGC) and as well in the WB's writing on decentralisation in East Asia, the government's administration of public services in Cambodia today is best described as a deconcentrated system with a high proportion of staff based in the field, but working on behalf of the central government, i.e. FA at local levels operate from the Inspectorate level down to the level of the Triages, but linked up to the FA Management in a single and unified administration.

Since the late 1990's Cambodia has undertaken numerous initiatives as part of the decentralisation processes and one recent example was the comprehensive Seila programme. It was an aid mobilisation and coordination framework for Cambodia's Decentralisation & Deconcentration reforms (D&D) designed as a three-tire system of planning and budgeting focused on the commune, district, provincial and the national levels under the RGC's overall reform programme. The Seila was supported by numerous donors, a.o. Danida, and closed down in December, 2006. Today the public D&D activities are carried out under the National Committee for Management of the Decentralisation and Deconcentration Reform (NCDD) under the Ministry of Interior

FA's Mandate

The Forestry Administration does have a mission statement stated in the National Forest Policy Statement which is giving an indication of the vision and mission of the FA.

The Forestry Administration's mandate as the government authority under the Ministry of Agriculture, Forestry and Fisheries (MAFF) is to manage forests and forest resources ensuring sustainable management according to the National Forest Sector Policy statement in July, 2002 and the above Forestry Law from September, 2003. Thus basically FA is a demand-driven service provider in the sense that the general demands on the national organisation stem from nature and people concerns. This applies to the organisation from Head Office level, when preparing and guarding principles for protecting and conserving the natural resources to the field and implementation levels, when FA Triages e.g. prevent and suppress forest and wildlife offences.

The issue of existence of two parallel D&D systems, the political-administrative system and the new Forestry deconcentrated administrative system, was brought up in the interviews with FA-

management. The issue being that the two systems not always follow the same geographical demarcations, whereby Triages in FA's system in some cases are split into two districts. In terms of authority of the Triages it appears that in such situations FA's mandate is contested. But according to the interviews this is apparently only in rare cases and, therefore, do not cause any major problems for the two systems to function together. No further documentation on the subject could be identified.

Based on the above FA's mandate appears to be relatively clear.

The External Environment of FA

The context in the IOM-model, the Integrated Organisational Model, consists of context of appreciation and context of influence. Here the influential context has been chosen as the external environment and the institutional context (in the next section) seen from a short term perspective have the most direct links to FA, annex 4 refers.

It is out of scope for this assignment to uncover all the actors, programmes and projects in the field of forestry and natural resources in Cambodia. Therefore, only four bi- and multilateral agencies and one I-NGO and some of their main programmes have been selected for brief presentations: Danida/DFID, the World Bank, and JICA and Conservation International. The assessment here is that these agencies, collaborating in partnership with RGC, are some of the most important seen in FA's perspective.

Danida/DFID

A new natural resource programme started in 2006 supported by Danida and DFID, the Natural Resource Management and Livelihoods Programme (NRMLP) 2006-2010. It comprises three components, natural resource management in D&D, civil society and pro-poor markets, and the natural resource sector and policy development with a strategic focus on the commune councils as the main recipient of NRM investment funds contributing to poverty reduction. As FA is one of the two government agencies that have management over forest lands – the other is Department of Nature Conservation and Protection (DNCP) – it is an expected result as regards FA to have developed a more pro-poor service orientation in response to local demands, while maintaining its regulatory mandate.

JICA

JICA supports an Overall Capacity Building Programme for the Forestry Sector (CBFS) in FA. The programme started in 2003, and it targets capacity at the lower levels of FA, who have great needs in this respect. CBFS is today organised as a training programme in the technical fields: Community Forestry, Silviculture, and Forest Management planning.

The World Bank

The WB supports mostly Cambodia at macro level in building four foundations for reducing poverty: good governance, physical infrastructure, education and health, and private sector development. All the WB's interventions focus on rural areas and on women. The WB is about to finalise the drafted document on *Strategic Partnership Framework for Natural Resource Management*. Again with the view of empowering the poor, especially in rural areas, and the local communities and organisations, and simultaneously support the completion of the legal framework for natural resource management in order to speed-up the much needed forestry reform processes.

At the local levels many I-NGOs (estimated 200) and NGOs and Community Based Organisations (estimated 500) operate - within or outside sector-wide programmes - also endeavouring to support the poor, in particular the rural poor, whose lives depend on the availability and access to natural resources.

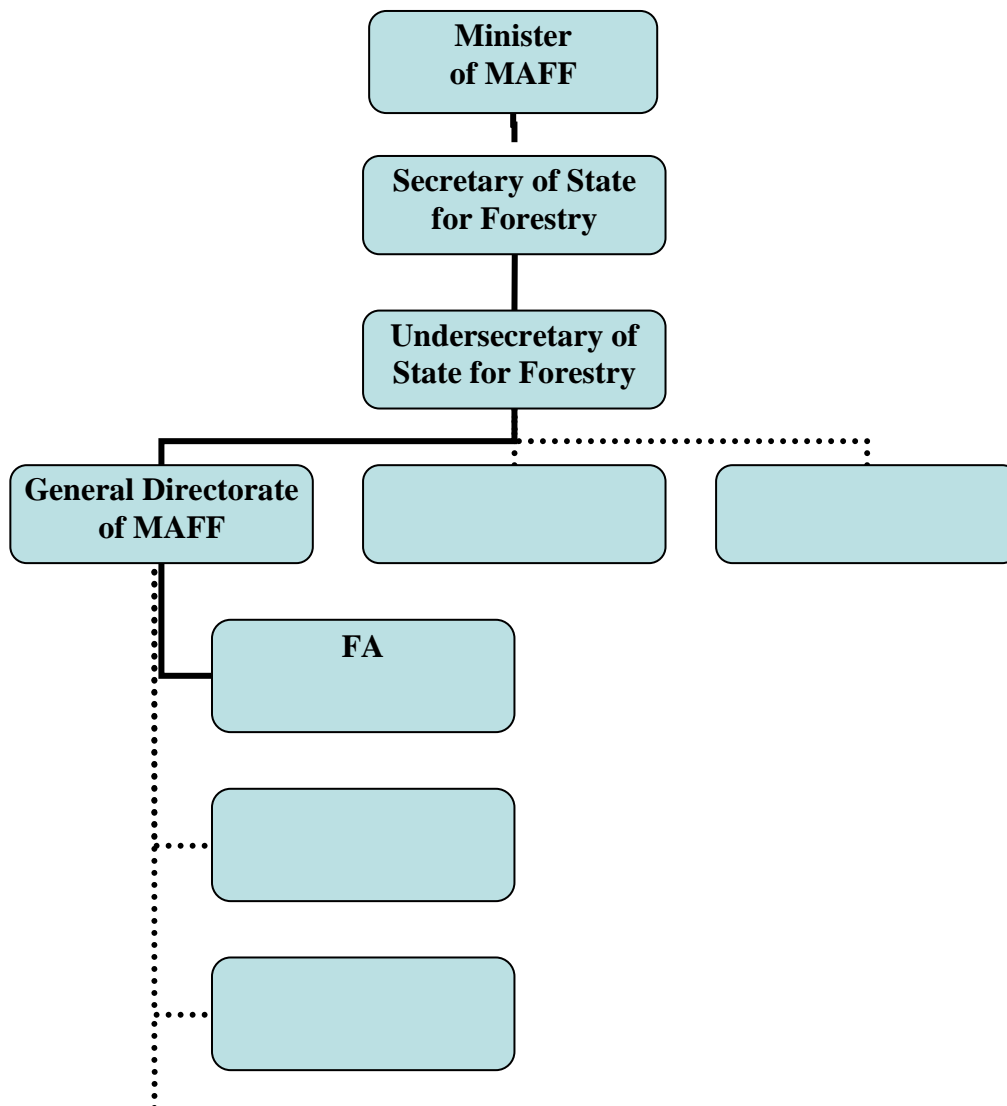
Conservation International (CI) and FA have since 2002 worked together in the Central Cardamom Protected Forest area, which is recognised as an area of key biodiversity. FA, through MAFF, manages and coordinates a project supported financially by CI on four components: community engagement and development, law enforcement, research and information sharing. 15-20 FA-staff from FA Head Office and a similar number from the military police are seconded at the site for this assignment due to their authority in the villages.

Summing up: the expectations and not at least the demands on FA are high in the programmes they are involved as regards deliveries, transparency and further development. Finally there is pressure on FA from below, where there are increased demands on FA from the users, villagers, rural poor and local communities for use of the forest resources.

FA in the Institutional Context

In order to see FA in a broader institutional context, it is necessary to outline, although only briefly, the most important parts of the wider institutional context in which it operates.

The organisation structure of **MAFF** related to FA:



FA reports directly to the Ministry of Agriculture, Fisheries and Forestry (MAFF). Within MAFF there are five Secretaries of State for Agriculture and five Under-Secretaries of State for Agriculture. One is for forests at both levels. Below the level of Under-Secretaries is General Directorate of MAFF led by one Director General assisted by four Deputies Director General. The General Directorate has an important role to play in central-level management of MAFF, and the Directorate has 14 departments to supervise at the next level, among which one is the Forestry Administration.

It is at this General Directorate level that MAFF provides an important internal role in policy coordination between its various departments.

Further, FA through MAFF is linked to the Ministry of Planning (MOP) and the Ministry of Economy and Finance (MEF). As relates to the revenues FA generates, they go back into MEF, and it is MEF that decides on the budget to FA as well as providing the budget to FA.

Another ministry FA cooperates with is the Ministry of Environment (MOE), in particular the Department of Nature Conservation and Protection (DCNP). This is due to common responsibilities and duties up to the policy level as regards the forestry sector in the country. An example at the implementation level is the above Central Cardamom Protected Forest project, where DCNP also works together with CI on conservation of natural resources coordinated with FA in different locations.

The other important ministries for FA are Ministry of Land Management, Ministry of Interior, Department for Local Government, and Ministry of Commerce.

Finally in the institutional context, there is the Joint Technical Working Group on Forestry and Environment (TWG-F&E), which was established in 2005. It is a mechanism for government and donor coordination collaboratively assisting the government to progress forestry and environment development in Cambodia. A total of 17 technical working groups were set up in 2004-05 for key sectors and thematic areas (PRSP PR I) in order to provide a link between high-level policy dialogue and field implementation or project work.

TWG-F&E as a coordinating and supporting national body links not only the domestic and the donor support to the forest and environmental sectors, but considers also other important adjacent sectors like management of land, local government and the private sector. TWG-F&E is not replacing genuine line department or ministry tasks, but facilitates inter-ministerial and donor dialogues on the above issues.

FA is naturally heavily involved in TWG-F&E, and thus DG of FA is the chairman and the secretariat is located at FA Head Office manned with three staff (secretary, accountant and driver cum clerk, The secretariat was intended to also act as an information focal point for all stakeholders in the field of natural resources. However, that is apparently difficult to realise apart from launching a website.

TWG-F&E has developed a Four Year Action Plan for forestry and environment 2007-2010, and it has recently been approved. It includes a major development element of capacity building activities down to the level of communes and rural people. The prime objective in the four year plan is the development of a national forest programme (NFP) incl. coordination and planning of the NFP. As a concept NFP simply can be expressed as a tool and framework enabling “any country to create and implement a national vision and long-term strategy for its forest sector ... integrated with other sectors” (FAO).

It involves comprehensive planning and process oriented actions, which will be new challenges to the FA and TWG-F&E.

The Organisational Capacity in FA

Policies and Strategies for FA

The key document for RGC's development of policy has been its Rectangular Strategy for Growth, Employment, Equity and Efficiency from 2003 in which good governance is at the core. This strategy is implemented through a series of planning documents including the Cambodian Millennium Development Goals, the National Strategic Development Plan 2006-10 and the Cambodian National Poverty Reduction Strategy (NPRS) back in 2002.

In the latest Progress Report no. I (PR I) from August, 2004 on progress in the Cambodian NPRS, it is recognised as regards the Forestry Reform that “all stakeholders should pay attention to the strengthening of institutional capacity and improving coordination to ensure implementation of policies” (p54). The establishment of TWG-E&F and the initial development of the National Forest Programme should be seen as the first steps addressing this call, which was a general call for the entire Cambodian administration of the public service, according to PR I.

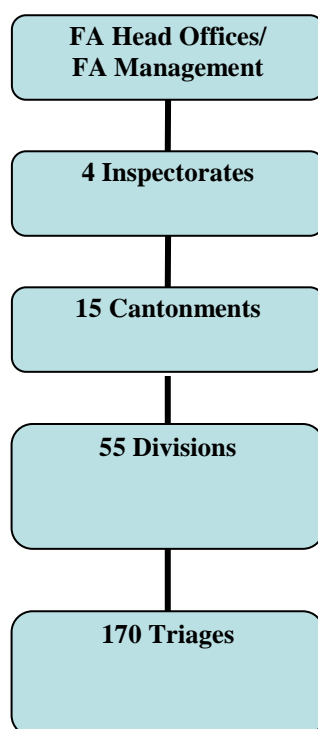
In RGCs National Strategic Development Plan from January, 2006, it is formulated as one of the five priorities in implementation of the National Forest Programme “strengthening of forestry management and conservation” (p47). Although other sectors also are given high priority like rural and agricultural development, education, health, and road infrastructure according to PR I, it is apparent that these sectorial limitations can not separate the forestry sector from wider rural development issues as the importance of establishing participatory partnerships and economic growth. That objective can only be achieved when combined with e.g. institutional changes going beyond the forestry sector to target an effective administration, as noted in the mandate note in TWG-F&E, November 2005.

FA’s Organisational Structure

The organisation of FA is organised according to the generic Professional Bureaucracy model governed by responsibilities, duties and roles of departments and the individual staff. Rules and regulations are the main criteria for the departmental set-up of units in a bureaucracy organisation. Although today bureaucracy as a concept is affected by negative connotations, the original intention was a neutral description of an ideal organisation following the above attributes. The model also has proved to be strong in the sense that it still is the most common organisation model for government institutions all over the globe.

The FA originates as mentioned from the new Forestry Law in August, 2002, and the law, quite unusually for a law, stipulates the structure “as streamline order for the whole country, and divided into the hierarchical levels: central, regional inspectorates, cantonments, divisions, and triages” (Chapter 2, Article 6, refers). Moreover, the organisation also is described in the law as a *hierarchical* organisation supporting the above reference to the professional bureaucracy model in a rigid way. Consequently, it does not leave much room for organisational inventions and experiments unless the law is changed.

The Levels in FA's Organisation:



(a full descriptive organogram of FA's offices and units as annex 3)

Following a ministerial *Prakas* later in September, 2003 the organisational structure of the Forestry Administration was further specified. FA is organised at the central and field/local levels with the major functions within its internal units/organisations as outlined below, and institutional and capacity aspects are included in the description:

National - and international - level

FA Head Office comprises 13 units – 10 head offices, 2 centres, and 1 institute – each of the 13 units are managed by a Chief of Office and internally broken down into 4-5 sections with a Head of section depending on the tasks and duties in the office.

The development objective at this high level is to contribute to the society at large i. e. improve the livelihood of the rural population via economic development through amongst others sound environmental management and protection of the national interests in biodiversity conservation and promote climate change alleviation. Capacity building is an implicit requirement for Head Offices to carry out the duties.

Provincial/Local level - Inspectorates

4 Inspectorates based in FA management is the link to the organisation's field levels. The Inspectorate is charged with functions of monitoring, advising and coordinating the activities of the lower units in the FA organisation and to inspect the performance of FA staff at local levels. In this respect the Inspectorate is key in the whole organisation of FA as the linkage between the central and the local levels. Thus the Inspectorate facilitates downwards government and FA orders to the cantonments.

Cantonments

3-5 Cantonments pr. Inspectorate makes a total of 15 Cantonments and the functions are to manage, control, lead and coordinate activities in FA divisions and Triages. Cantonments report on progress in e.g. the annual work plans to FA Head Office and the Inspectorate and are monitored by the same.

Divisions

8-15 Divisions pr. Inspectorate leads to a total of 55 Divisions. The functions are to implement the forest and conservation of wildlife resources, to manage the forestry sector management plans, and to provide technical assistance to the community forestry. Divisions report on progress in e.g. the annual work plans to FA Head Office, the Inspectorate and Cantonments and are monitored by the same.

Triages

3-4 Triages pr. Division makes a total of 170 Triages. They function as the ground implementer to manage forestry extension and involve people’s participation in management and protection of forest and wild life resources, and to provide technical assistance to community forestry. Triages report on progress in e.g. the annual work plans to FA Head Office through the Inspectorate, Cantonments and Divisions and are monitored by the same.

There is a clear structure for FA’s organisation and its functions at central and local levels, (ref. Annex 3). After interviewing heads and staff in FA’s management, it is obvious that at Head Office level, the bureaucracy model works in the sense that each office has well-defined technical and administrative responsibilities and tasks to perform. However, it is questionable whether within the offices and sections at staff-member level, there exists similar clarity, when it was found that no job descriptions exists for the individual staff member below heads and deputy heads.

Although the formal organisation structure is clear, it remains a question whether it also is transparent, e.g. if the decision-making processes also follow the above formal structure. That was not possible to trace further during the interview period.

Procedures and administrative systems exist and are used, but the processes seem to be slow as e.g. forms and reports are filled in on computers not linked together in a local network at Head Office. At the level of Cantonments some computers exist (not quantified to the author), but as regards the local levels further down in the organisation, the Divisions and Triages, some reporting to the Head Offices apparently took place via external staff typing the drafted hand written reports or the reports were send in as hand writing and/or even hand-carrying.

Inputs to FA

Budget

	2002	2003	2004	2005	2006	
Personnel Costs	1,054	1,011	1,009	2,154	2,501	R millions

Unfortunately the budget figures for FA are kept at MAFF, and therefore were not accessible during the interview period. This fact, or rather lack of facts, limits the transparency of FA and put severe constraints on the possibilities for partners and donors to engage in operational cooperation with FA - and the other departments under MAFF administered in the same way.

However, in the JICA report on “Overall Capacity Building Program for the Forestry Sector in the Kingdom of Cambodia” (2004) figures from 2002 and 2003 are presented, and they show that in percentages the personnel costs in these two years covered between 48 to 54 % of the total DFW/FA’s budget – including mainly operation of offices. *If* this distribution of expenditures is the same up to 2006, it might lead to an annual budget to FA of approximately 5 R bio. equivalent to USD 1,250,000.

In addition, the revenue figure FA collected and send directly to MAFF/MEF was in 2004 modest 3 R mill equivalent to USD 750 (!) (according to FA: Cambodia: Forestry Statistics 2004, May, 2005). The sources came in the main from fine, auction and “royalty from other forests than forest concessions”.

Although the above calculation has to be taken with caution, the conclusion is all the same:

The budget provided by RGC for the forestry sector is substantially below the requirements for implementing the policies developed for the sector.

In addition TWG-F&E has received commitments from JICA, Danida, DFID, CI (Conservation International), WCS (Wildlife Conservation Society), FAO, ITTO (The International Tropical and Timber Organisation, a former UN organisation) of around USD 3 mill. to the activities in the present year as part of a four year Action Plan 2007 – 2010. This commitment is compared with the requested around USD 11 mill. to cover the whole period.

Staffing

Annual recruitment to FA is decided in MEF and it is based on the proposed number of new staff required by FA. After the establishment of FA the number of staff has not changed much. In terms of staff promotion within FA, the procedure is that DG of FA makes proposals for promotion, and then the decision is taken at MAFF/MEP level.

	2002	2003	2004	2005	2006
No. of Personnel	-	-	815	1,677	1,653

Sources: JICA 2004 and FA Planning, Accounting and Finance Office

Before the new forestry law the predecessor to FA, Department of Forestry and Wildlife (DFW) comprised a number of 815 staff in 2004. Following the new organisational structure the

restructured FA was made up of more than the double, 1,677 staff in 2005. But in the new set-up it also covers the forestry activities in the whole nation in one organisation, whereas previously staff at the provincial offices was registered under the Provincial Governor's office. In 2006 FA employed 1,653 staff, the small reduction has been due to retirements, transfers to other departments, and deaths (caused by traffic accidents and malaria).

At Head Office level staff numbers today stand at 292. In terms of qualifications at central level 59 % have either a PhD (3 staff), a Master or a Bachelor, **which is considered absolutely satisfactory for a government administration** unit as FA Head Office. If the number of staff, who have either been trained in forestry or got lower education, is included the figure rises to 78 %, and leaves only the remaining 12 % without any formal training, annex 5, refers.

At the Provincial/local levels staff are 1,361. The number of qualified officers are as it was expected lower. However, almost 30 % (28 %) have a university degree, Master or Bachelor. If again the number of staff, educated or trained in one way or the other, is included, the figure rises to 52 %, leaving the number of staff without any formal qualifications at 48 %, annex 6, refers. Thus at the local levels four times as many as in Head Office are without any formal training.

These figures show that regarding qualifications, it is at the central level well-staffed with qualified personnel. But at the local levels the picture is more mixed with almost 1/3 having a university degree, while almost half of the staff are without any formal qualifications.

If finally the staffing positions are calculated for FA as *one* organisation the figures show that 56 % of the total staff has either high education, been trained in forestry or received lower general education, leaving 44 % without any kind of training/education. As a comparison in the Department of Fisheries a comprehensive institutional review from last year showed that almost 40 % of the whole staff was without any formal training, i.e. only slightly lower than FA's 44 %.

The general conclusion on staff qualifications in FA is therefore that it is relatively well-staffed, in terms of formal educational credentials, which is an important point of departure for carrying out the many tasks that is put on FA not at least when developing a NFP that is based on a cross sectoral, transparent and collaborative approach..

Management in FA

The decision making in administrative and technical matters in FA belongs to FA Management, and that is in line with the professional bureaucracy model. However, it was noticed that even small matters have to, apparently according to the procedures, to be brought up for approval by FA top management. Some few examples were mentioned, approval of the granting of the legitimate two weeks holiday, and the mandatory reporting to management of each field trip to the local units. This observation points to questioning the roles and justification of mid-level management. In the organisational pyramid managers or heads are supposed to carry some administrative responsibilities regarding their offices according to the task-and-work flow through the organisation. But it could diminish those managers' portfolios and their possibilities for influencing the organisation, if their motivation and room of exercising management is too limited.

When there are only descriptions of duties for whole sections in FA-Management and only job descriptions exist for heads and deputy heads of these sections, it is difficult to assess if the organisation uses the staff competencies in an optimal manner. Therefore, it remains an important question if the best qualified staff applies their essential qualifications in performing their job.

Another severe aspect is that apparently there are examples of brain drain among senior staff in FA leaving for jobs in NGOs or the private sector. This is a threat to any organisation. The main reason is without any doubt the poor level of salaries in FA as a government institution, and incentives are almost non-existent. Only medallions were mentioned for long and faithful services.

Most of the daily work is organised as individual task solving, and traditions for team work did not seem to exist. Supervision was only applied by managers for new staff in order to acquaint them with their duties and management (e.g. supervision, recognition, coaching, rewards and punishment) as such seems not embedded sufficient in the organisation as a general feature of FA mid-level managers' duties.

As regards performance evaluations and monitoring of staff these were apparently carried out in donor funded projects, but it was not possible to trace whether it was done systematically internally in FA.

When decision making in FA apparently only takes place at the highest level in FA-management, it limits, especially for mid-level managers, development of skills in e.g. participatory and management processes. This could put severe constraints to the further development of the sector, in which participation is crucial for the further development.

Gender Distribution of Staff in FA

At Head Office the women are represented with 20 % of the staff as the average, and in two offices in FA at the central level, Administration and International Cooperation, and Planning, Accounting and Finance Office, there are even more women than men – 56 and 60 % respectively. However, it was noticed that there is no women among the leaders in FA Management, which could be interpreted as a well-known cultural barrier against women in leading positions.

As expected the gender distribution at the local levels is lower than at Head Office, but not a per cent as low as 5 %. These facts provide an average figure of 9 % of women in the total staff of FA. This is the same as the estimated average figure for women in the whole civil service (169,000) in Cambodia. Traditionally the forest sector is a predominantly male sector, however the figures tell that in the administration of forests it is proportionally the same as in the whole civil service.

Capacity Building of Staff in FA

During the interviews it was informed that no management development or training plans in FA exist. The perception being that this is not necessary, because the managers are all well-educated from universities, what they definitely are, and thus management skills are included in their professional background for the appointments as heads or managers of the central offices. But because one has a degree, even a PhD, there is no reason to believe that he automatically should possess management and leadership skills. Needs go through the whole organisation and it is not at least about capabilities in participatory processes, partnership building, how to work cross-sectorial, contributions to writing up policies and strategies, and evaluation techniques. In the interviews the FA-managers called for up-grading training of their writing skills in general, but did not bring up the other abovementioned capabilities. The observation is worrying, if it is a sign of limited awareness of role of government institutions, NFP development requirement and in general future challenges.

It was noticed that in some cases FA senior staff enrol on BA-courses as open courses on their own initiative, but they have to pay for themselves. Apparently there is no government budget at all for general training of FA-staff, and therefore they are dependent on donor initiatives and projects, which could include options for training in either technical or management fields. E.g. in the JICA supported training programme Capacity Building for the Forest Sector (CBFS) targeting staff at the local levels. Here 1-2 officers from FA-management also could participate, if the technical subject was relevant for them in order to upgrade their skills. Also FA-staff from Head Offices were used by FWTC in the technical courses as lecturers. Again no statistics were made available for this analysis to quantify the activities either as participants or as lecturers.

In addition, some staff participates in various technical workshops held either nationally or internationally. Figures to document this finding were kept in FA, but not accessible.

In terms of the above JICA-supported CBFS-programme, Forestry management planning is one of the three subjects in which this project at present offers training for four selected Cantonments and the corresponding Divisions. The target group is as mentioned staff at the lower levels of FA. As an important outcome of the training the present status is that 48 out of the 55 divisional technical management plans have been developed during the last year, and the remaining plans are in process, (were they made available for you?

Apart from the JICA supported training programme the main source of staff development is on-the-job training, when there is no internal funding of training in FA as reported.

Knowledge Management and Communication in FA

The sharing of knowledge is a cornerstone in any knowledge based organisation. Without distribution of knowledge it could easily impact any organisation's efficiency and effectiveness. In a national organisation like FA covering the whole country, it is in particular important to facilitate the flow of information, orders and reporting, from top-level to the most distant Triages and vice versa. Not at least when the uneven distribution of qualifications is taken into account between Head Office and the local levels.

In the present situation where FA Management uses around 60 computers, and an unspecified number exists in the Cantonments, but all separated and not linked up to each other, it is not possible to use the computers as means of sharing knowledge and information, but only as a working tool. As regards access to emails, it is only very few who have got an email address and are authorised to use it.

TWG-F&E have launched a web site, where they put out legislations, minutes, reports, and plans www.twgfe.org. This is in fact a most promising initiative as regards transparency, whereby TWG-F&E's activities can be accessed. However, it needs updating in order to become useful.

Therefore, in terms of the internal knowledge and communication flows, it is the so-called *people-to-people strategy*, FA is applying more of necessity than of priority. The means of sharing and communicating in FA are the traditional ones:

- Meetings for entire offices and sections
- 1:1 meetings
- information notes on boards
- reports
- records and files

Additionally and not least importantly, knowledge seems to be generated by the said on-the-job training, and, moreover, in participation in workshops, seminars, and conferences. It was noted that there does not exist any procedures regarding mandatory follow-up, staff meetings etc. on these activities in order to safeguard distribution of the achieved knowledge in the organisation. Consequently, knowledge is only stored in files and records.

Further, there does not seem to be taken any steps towards plans for development of a knowledge management or sharing strategy.

As regards external information from FA to the public, the WB criticises that information on natural resources “if it exists at all”, is held in the “silo” resource management agencies such as FA instead of being dispersed to the stakeholders and to the public. The assessment represents a special challenge to the FA through its offices and the TWG-F&E as a focal information point for the stakeholders in the sector and points again out the importance of up-dating the website.

Key Outputs of FA

The clients of FA’s outputs are both internal and external. The internal outputs go to MAFF as the line ministry, e.g. FA’s Head Office staff participates in preparation of laws, decrees, sub-decrees and prakas.

Below are four key external outputs summarized and according to the ROACH approach, Danida’s Result Oriented Approach to Capacity Development and Change, these outputs could serve as indications on outcome of FA.

Focal point for the MAFF in national and donor coordination

The TWG-F&E secretariat funded by Danida has now operated in 9 months and organised coordinating meetings with FA, MAFF, MOE and several donors. It has developed a four year plan, and an annual work plan for 2007, mentioned in section on FA in the Institutional Context. The annual work plan includes 18 activities of which 12 are – or nearly are – on track. The challenges and constraints for the TWG-F&E are funding and the role as a focal point for information sharing to and from all stakeholders.

Development of NFP

The FA has a lead role in the further development of Cambodia’s NFP as RGC has the ownership. NFP’s main features of process orientation, comprehensiveness, inclusiveness and breadth covering national and local levels put strong demands on FA in order to continue to play the lead role in coordination of all the actors’ programmes and projects within the sector.

National Forestry Management plans at the Divisional level

48 out of 55 plans for Natural Forestry Management have been developed as mentioned in the section on Capacity Building for Staff in FA. Based on the experiences achieved from the training, it was reported, although not quantified that Division Chiefs have carried out activities supporting villagers and rural communities in forest production and conservation.

Example at local levels of FA: Biodiversity project for rural people

The CCPF project, described on p6, is managed by FA with financial support from Conservation International. The strategy is put on conservation and the challenge to create enabling conditions for villagers and their livelihood. The project has a range of activities in resource management, reproductive health and family planning in order to assist the development of local communities.

The above illustrates that FA is capable of delivering services at the various levels in the organisation, and the first and probably greatest challenge is the further development of NFP – not at least for FA's managerial levels.

The internal part of the SWOT analysis as regards HRD/institutional development

The application of the SWOT-analysis is mainly based on the key-interviews in FA-Management in addition to own findings and observations.

Strengths

- regulatory laws and regulations are in place: the Forest Law and sub-decrees, e.g. on forest concession management, community forestry, elimination of illegal activities in the forestry sector.
- staff at all levels in the organisation are in place (vacancies were only reported in very few examples at the Triage level)
- qualified staff, especially at Head Offices
- senior staff exercise management of the offices/units
- decision making in FA takes place
- tasks and responsibilities are formulated at office and unit level
- the projects FA are involved in could provide useful opportunities on an ad hoc basis for further training of staff at senior level in e.g. leadership and management skills
- reporting systems exist and are used in FA from Head Office to Triage level.

Summing up on the strengths in FA there seems to exist many of the basic requirements for the organisation to function: FA is manned with qualified staff, laws and sub-decrees exist and nearly all positions are filled.

Weaknesses

- poor capacity in general
- demotivated staff
- core functions carried out by too few of the qualified staff
- not up-dated technical skills and knowledge at Head Office, and especially at the local levels
- limited administrative skills
- very low salary
- due to the very low level of salary, it might easily influence FA's efficiency, when staff have to supplement their salary in order for them and their families to survive.
- almost no incentives exist
- no transparent carrier path – if any
- tendency to brain drain among senior staff
- limited knowledge sharing
- few guidelines on training
- no Government resources allocated for training and learning
- the training provided via project development is not systematic, but is implemented on an ad hoc basis
- no HRD-plans prepared at any level (and thus not included in the annual work plans for managers and staff)

- apparently no Government resources for development of infrastructure projects (capital budget) and therefore completely dependent on donor support
- apparently no room for mid-level management initiatives

The internal constraints could be summarised as a broad need for capacity building in particular the local levels of FA and a crucial need for HRD-plans and strategies at all levels in FA.

The external part of the SWOT analysis as regards HRD/institutional development

Opportunities

- when the plans for development of NFP is in focus amongst the donors, FA should use it as a window of opportunity to incorporate capacity building activities in a systematic way
- RGC has put policy support to management of natural resources high on their agenda
- technical and financial support from donors
- when there is donor focus on the forestry sector, “small gains” could pave the way for institutional and training initiatives. This is much harder to accomplish, if/when the focus has gone to other sectors
- TWG-F&E has started to function benefiting FA and the coordination of RGC and donor supported initiatives.

Apparently the time is ripe for FA to embark on further assistance from donors to secure technical and financial support to the organisation, and here a modern NFP could be crucial element.

Threats

- limited intersectorial coordination
- shortage of budget support
- the plans for development of NFP are not sufficiently internally supported do not incorporate sufficient institutional development recommendations
- external funding by donors is not sustainable and makes present implementation insecure
- if external funding is being reduced, focus on capacity building could come at a risk entailing serious threats to the development of FA and implementation of the development projects FA taken part in

FA is vulnerable in its dependency on donor support for furthering the development of NFP as the vehicle for the ongoing development of the forestry sector.

Based on the SWOT-analysis a choice for the strategic orientation might be to focus further initiatives on the management level in FA. In order for FA to fulfil its lead role in the further development of the National Forest Programme, the managers at central level must be secured the necessary updated skills and knowledge in this development, e.g. mastering participatory and policy strategic skills and ability to collaborate with other sectors and stakeholders in a productive and mandated way, otherwise FA could be left behind in its involvement and delay the needed development. However, a prerequisite for such a strategy to unfold is that the

managers also should have increased possibilities in FA for utilisation of the new skills.

Conclusions and Recommendations in the Organisational Analysis of the Forestry Administration

Conclusions and recommendations are organised according to the requirements spelled out in the specific objectives in ToR for the report.

Conclusions on Institutional Structures in FA

- FA's internal hierarchical structure with Head Office consisting of 13 units under FA Management and the deconcentrated structure at Province/Local levels appears to be an adequate division at the central level for management of such a large organisation as FA with 1655 staff. In particular, this structure should facilitate communication and the daily work, when the Head Office level with around 300 staff, is restricted to only encompass 3 layers: The FA leaders, Head Offices and internal sub-leaders in these offices. Apparently the division at local levels is also adequate after some confusion in the beginning of the establishment of FA according to the interviews in Head Office. Although the formal organisational structure in FA is clear, it remains a question to this report if it also is transparent. Not much was found to document the issue.
- the question of efficiency of internal procedures and systems in FA also has been difficult to document and not at least to measure. However, it appeared that even minor decisions for the individual staff, e.g. granting of two weeks holidays, and reporting from duty travel outside head office have to go up to the highest level of management in FA for approval. If the decision making procedures include even minor matters, it could hamper the efficiency of the apex of FA and questions the role of the mid-level managers.
- approximately 60 computers are now being used in FA head offices. If efficiency should be improved, it is proposed to consider to put into the budget a small IT unit for maintenance, problem shooting and installation of hard and soft ware.

Recommendations on the Institutional Structures in FA

Minor administrative decisions should be delegated to lower levels of FA-management, and thus optimise FA as an efficient and effective organisation. This is a prime demand on FA today, as regards the further progress in the future.

An IT-unit at Head Office should be established to take care of the maintenance of the computers in Head Offices or otherwise a contract needs to be established with a private servicing company (the latter the most flexible)

Conclusions on Communication in FA

- the use of computers has facilitated the daily work at head office although only as stand-alone computers, and has improved the communication at that level. However, communications to and from the local levels in FA are still carried out by means of telephone and hand carried paper files. This uneven form of communications represents a challenge for the entire FA as a knowledge organisation and service organisation. If not taken care of uneven developments, they could contribute to deepen the distance between Head Office and the local levels, which would not be beneficial for FA as a single organisation.

Recommendations on Communication in FA

In order for FA to improve knowledge, sharing of information in the whole organisation, installation of intranet, i.e. linking computers up in a local network, should be considered facilitating the communication between Head Offices and the field levels in FA.

A pilot project should be initiated e.g. for 4-5 Divisions to be provided with at least one computer pr. Division in order to ensure an even development in this area. In the context of development it could enhance the inputs from local levels to the participatory processes in demand.

Conclusions on Means for Service Provision to FA

- increased Government funding is seen by many FA staff interviewed as a prerequisite for optimising the performance of staff. Although salary levels are extremely low, it has to be noted that FA is following the government scales and ranks, and it is beyond its control to do otherwise unless radical options for FA are applied, as e.g. a new transition of FA into a semi-autonomous body, as indicated in one of the proposed three scenarios in the Independent Forestry Sector Review from 2004.

Pilot systems for performance related salary in selected places at the RGC seem to have received a doubtful start)

- as noticed above, it would mark a great step forward, if an investment could be considered in new IT technology and the installation of intranetwork which is free from running costs.

Recommendations on Means for Service Provision to FA

The extremely low level of salaries has to be raised, if performance of staff should be optimised and thus play a pro-active role in the further development and in particular of the implementation of an NFP.

Investment in IT/computers, recommendation under communication refers.

Conclusions on Capacity Development in FA

- need for development of HRD plans for managers and staff throughout FA as none exists at present.
- training needs assessments need to be carried out for Head Office staff. For staff at the field levels FWTC and JICA have worked out assessments.
- upgrading of managerial skills for the managers in FA, i.e. training in subjects like project planning, coaching, leadership and collaboration with other actors in the sector and related with sector. If the FA should open up for closer collaboration with donors, it would be an advantage, if not a necessity for the organisation that the senior staff in FA not only are technically qualified, but also master management and process skills as e.g. planning, project planning, coaching and team work.
- job descriptions – are staff actually working in line with their competencies ? the answer is hampered by the situation where no individual job descriptions exist apart from the descriptions for heads, deputy heads and for sections in head offices.
- in terms of human resource development it could be argued that FA easily could become a “victim of donors’ good-will“ depending on their interest in the forestry sector. However, as long as these donor initiatives are in line with the priorities in RGC’s planning for the development of the forestry sector, it should rather be seen as an opportunity for managers and staff to develop new competences compared to a situation, where no donors would offer anything to FA .
- TWG-F&E represents a promising starting key point for the present and future coordination of the donor support aligned with RGC’s own priorities and programmes. This need is caused by a.o. the huge number of actors in the area of assistance to the forestry sector at various levels. TWG-F&E’s four year Action Plan 2007-2010 contains major development elements of capacity building and institutional development in the further development of NFP and needs to be promoted
- TWG-F&E’s key position is also an important starting point for a broader mainstreaming of forestry and natural resource issues into other sectors, especially agriculture in the rural areas and road programmes.

Recommendations on Capacity Development in FA

Human resource plans should be developed for managers and staff in FA at central as well as at local levels.

Upgrading the managerial skills of managers in FA is essential for continuing the participatory processes within the forest sector and across other sectors for promoting partnerships.

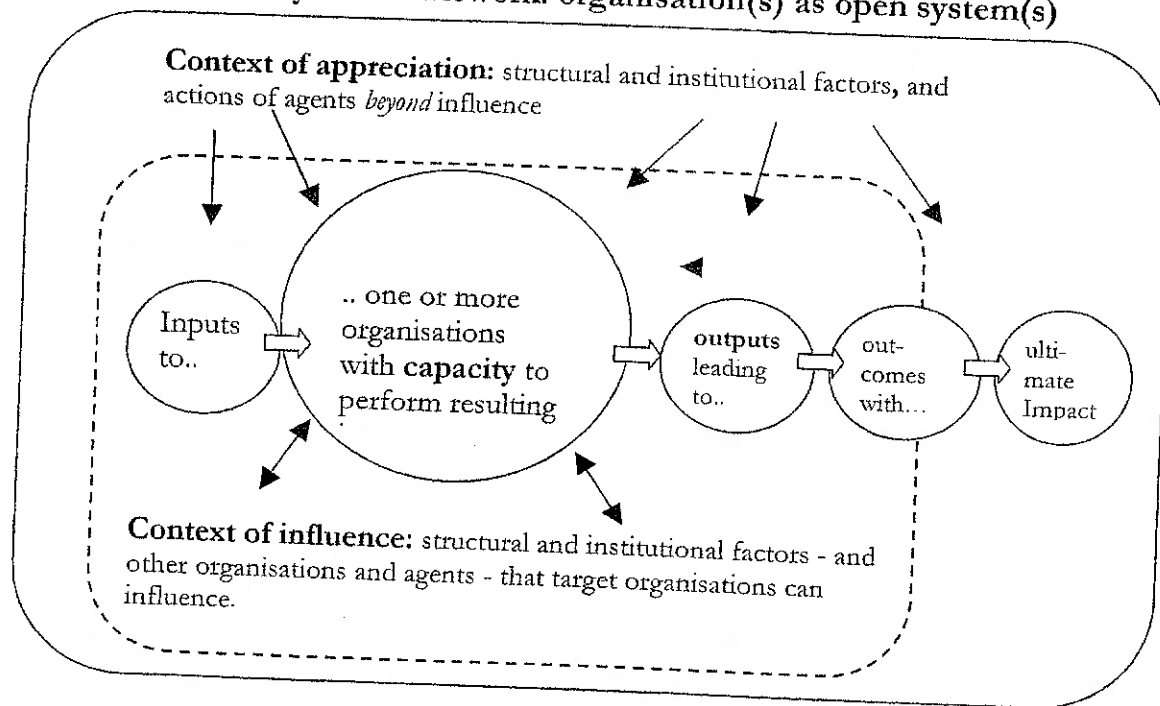
A Final Note:

The decision to undertake this institutional analysis was taken by FA – proposed by the NFP working group – to let an external consultant analyse FA as an organisation in view of the demands for development of the NFP. The fact that FA Management approved the exercise should be seen as a positive step in opening the organisation up and hopefully forward a closer dialogue

with its partners in this development. The next step will be to implement the recommendations and not at least seek funding for the proposed changes in FA.

Per Christensen, consultant – 13.04.2007

Figure 1: Basic analytical framework: organisation(s) as open system(s)



**Meetings during consultancy on Organisational analysis of Forestry Administration
from March 9 to 23 in Phnom Penh**

- Friday March 9:** Sokh Heng, Chief of Office, Community Forestry Office
Sok Srun, Senior Secretary, Secretariat of TWG-F&E
Chea Sam Ang, Deputy Director of FA

H. E. Ty Sokhun, Director General of FA
- Monday 12:** Chip Bunthavin, Chief of Office for Admin. & Internat. Coop. Office
Pak Canada, Chief of Forest and Wildlife training Centre
- Tuesday 13:** Hori Masahiko, JICA Chief Adviser
Than Sarath, Chief of Office, Planning, Accounting and Finance Office
Sokh Heng
- Wednesday 14:** Eang Savet, Inspectorate at FCMR unit
- Thursday 15:** Khorn Saret, Chief of Forest Management Office
- Monday 19:** Debriefing of the entire FA management except Director General
- Tuesday 20:** Edmund Attridge, Danida Management Adviser
- Wednesday 21:** Andrew Wardell, Counsellor, Danish Representation of Development
in Cambodia
- Thursday 22:** Ignas Duemmer, Danida adviser SEILA
- Friday 23:** H. E. Ty Sokhun, Director General of FA
Seng Bunra, Dep/Country Director, Conservation International

Leaders of FA

