

**Outcome Monitoring Systems  
Overview report**

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**List of Acronyms**

CBO	Community-based organisation
CCB NREM	Commune and Community based NREM component
CDC	Cambodian Development Centre
D&D	Decentralisation and Deconcentration
DIW	District Integration workshop
DPAM	District priority activity matrix
KAP	Knowledge-attitude- performance study
PLG/SEILA	Programme for Local Government
LIMS	Livelihood Impact Monitoring System
MDLF	Multi-donor Livelihoods Facility
M&E	Monitoring and Evaluation
MIS	Management Information System
P-C-S	Problem-cause-solution analysis
PIF	Provincial Investment Fund
PRDC	Provincial Rural Development Committee
NGO	Non-Governmental Organisation
NREM	Natural Resources and Environment Management
RGC	Royal Government of Cambodia
SNA	Sub-national Authorities
STFS	Seila Taskforce Secretariat

## I. Background

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### Introduction

1. The TORs for this assignment (Appendix 1) relate primarily to outcome monitoring within the Natural Resources and Environment (NREM) component of the SEILA support programme to Royal Government of Cambodia's (RGC) Decentralisation and Deconcentration (D&D) Programme. Although the consultancy was commissioned by the SEILA Taskforce Secretariat (STFS) located in Council for Development of Cambodia (CDC) and funded under the Danida-financed Commune and Community-based NREM (CCB NREM) Programme, the objective of the assignment is to think widely about Monitoring and Evaluation systems (M&E) systems within the overall SEILA support programme.
2. As a result, this report attempts to set out an overview of M&E arrangements within which an outcome monitoring system sits. However, this overview is far from complete since it is limited by the (current) uncertainty over the nature of the future Sub-national Decentralisation and Deconcentration (SN D&D) programme.
3. The assignment was undertaken during a period of debate and reflection regarding the future programme and support arrangements. Key issues which are still emerging include:
  - the evolution of the RGC programme from the current focus on supporting the structure, processes and agencies within the Decentralisation and Deconcentration framework to a more explicit agenda of developing local political accountability as part of the SN D&D programme
  - the establishment of an agency to oversee the programme, most likely a high level "Implementing Authority" as suggested in Option C of the Independent Report on D&D;
  - the preparation of transitional arrangements for continued donor support to investment funds and technical support.
4. The arrangements for M&E must be consistent with the structures and process of the overall programme and of the requirements for donor

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<sup>1</sup> Rhein xxxxx And Porter D (2006) Independent study of D&D

investment and support, some of which will carry forward from the old to the new programme. As a result, although the report provides an overall framework for M&E, broken down into broad elements which are likely to be required under future arrangements, the institutional relationships and processes to which the M&E system should contribute can not be outlined at this stage.

5. As well as setting out an overall framework (Section 2), the report briefly reviews existing M&E arrangements (Section 3) and, then, discusses options for future possible monitoring instruments (Section 4). This focuses on, but is not limited to, outcome monitoring. The proposals have implications for both existing arrangements, especially those under development in the NREM component, as well as for other outcome monitoring systems which may be proposed during the development of the overall programme (Section 5).

#### **Monitoring and evaluation**

6. M&E consists of a set of activities to compare intentions with achievements for different agencies, for different levels and stages of the programme. The requirements for an M&E system, therefore, include:
  - a. **Specific intentions** need to be made explicit and stated in different forms ranging from management targets, through purposes and standards, to goals and visions, in order to make comparisons with the data collected by the M& system - without clarity of purpose there is no accountability!
  - b. **Causal model** which sets out the assumptions underlying the programme causality, which connects programme outputs and activities to outcomes and impacts. Credible intentions depend on reasonable assumptions!
  - c. **Performance measurement information** based on records and field observation which capture what is actually happening and which can be used for comparison with stated intentions; and finally,
  - d. **agencies and actors** need to be identified, who have authority to take action based on the information supplied by the M&E system. These agencies and actors include individual managers in line and

support agencies with responsibility for managing implementation, the Implementing Authority with responsibility for the overall design and oversight of implementation, and donors and Government with responsibility for funding

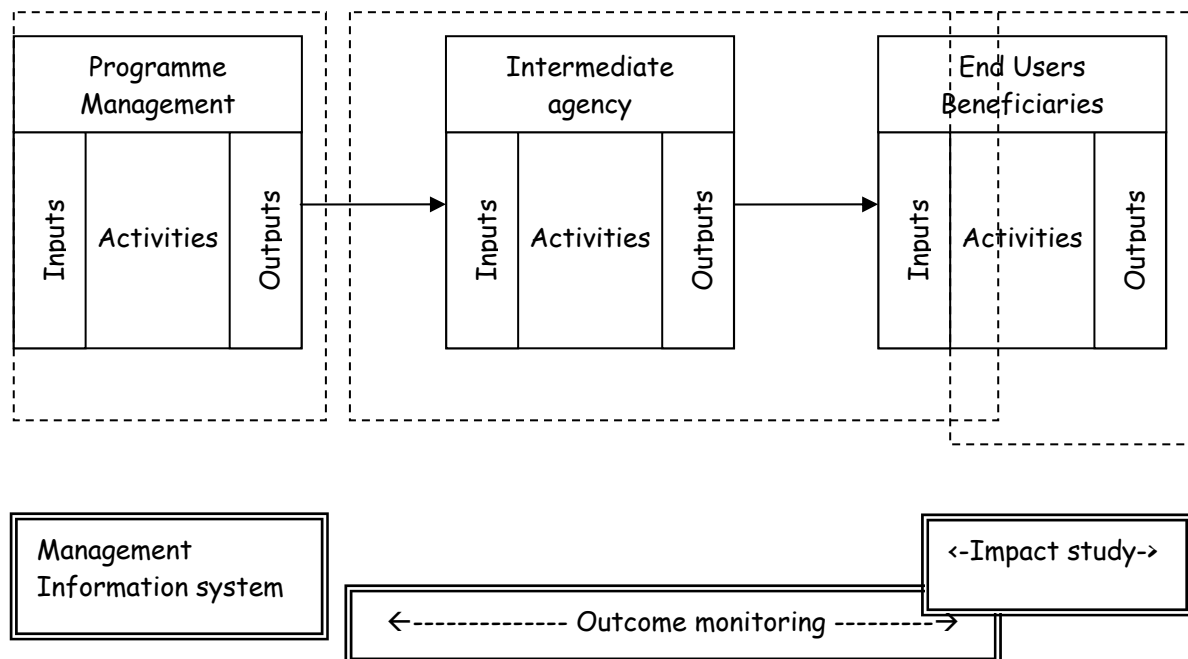
7. **Terminology.** The terms outputs, outcomes and impact are often used interchangeably in common speech. Here, we assign a specific meaning to each, based on the different agencies involved and their responsibilities and roles. Each agency/actor has its own set of inputs, activities and outputs (See Figure 1). The terminology below relates to the overall programme rather than each agency:

**Outputs** relate to the services provided by each agency as a result of their activities. Programme outputs relate to those services which are provided by the programme to other agencies. The responsible agent is programme management.

**Outcomes** refer to what happens to the services provided by programme agencies. These may involve a range of intermediate and support agencies which use or are influenced by the services provided. Although outcomes are not under the direct control of the programme, they are a critical link in the casual chain between outputs and impact. Without changes in the condition and behaviour of intermediate agencies, there is no reason to believe that programme outputs will provide any impact.

**Impact** is generally reserved as a term relating to the ultimate effect of the services on the livelihoods of end-users/ beneficiaries or on the system as whole. Although the end users and beneficiaries are ultimately responsible for the impact, all stakeholders will have an interest in knowing about the impact. Knowledge of impact provides the evidence and understanding required to modify and adjust the programme.

Figure 1. M&amp;E terminology in relation to different agencies



8. This terminology follows through into the M&E system, where it is useful to consider three basic areas for M&E.

**Management information system** related to Inputs, activities and Outputs. This is generally quantitative physical and financial data

**Outcome monitoring system** relates to the results of the services provided including **the use (or uptake)** of programme outputs and the **qualities of the processes** through which the services were delivered

Outcome monitoring also includes testing the validity of the **programme logic and assumptions** connecting outputs to outcomes to impact. As a result, there is a need to combine quantitative data with both qualitative data and analytical understanding

**Impact assessment** relates to the effect of the services in terms of sustained end-use benefits. This may be either quantitative or qualitative

9. In the next section, this structure and terminology is used to understand the underlying cause and effect relationships as well as accountability in the current programme. The proposals set out in this report modify the general framework by (i) bringing together outcome and impact monitoring and (ii)

suggesting ways to monitor the primary accountability relationship (between commune leaders and citizens) which is expected to be the overall purpose under the new programme.

## **II. Understanding of the programme: causality and accountability**

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### **Introduction**

10. The SEILA programme consists of a complex set of relationships and processes which determine the overall results. In this section, using the terminology developed in the first section, a brief overview of programme accountability is presented in order to identify the elements of an outcome monitoring system. The framework sets out our understanding of cause and effect and breaks down the cause-effect chain into parts based on accountability. The framework will be used to identify the elements of the proposed M&E system.

### **Provision of services to the commune.**

11. The channels through which funds flow provides a starting point to understand the underlying cause and effect associated with the programme (see Figure 2). Effectively, communes receive services from 3 types of sourcing mechanism within which there are different programming modalities:

#### **a) Commune/Sangkat On-Budget Resources**

12. Currently funds are placed at the disposal of the commune by government and donors, with varying degrees of conditionality.

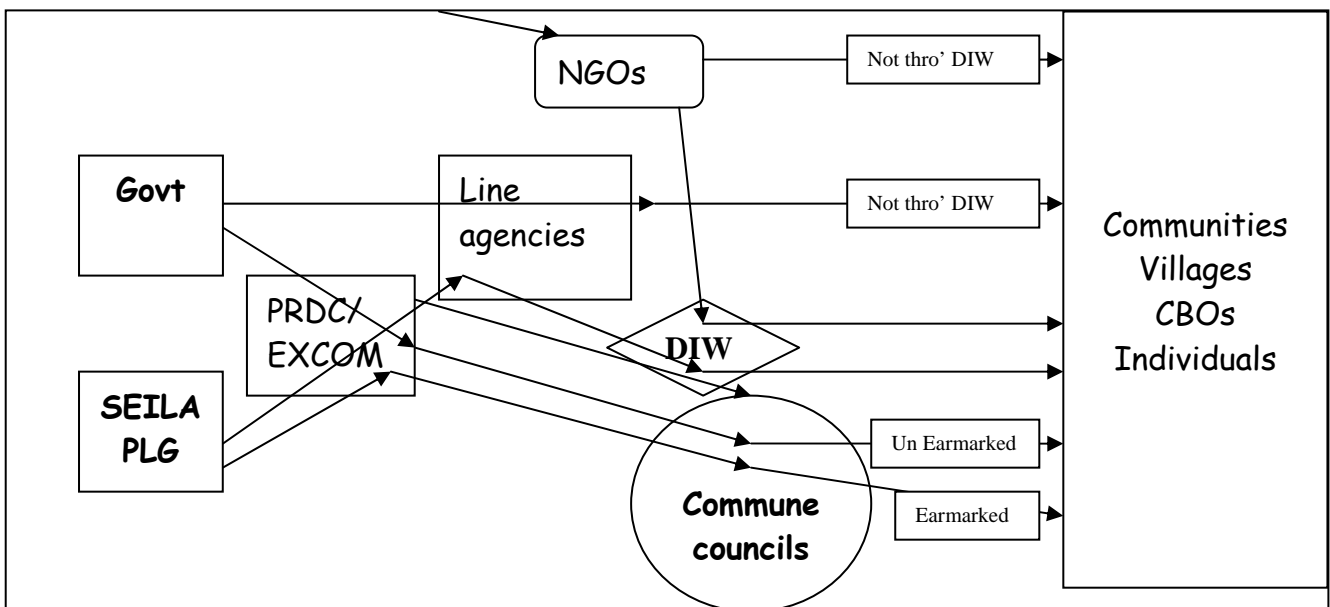
13. The modalities include un-earmarked Government funds and earmarked NREM funds. (Part of the un-earmarked RGC funds is covered by reimbursements from the World Bank Infrastructure project.) Although it is possible to identify and separate the earmarked and un-earmarked funding modalities there is, in practice, considerable flexibility in the definitions associated with the earmarking. Funds through the Commune/Sangkat are allocated according to commune priorities, but only after other resources have been programmed.

#### **b) Line agencies funds.**

14. Provincial/District line agencies receive funds from two sources viz, (i) an allocation from the Provincial Investment Fund (PIF), together with (ii) central allocations and central projects which are not programmed through the provincial mechanisms.

15. PIF funds are allocated based on applications from line agencies. These applications are based on the priority proposals set out in the DPAM as well as the requirements to fulfil priorities set centrally at a national level. PIF funds are related to the 11-step process since the DPAM is derived following the commune and community prioritisation steps and the Temporary Agreements (TAs) are prepared for projects which have been mutually agreed between the line agencies and the Communes during the District Integration Workshop (DIW).
  16. The central allocation and central projects are implemented outside the D&D mechanisms. This mechanism runs counter to the principles underlying D&D and, in future, all investments and projects may be brought under the D&D framework.
- c) NGO funds.**
17. From the perspective of a commune, the modalities for NGOs funds follow similar modalities to that of line agencies, viz partially programmed through the DIW and partially planned on a stand alone basis. In many communes, NGO funds are major proportion of overall expenditure.

Figure 2. Flow of funds and modalities



18. **Implications for output monitoring.** The funding channels and disbursement modalities provide a starting point for development of a monitoring and evaluation framework since they reflect the flow of services between the sub-national authorities and citizens.

19. Information on the outputs provided through line agencies and NGOs, which is not programmed through the D&D processes, is not readily known to the sub-national authorities<sup>2</sup>. However, the raw data and some analysis of the investments and services provided through the programme are available through programme records and databases. This is a core element of the output monitoring system.
20. **Programming and planning process.** The information used to support the 11-point planning and programming process provides another reference point against which to monitor both outputs and processes. Currently, this information is not available despite the fact that the raw data is available, but distributed in different databases and therefore difficult to bring together.
21. In particular, it should be possible to track the progress of priorities along the 11-point process, starting from the initial commune framework, through the process of developing village priorities, commune priorities, district priorities and the formulation of a District Priority Activity Matrix (DPAM). From the DPAM, projects could be tracked through Temporary Agreements (TAs) to contracts (Contract Database) to implementation (End of contract database). As well as TAs for the utilisation of Programme funds, there are also TAs relating to resources provided outside the programme. This means that the process needs to be tracked from two perspectives: (a) programme perspective and (b) commune perspective.
22. Information on programme outputs at different stages along the planning process needs to be systematically collected, stored in a management information system (MIS) and available in regular and standard management reports. This information is also required in order to establish an outcome monitoring system.
23. The above analysis suggests that the first element of the M&E system should be a Management Information and Output Reporting System (MIORS). This would cover regular programming monitoring together with investment and service outputs through the commune council and, where available, through line agencies (paragraph 19, above) and a system for tracking projects through the planning process (paragraph 22 above). This is

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<sup>2</sup> This information may not be available on a commune basis since commune activities may be part of a larger project and not recorded commune by commune.

Element 1 of the proposed framework and is discussed in more detail in Section IV.

### **Outcome monitoring**

24. The proposed management information and reporting system collects data from the perspective of the delivery agencies. The outcome monitoring system focuses on the "results" on those investments from the perspective of the beneficiaries and users, irrespective of source and modality. By "results", we mean the overall, integrated effect of the investments and services rather than the returns to individual investments.
25. Although impact is clearly related to outcomes, it is useful to distinguish between them: outcomes are more immediate and include changes in the way intermediate agencies work. Impact is generally more difficult to measure and the data is more difficult to interpret and hence there is no proposal to include an impact evaluation element in the framework. However, as part of the outcome monitoring element it should be possible to consider the impact of some, specific investments.
26. Outcome monitoring also needs to test the assumptions about the causality relating outcomes to outputs and, in particular, the effects of the process and relationships through which services/investments are translated into outcomes and, in particular, the way in which the delivery agencies provide services and the effect this has on outcomes.
27. A critical issue is, therefore, the set of relationships and processes which connect the agencies together and which determine the services provided and the outcomes. There are many dimensions to the relationships between sub-national agencies, some of which are competitive and others cooperative. These relationships are embedded in a range of processes, of which the 11-point planning process is particularly significant, which both generate integrated responses and internal tensions.
28. Understanding of the drivers, processes and relationships which combine together to determine outcomes is a critical element of an outcome monitoring system.
29. Finally, the recent strategic framework for future D&D programme (and the forthcoming Organic Law) emphasises the political nature of the D&D Policy, which is to develop and support "primary accountability". Primary accountability relates to the relationship between citizens and commune

leaders. Other processes and activities are designed to reinforce this overarching objective (a) by improving the provision and flow of investment funds to the commune and (b) by coordinating line agency activities so as to make services more effective and efficient.

30. This report has referred to outputs as investments and services. However, it is possible that the new framework may extend the sense of primary accountability beyond that of "services" to include both "regulatory functions" and service delivery functions. Many regulatory functions are held outside the commune and are likely to remain outside the mandate of the commune but, nonetheless, it is possible to imagine a major role for the commune in the proposing regulatory changes for registration by line agencies.
31. As well as developing an understanding of the results from a beneficiary perspective (paragraph 25), the outcome monitoring system will need to test the underlying programme causality and logic (paragraph 28) and address the explicitly political reform objective of primary accountability (paragraph 30). This is Element 2 of the proposed framework and is discussed in more detail in Section IV.

#### **Quality of commune processes**

32. As important as the provision of services, especially given the political objectives of the programme around primary accountability, is the quality of the processes through which the commune engages with its citizens. The main feedback loop here should be directly between the commune and the citizenry and mechanism will need to be developed to facilitate this loop. However, such a mechanism can be used for direct feedback as well as for monitoring over time and across communes.
33. Currently, the NREM sub-component uses a certification system to ascertain the relationship between the overall commune programme and NREM activities, which consist of a set of indicators and a scoring system and indicators. Other techniques including citizen scorecards are discussed under Element 3 in Section IV.

### **III. Review of existing system**

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### **Introduction**

34. Although there are *Guidelines for M&E* and a set of management reporting formats which provide for regular management reports on a monthly, quarterly and annual basis and for reporting to RGC and Donors as per agreed formats, there is no overall framework or integrated data management system to support M&E.
35. As well as the management reporting formats, there are a number of information databases used by the project to support planning and financial systems. Most of these systems are stand alone tabular datasets, which were not designed for monitoring or tracking purposes. Without being able to link records across datasets by means of common set of codes, the datasets cannot easily and effectively be interrogated from a monitoring or tracking perspective.
36. The development of an integrated Management Information and Reporting System would bring together the separate datasets, with a common system of codes into a single database with distinct data entry and report modules. This would enable project staff to extract the existing data and provide regular reporting.

### **Existing M&E instruments**

37. The main datasets associated with M&E and with NREM were evaluated. The analysis of the M&E tools for the general programme shows that the main, and in some cases only, use of most of the instruments is for planning rather than M&E purposes.
38. However, there is considerable scope for using the existing data sets to develop monitoring instruments, especially for:
  - a. tracking projects and priorities through the planning process; and
  - b. comprehensive recording of investments and services, using a modified and extended instrument based on the "end of contract" form.

**Table 1. Analysis of general data instruments from an M&E perspective**

<b>Instrument</b>	<b>Intention (Target/ Baseline)</b>	<b>Tool to measure achievements</b>	<b>Periodicity</b>	<b>Comments</b>
Progress reports	Work plans, budgets etc	Reporting formats	M/Q/A	Regular report
Commune data base			Annual	Descriptive information Limited M&E value
Commune development planning database				Provide information for tracking commune priorities through to completion of contract
DPAM	Aggregated and prioritised activities	No of TAs No of contracts	Annual	Could be tracked and used to compare: <b>a)</b> initial and final priorities <b>b)</b> Priorities - TAs - Contracts
End of contract report	Not defined - but relate back to TAs	Local process to certify completion		Used for tracking
Contract monitoring spreadsheet		Not tracked back		Summary of end of contract reports  Used to record outputs
Seila Contracts Database				
Project Information Database				

**Additional NREM instruments**

39. As well as the M&E instruments used in the main programme, there are a number of separate and additional NREM tools which have or are being developed and which have a monitoring function. The identified NREM instruments were analysed in a similar way to the general programme instruments.

**Table 2. Analysis of NREM data instruments from an M&E perspective**

Instrument	Intention (Target/Baseline)	Tool to measure achievements	Periodicity	Comments
KAP studies			Baseline and follow-up	Report available but no statistical evidence for conclusions
Case studies				Suggest scope is expanded as part of the outcome monitoring system
P-C-S mapping				These should provide a baseline for monitoring: solutions represent projects and site indicators could be specified Needs to be related back to general commune development programme
NREM Certification	Indicators	Scoring system	Annual	
Livelihood Impact Monitoring System (Revolving framework)	Under development			Proposal to cover this ground through: a) Expanded/enhanced contract monitoring system b) Outcome monitoring system

40. The NREM certification process has developed a set of indicators and a scoring system. The focus of the indicators is on ensuring the consistency of NREM proposals within the overall commune development plan. The process is used to classify communes and, subsequently, to reward NREM certified communes with increased NREM investment funds. Although the use of the process to reward certain commune has had difficulties, the experience gained and the list of indicators developed will be useful as a starting point for commune-citizen accountability monitoring (See Element 2, Section IV).

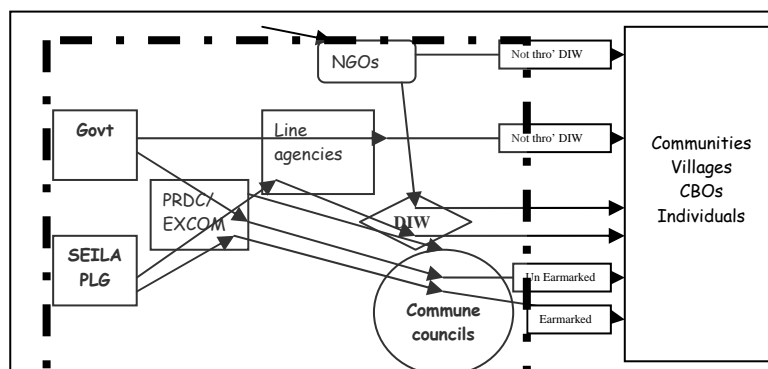
## IV. Proposed framework for Outcome monitoring

### Introduction

41. The M&E framework based on causality and accountability map used to analyse the programme in Section II, also identified the elements of the M&E system. The accountability map set out in Figure 2 and therefore the M&E framework will have to be reviewed once the new D&D programme is in place. However, despite this uncertainty, the elements described below are likely to remain valid in the broad sense, even though the details of processes are likely to change.
42. These proposals are set out in order to inform debate as the new programme is developed. They are not recommendations, but ideas and options for consideration. As well as the three main elements, set out in this section, there may be a need for a number of periodic studies of specific themes, such as monitoring of the impact of training and capacity building programmes. These have not been included in the framework.
43. The elements of the proposed system are designed to provide information for different purposes and to different authorities. The client and purpose of each of the elements is as follows:

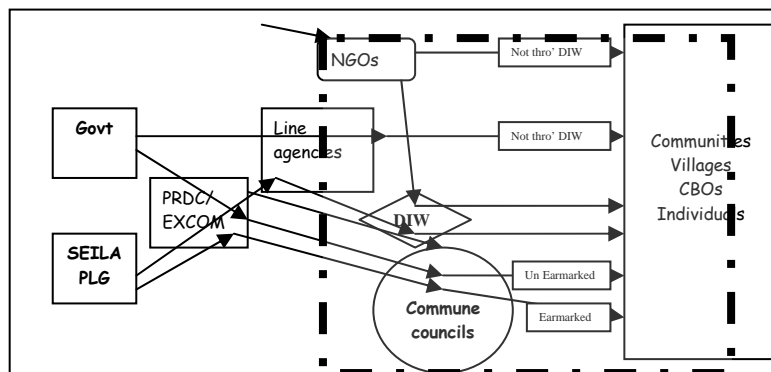
1. **Management Information and Output Reporting System (MIORS)** is to provide information for project management (See Figure 3 below).

Figure 3 Accountability map showing scope of Management Information and Output Reporting System



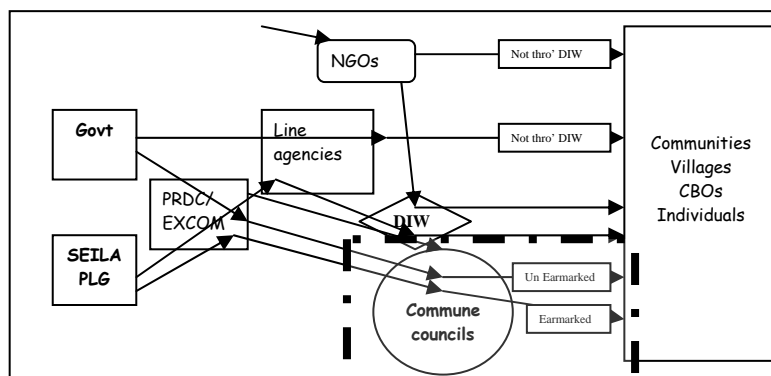
2. **The Outcome Monitoring System (OMS)** provides information at the outcome level and is designed to assist (a) the Implementing Authority in the process of developing the programme and processes and (b) the Donor agencies in developing understanding and meeting their obligations to report on results at all levels (see Figure 4 below).

Figure 4 Accountability map showing scope of Outcome Monitoring System



3. **The Commune-Citizen Accountability Monitoring System (CC-AMS)** provides information for (a) Commune leaders and (b) MOI officials at provincial and national level overlooking the primary accountability relationship i.e. that between the commune leaders and the citizens (See Figure 5 below)

Figure 5 Accountability map showing scope of Commune-Citizen Accountability Monitoring System



**Element 1. Management Information and Output Reporting System**

- 44. Current situation.** There are many databases which are not joined up and only partially in digital format. The datasets were designed to support 11-step planning process at key points and neither focused on outcomes nor on monitoring. Considerable computing skills are required to generate monitoring information across the datasets.
- 45. Proposal.** The proposal is to establish a unified MIS designed to include standard reports and enquiry system which can be used for both planning and monitoring. Such a system would provide programme managers at different levels with information on outputs and activities. It would be developed from a user/manager's perspective with an integrated coding system allowing integration reporting and queries. Ideally the new system would allow cross-referencing of physical and financial information.
- 46. Clients for system outputs.** The system design process would identify specific clients based on the programme architecture and context.
- 47. Classification of outputs:** The current system records investments and services under 5 categories and roughly 80 sub-categories. This needs to be rationalised, since for example, Fisheries related expenditure falls under 3 of the 5 categories. However, as well as rationalising the category definitions, consideration should be given to introducing more managerial categories since, for both management and monitoring purposes, it would be useful to distinguish between expenditure on:
- Service delivery and regulatory/enabling functions
  - Capital investment and recurrent costs
  - Delivery modality
  - Thematic sectors
- 48. Link with planning process.** The 11-point planning process will need to be reviewed in the light of the overarching objectives of the new D&D programme. Given the emphasis on the primary accountability relationship between the commune council and citizens, the process may need to be modified. At this stage it would be useful to consider the information requirements in terms of both planning and monitoring
- 49. Outputs.** The system would consist of at least three modules and include the ability to report on:
1. Project inputs, activities and outputs

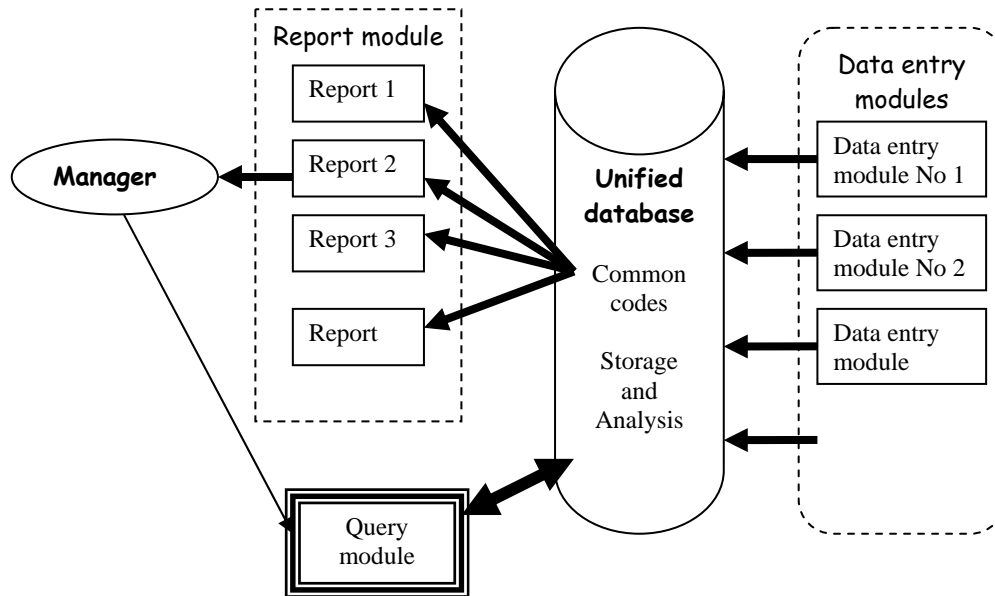
2. Investment/service outputs
3. Process tracking to allow managers and others to track whether service providers were being responsive to commune demands and whether TAs were being implemented on the ground.

**50. Data requirements.** Some of the data required is already collected through the project, but is maintained and analysed in separate databases. However, the development of integrated system provides a unique and cost effective opportunity to review and revise the current system

**51. Resources for the task.** Development of the system will require the services of a system analysis and database specialist:

- a. **System analyst.** The system analysis would work closely with the Working Group within the programme to ensure the system was designed with and for the users of the information. Specific task should include: (i) Review of the overall system; (ii) Determination of WHO needs WHAT information, WHEN and in WHAT form and (iii) preparation of a set of table (report) formats
- b. **Database specialist.** The database specialist would work closely with the system analyst and with programme staff. Specific tasks should include: (i) Review existing database; (ii) Mapping required data to existing variables; (iii) Setting up a unified (or linked) system with three modules (See Figure 3):
  1. Report generation module which can generate standard reports and a query system for ad-hoc one-off interrogation of the database
  2. Data storage/analysis system
  3. Data entry system to capture primary data

Figure 6. Schema for database system



## Element 2. Outcome monitoring system

- 52. Background.** In complex, heterogeneous and dynamic environments, the value of outcome monitoring systems based on regular collection of indicator data is limited by the difficulties of interpreting and utilising the data. Indicator-driven monitoring systems are most useful when measuring variation and deviation in performance in otherwise stable systems. This is not the case here, where the development of decentralised local democracy and political accountability is taking place in stages within a context of rapid social and economic change.
- 53.** The implication of this assessment is that a more varied and analytical process is required. There is still a need for empirical evidence of outcomes but this evidence must be understood within its context and in terms of the processes which enable or constrain the outcome.
- 54.** The proposed approach to outcome monitoring is generally known as formative evaluation - as contrasted with the more traditional summative evaluation. Formative evaluation uses empirical data, perceptions and conceptual thinking to build up understanding of process and results which can both inform programme management and contribute to the form of the overall programme. The purpose of formative evaluation is to feed evidence back into the evolving design and policy environment, and to develop an understanding of the trajectory of change at the outcome and process level. This is contrast to monitoring changes along a known path.

### Formative Evaluation and Impact Monitoring Framework (FEIMP)

- 55. Purpose.** The purpose of the formative evaluation is to increase the programme authorities (and other stakeholders) understanding of the use of programme investments in the setting in which beneficiaries operate. This greater understanding will contribute to debate and steer and influence inputs into both programme management and the overall programme structures and functions.
- 56. Methodology.** The focus of each formative evaluation study will be selected communes - i.e. where outcomes occur and will include the whole commune. Each commune will remain the focus of study during the life of the programme with repeated and on-going activities. A range of methodologies will be employed to track changes in each commune, based on empirical data,

perceptions from focus groups and key informants as well as analytical models and frameworks. Where possible the approach will include impact analysis of selected interventions using economic cost-benefit analysis tools.

57. As well as focusing on specific communes, the formative evaluation study will need to understand the context and process through which services and investments were delivered to the commune. This will require work at the province and district level.
58. **Selection of communes.** The selection of communes will require careful selection. Assuming the main purpose is lesson-learning and understanding, a relatively small sample selected through a two-stage purposeful selection process would ensure that contrasting situations with good and bad practice were captured. However, if the process is to represent the overall programme, and assuming resources are limited to a relatively small sample, then a simple random sample would be more efficient.
59. **Outputs** The output of each study will be a series of analytical reports which (a) track changes and where possible relate those changes back to project interventions and (b) improves understanding about the linkages, systems and assumptions that relate interventions to outcomes and impacts.
60. These reports should contribute to a debate and dialogue at different programme levels. This debate will need to be managed. The mechanism for managing this process will need to be formulated once the structure of the programme is decided and support arrangements are in place.
61. **Resources** Assuming the formative evaluation was undertaken in 24 selected communes (i.e. 1.5% of all communes) with 4 teams each consisting of 1 international and 2 local consultants/researchers for about 6 weeks, twice a year (i.e. 48 weeks of international consultant time and 96 weeks of national consultancy) plus other costs for travel etc, a very rough estimate of the annual cost would be in the order of \$ 300,000.
62. **Procurement process.** The teams should be recruited through a formal competitive bidding process and be contracted for the duration of the programme. This is essential to ensure their independence and to enable them to retain the confidence of the different stakeholders interested in their findings.

**Element 3. Commune-citizen accountability monitoring system (CCAMS)**

- 63. Introduction.** The primary accountability relationship of the new programme is the relationship between Commune leaders and the citizens of that commune. As a result, there will be a need to monitor the nature of this relationship.
- 64.** The nature of the monitoring instruments must depend on the nature of the commune planning and implementation system. At the moment, the focus of commune has been on service delivery functions using funds in the Commune/Sangkat fund. However, if this remit were to be enhanced to either include more social regulatory functions or even to establish a system to define local citizen rights at the commune level, over either the level of services to be provided or the way in which they are provided, then the monitoring system would need to respond to reflect this more rights-based approach.
- 65.** In this section, two ideas are put forward for consideration:
- a) Citizen Score Cards
  - b) Commune-Citizen Accountability Indicator (CCAI)

**a) Citizen score cards.**

- 66. Purpose.** Citizen score cards are a well established tool whose use is also under consideration in a number of sectoral line agencies in Cambodia. The purpose is to provide direct feedback to commune leaders and to use this feedback to inform future decision-making. The process requires the involvement of a third party, at district or provincial level, with a remit to ensure that the system is being used properly. This provides an opportunity for analysis and monitoring over time and between communes. Considerable experience has been gained in number of countries with score cards (see [www.xxx.xxx](http://www.xxx.xxx)).
- 67. Informants.** The design of the system needs to distinguish between the "users of services" and "citizens". All users are citizens - but not all citizens are users of particular service.
- a. **Feedback from users** is useful to understand how implementation was undertaken.

b. **Feedback from citizens** relates to the decision making processes and context.

68. The purpose of the score cards, under the D&D programme, is not to get feedback from users of services - but from citizens, as a whole. Most citizens will not have a stake in any one project but everyone in the commune will have a stake in the use of public money and resources and, therefore, in the decision-making process.

**b) Commune-Citizen Accountability Indicator (CCAI)**

69. **Introduction.** The role of the CCAI is similar to the score card, the main difference being the preliminary participatory process to develop and select indicators and, therefore, a greater emphasis on updating the indicators rather than the scoring per se.

70. **Purpose.** The purpose of the Commune-citizen Accountability Indicator is to:

- a) provide feed back on perceptions to Commune councils;
- b) develop understanding about the factors which determine performance; and
- c) inform facilitation staff where to allocate support resources

71. **Process.** The development of the index use the following steps:

- i. Brainstorm with staff/councillors/citizens (separately or together?) as to what makes a "good commune"
- ii. Develop a list of themes and specific indicators
- iii. Assess each commune against indicators (quarterly) on score 0, 1-4
- iv. Create an overall index (weighted or simple) from sum
- v. Track the index over time
- vi. Periodically review criteria/indicators and scoring to capture learning and updates understanding (This means that the time series is entirely consistent over time)
- vii. Periodic audit of scoring system - to zerobase the index and counter tendency for upward drift

- 72. Output.** The main outputs and benefits relate the planning of support and facilitation services to the communes. The review of performance (through scoring) should frame the planning of next quarter's support. From a monitoring viewpoint, two summary tables can be prepared (a) to track commune performance over time and (b) to compare performance between communes. Communes could be classified on the basis of these tables into high, medium and low performers. Both of these tables must be used with caution. The scoring system is very subjective. From a management perspective, over-scoring is not a problem since there tends to be "build-in" correction as additional resources and effort are automatically added in order to achieve the claimed result!
- 73. Resources.** The tool can be used internally by support staffing the first instance. This would bypass- to some extent- the problem with scoring faced by the NREM certification tool and other surveys of limited differentiation by respondents.

## V. Implications and Next Steps

### Introduction

74. In this section we consider some of the implications of the proposals in terms of (a) linking with other external systems and (b) the development of existing or new instruments. Recommendations are made for next steps

### Links to National level monitoring indicators.

75. RGC collects data and reports against the indicators associated with the Cambodian Millennium Development Goals (CMDGs) and other national frameworks. Poverty data is collected by the World Bank through periodic socio-economic surveys. No direct link is proposed to these systems, although data collected through the programme should be consistent with data collected through the programme systems.

### Implications for existing systems

76. **NREM Certification process.** The NREM certification process is an innovative mechanism which attempts to reward compliance (with NREM objectives) and performance with additional funds in subsequent years. The system is based on scoring indicators. The process is only used under the NREM component.
77. The system, proposed in this report, would replace some of the role of the certification system with other instruments (See Element 2) and since the system would be applied to all communes, there would be concerns about the use of a performance-based allocation of resources. However, the experience of NREM certification and in particular of scoring systems will be particularly useful in the development of the CCAI.
78. **LIMS.** The role of the Livelihoods Impact Monitoring System (LIMS) would be covered as part of the proposed elements - in particular, the outcome monitoring.
79. **PIF Monitoring.** The MIORS will record and track the allocation of funds to line agencies under the PIF system. However, each line agency is responsible to report on expenditure, activities and outputs, and this should not be duplicated by the programme. From a programme perspective, the format of the PIF record-keeping should enable the allocation of funds to be related to outputs recorded at the commune level.

**80. Diagnostic studies.** As well as regular monitoring reports, there is a need to provide for one-off, thematic studies, which provide immediate information for management purposes. The programme has already undertaken a number of such studies including a Knowledge, Attitude, Perception (KAP) study. A possible area worth considering for similar commissioned study relates to the "Capacity development of staff and stakeholders". This study would provide feedback (perceptions) on the value of training and other support activities and should be linked to the wider Human Resource strategy.

### **Next steps**

**81.** As it is likely that greater clarity about the form of the new programme and support arrangements will be available in the next few months, there is time for further reflection and discussion before finalising the overall system.

**82.** The most useful next steps would be:

- a. to trial the formative evaluation method in one commune as soon as possible. This would give an insight to the resources requirements and help to define the approach and methods;
- b. to explore further the use of scoring systems and the conditions under which greater range and differentiation of response can be obtained from respondents; and
- c. Review the end of contract reporting forms and summary matrix as the basis for an expanded output monitoring tool.

## Appendix 1 TORs for assignment

### Terms of Reference

#### Options for Improvement of Outcome and Impact Monitoring of Improved Local Government Processes for Pro-Poor Sustainable Natural Resource Management

Project:	Commune and Community Based Natural Resource and Environmental Management (CCB-NREM)
Funding Agency:	Danida
Executing Agency:	Seila Task Force Secretariat (STFS)
Location:	Phnom Penh and two provinces to be selected
Duration:	Approximately a total of 7 weeks in Cambodia; two trips with the first trip commencing latest June 2006

#### Summary

*Seila Task Force Secretariat (STFS) has received funding from Danida under the CCB-NREM project (2004-2006) for a consultancy to look at options for how to improve the current M&E system for the Danida funded activities within natural resources and livelihoods improvement. The objective of the consultancy is also to suggest options for how to improve the general M&E system currently being used by STFS. The suggested options should reflect the log frame developed for the successor project to CCB-NREM called Natural Resource Management in Decentralization and Deconcentration (NRMD&D) to be funded by Dfid and Danida (2006-2010) under the Multi-Donor Livelihoods Facility (MDLF). The monitoring system shall aim at supporting evidence based policy making. The options must be developed within the framework of the overall requirements of the national D&D program. The consultancy is called Options for Improvement of Outcome and Impact Monitoring of Improved Local Government Processes for Pro-Poor Sustainable Natural Resource Management (hereafter called M&E in NRM)*

#### 1.0 Background

CCB-NREM is currently being implemented by the Seila Task Force Secretariat (STFS) in 10 provinces in Cambodia: Kratie, Siem Reap, Pursat, Sihanoukville, Koh Kong and Kampot (since 2004), and Ratanakiri, Mondolkiri, Kampong Cham and Kampong Speu (since 2006). CCB-NREM is coming to an end in 2006 at the same time as the closure of the Seila program. Meanwhile the *Natural Resource Management and Livelihoods Project (NRMLP)* with *Natural Resource Management in Decentralization and Deconcentration (NRMD&D)* as one of three components is being designed as a successor project to CCB-NREM. The NRMLP will be funded by the MDLF. NRMD&D will cover the ten CCB-NREM provinces through 2008 and expand to 12 provinces in 2009 and to 14 in 2010. The implementing agency for the NRMD&D will be the institution designed by the Royal Government of Cambodia as implementing agency for the new national program for decentralization and deconcentration, currently being designed by the Inter-Ministerial Committee (IMC) located at the Ministry of Interior.

The development objective of NRMD&D is to *reduce the vulnerability of poor rural people whose livelihoods are dependent on natural resources*. The immediate objective is to *improve local government processes for pro-poor sustainable natural resource management*. During the final year of CCB-NREM, Danida has provided funds to STFS to strengthen the monitoring system currently in place for CCB-NREM and provide a baseline survey to enable the Royal Government of Cambodia and its development partners to learn more about the effects of the investment in natural resource management and livelihoods activities. The task of this consultancy will be to develop the outcome

monitoring system. Based on the agreed detailed indicators for the M&E in NRM, the TOR for the baseline study will be developed by the Consultant. The actual undertaking of the baseline study is however a separate process that will take place after the design of the M&E in NRM and funded by the MDLF.

#### Measuring outcome

While the development objective or goal of the NRMD&D is to reduce vulnerability of rural poor whose livelihoods depend on natural resources, it is recognized that impact on poverty is indirect and long-term and the project will not aim at monitoring impact on poverty reduction. Rather, it will aim at monitoring and evaluating the extent to which the NRMD&D leads to improvement of local government processes and whether this contributes to pro-poor sustainable natural resource management. *Output* can be measured in goods and services generated. For example, training programs or attempts made at improving local governance would be an output because it is under the control of the project and it says something about the service that has been generated. The actual improvement of the local governance processes would be an *outcome* as it is not directly under the control of the project. The project may provide training, build capacity and make every effort to improve good governance but it cannot directly control whether these interventions influence planning processes. Also, *outcome* can be measured in access to or use of or satisfaction with a service. For example, improved governance leading to improved access to resources by the poor or improved management of the natural resources benefiting the poor is an outcome.

Crucial to the development of a system for M&E is the development of indicators based on which progress to meet the objective can be measured. Indicators can be disaggregated along various dimensions such as location, gender, income level and social group. The indicator must not mask differences across a disaggregated group such as location (urban/rural) and social group (ethnicity, religion, etc.). Features of a typical Good Indicator:<sup>3</sup>

- It is a direct, relevant, and unambiguous measure of progress towards the objectives;
- Varies across areas, groups, over time, and is sensitive to changes in policies, programs, and institutions;
- Project outcomes can be distinguished from effects of unrelated events
- Project outcomes can be distinguished from random or cyclical variations
- It cannot be easily manipulated to show achievement where none exists; and
- It can be tracked, is available frequently, and is not too costly to track.

In addition to these observations, the M&E system for NRMD&D must be sufficiently simple to be implemented by current staff with minimal amount of training, and the data collected must be sufficiently manageable to allow for regular data entering of results at the provincial level and regular analysis of output and outcome at national level.

#### Monitoring and reporting under the NRMLP

The Program Document for NRMLP (2006-2010) of which NRMD&D is one of three components emphasizes that the program will be monitored at three different levels:

At national level through the monitoring system in place in support of the National Strategic Development Plan (NSDP). Every five year the national survey will monitor progress in Cambodia's Millennium Development Goals (MDGs). While it is assumed that the program will affect poverty, it is not expected that the indicators from NSDP can capture the direct effect of the NRML, even when disaggregated to the provincial level. However, it should be emphasized that that the outcome monitoring framework to be designed by the Consultant shall be in support of NSDP and it needs to be considered whether data can be aggregated in such a way that they can be used in monitoring NSDP.

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<sup>3</sup> See Pressushi, G., G. Rubio and K Subbarao. 2000. Monitoring and Evaluation. In Pressushi, G (*et al*) *Sourcebook for Poverty Reduction Strategies*. Washington D.C. The World Bank.

Program Outcome Monitoring (Monitoring of the NRMLP) will be the responsibility of the MDLF. The aim of this is to track progress; develop greater understanding of the outcomes for poor people and natural resource management and use; test the program assumptions especially concerning the institutional relationships and incentives for different stakeholders to contribute to the improved governance of natural resources; and monitor compliance/progress on cross-cutting issues. The focus here will be on the target population rather than on specific component output.

Monitoring and Evaluation of Components will, where possible, be based on existing monitoring instruments within each component, to provide output and outcome information. Where systems are lacking, the MLDF will support the development of appropriate capacity within the line agency.

#### Current systems of measurement in place

Current systems in place under the Seila program are geared at measuring output. STFS has a Management Information System (MIS) in place which is used to monitor all projects under the Seila framework. The Consultant will need to review how these systems are being used and propose a way to strengthen the use of these systems to ensure improved analysis and improved project implementation. The MIS system comprises of the following databases:

Project Information Database (PID): provides technical information on all CSF projects,

Commune Development Plan Database (CDPD): provides data on priority requests and the temporary agreements signed through the District Integration Workshop,

Seila Contract Database (SCD): monitoring of external resources through contracts and are being used as tools for tracking and analyzing province level work plans and budgets, Peachtree Accounting System.

Commune Database (CDB): provides socio-economic data collected by the communes at village level and is used both in analysis for planning purposes and as a tool for establishing the poverty index upon which 30% of the Commune Sangkat Fund is allocated. Additional questions focused on social development were programmed into the CDB in 2005 in collaboration between Ministry of Planning, UNICEF and Partnership for Local Governance (PLG) for application in Seth Koma targeted provinces. Similar additions may be considered for M&E in NREM.

In addition to this, project specific reporting is carried out by the following tools:

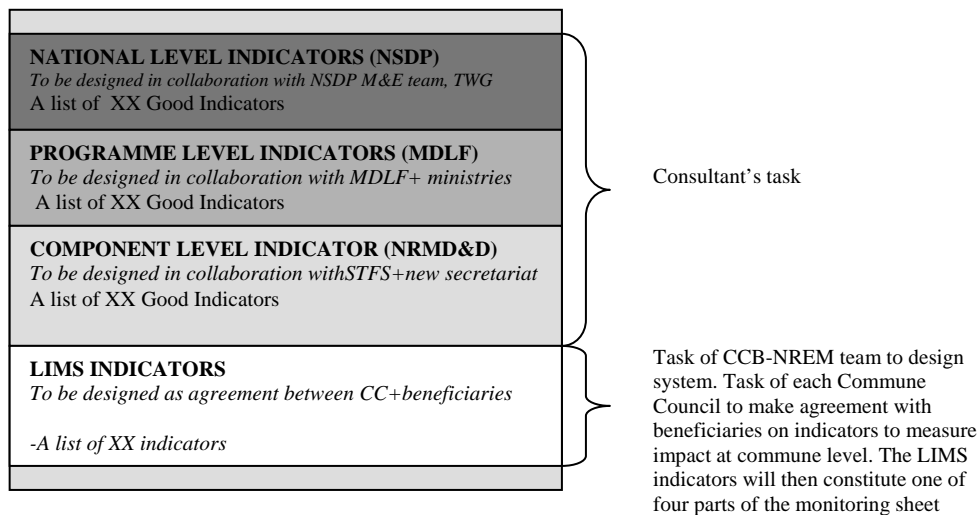
NRM certification processes: a tool to measure the efforts of the commune/sangkat councils to mainstream NRM and gender in the commune investment plan,

Case studies: detailed studies on attitudes and perceptions underlying local governance and planning priorities made.

Also, CCB-NREM is currently in the process to strengthen impact monitoring for CCB-NREM:

Project specific Livelihood Impact Monitoring System (LIMS) based on project category requirements is currently being developed. It is supposed to be a simple tool for tracking progress and outcome at commune level where each commune identifies indicators for each project and monitor the output, outcome and impact of the project based on these indicators.

While the LIMS tool allows for the development of indicators by each commune for each project, national level monitoring of outcome resulting from the NRMD&D intervention will require the development of indicators that can be used across projects across the country. In support of the NRMD&D it is therefore intended that comprehensive efforts will be made in 2006 to ensure that a proper system is in place at the start up of the new program. These efforts will build on what is currently available, ensure a proper linkage with overall national monitoring systems, and can be designed in such a manner that it can easily be expanded to include other sectors and/or programs and in that way be useful beyond the NRMD&D component. One can for example envisage a format as follows:



In order to make this manageable, one overall consideration is not to be overly ambitious but to design *as few indicators as possible*. The relevance of each indicator must therefore be carefully considered. The indicators shall be *policy relevant* in the sense of supporting evidence based policy making.

While the outcome of the development objective of the NRMD&D (reduce vulnerability of poor rural people whose livelihoods depend on natural resources) cannot be measured as the result of a single intervention as impact on poverty is long-term and indirect and can best be measured as part of the national surveys geared at monitoring the Millennium Development Goals, it is however possible to measure the outcome of the immediate objective of the NRMD&D (improve local governance processes for pro-poor sustainable resource management).

## 2.0 Objectives

### Overall objective

The objective of the consultancy on M&E in NRM is (i) *to review current STFS output monitoring systems, evaluate their appropriateness, and recommend improvements to strengthen their use as output M&E for the NRMD&D, and (ii) to design a monitoring system that can measure outcome of the activities based on a set of agreed upon "Good Indicators" to improve local government processes for pro-poor sustainable natural resource management.* Major emphasis shall be on designing the outcome monitoring systems.

### Immediate Objective

The immediate objective of the consultancy will be to:

#### Phase I

- Review the current output monitoring tools that are available to CCB-NREM and suggest ways in which they can be improved and incorporated in the NRMD&D monitoring
- Propose options for monitoring outcome in a policy relevant manner on a regular basis.
- Propose options for impact monitoring as part of CCB-NREM/NRMLP
- Propose options for improvement of the current Seila M&E system and databases.

#### Phase II

- Carry out the option as suggested by STFS
- TOR for the baseline survey

### 3.0 Scope of services

#### 3.1 Specific Tasks

The consultant will proceed to provide a framework for the M&E system for NRMD&D. The services provided to STFS will be guided by the following general stages:

##### PART I OF THE ASSIGNMENT

1. Familiarization with the existing MIS tools and the specific M&E tools for CCB-NREM; and identification of their relevance and gaps in measuring output and outcome; familiarization with current national systems for monitoring poverty reduction in Cambodia; and familiarization with NRMLP and NRMD&D.
2. Conduct field visits and interviews with village representatives, commune councilors, NRM facilitators at commune, district and province level, technical facilitators at provincial level, staff of the Local Administration Unit (LAU), Provincial monitoring and evaluation units, and other relevant stakeholders.
  - Develop an understanding of the type of projects that are likely to be supported under the NRMD&D component
  - Develop an understanding of how the current M&E system is currently being implemented, how the institutional linkages work, the challenges with the current systems and opportunities for improvement.
  - Develop an understanding of the capacity to monitor and follow up at the provincial, district and commune level in order to ensure that the system to be developed can be understood and implemented.
3. Carry out consultations with the design mission for the new support project to the national D&D program, and discuss what outcome monitoring systems that would be useful for the entire program as opposed to the CCB-NREM/NRMLP only
4. Based on review of the current systems, interviews and consultations in the field, develop a report that provides the following:
  - Options for how to improve the current draft impact monitoring system;
  - Options for outcome monitoring as part of CCB-NREM/NRMLP or potentially as part of the national D&D program;
  - Options for improving current databases and M&E systems.
5. Present the draft report to STFS and MDLF and discuss options.
6. Present a final draft to STFS with clearly outlined options.

##### PART II OF THE ASSIGNMENT

Part II of the assignment will have to be discussed and agreed following the results of the design mission in support of the national D&D program. Below are some issues that need to be addressed.

7. Draft a monitoring tool built on current systems, procedures and institutional capacities that can provide relevant information on impact of the development activities supported by NRMD&D.
  - Field test the draft tool with a limited number of communes, and discuss quality and usefulness of the information gathered with relevant stakeholders.
  - Redraft the monitoring tool and organize with the support of STFS a workshop with all relevant stakeholders for extensive discussions of the draft monitoring tool. Information sheets, follow up mechanisms etc have to be presented.
8. Provide a final ready-to-implement tool that has been 'negotiated', and agreed with all parties concerned, including the information sheets and guidelines for how to use them. Discuss with STFS on the database to be designed (by STFS) to support the monitoring framework.
9. Consult with MDLF, STFS and MOI and prepare a TOR for a baseline study. The baseline study is supposed to provide a set of relevant baseline data based on which the information gathered through the M&E system for NRMD&D can be evaluated.

### **3.2 Consultant**

The Consultant shall be a senior professional with a higher degree in a relevant discipline and a minimum of 15 years professional and relevant experience, including a minimum of five years experience in design of M&E systems for outcome monitoring with proven relevance. The consultant shall have experience from developing countries including relevant field experience, and facilitation, as well as excellent English language communication and writing skills. The consultant shall have demonstrated experience with designing ready-to-implement M&E systems.

### **3.3 Support to Consultant**

STFS will provide the necessary in-house database expertise to support the Consultant.

### **3.4 Consultant-Client Liaison**

For administrative matters the Consultant will liaise with the Chief of Program Operations Unit at STFS. For technical matters, the Consultant shall consult and discuss with, and be supervised by, Partnership for Local Governance and the STFS, and liaise with other relevant ministry agencies and individuals.

## **4.0 Outputs and Time Schedule**

### **4.1 Options for improvement of M&E System**

Draft options for improvement of the current M&E system and present to relevant stakeholders in a powerpoint presentation within 4 weeks of the commencement of the Mission.

### **4.2 Final M&E system**

A final M&E system shall be delivered to STFS within 3 weeks of commencement of the Second Mission.

### **4.3 ToR for Baseline Survey**

A draft TOR for the Baseline Survey shall have been discussed before the end of the 2nd week of commencement of the Second Mission and finalized by the end of the 3rd week of commencement of the Second Mission.

All reports and systems shall be developed in the English Language. All draft versions should be delivered in MS Word versions to facilitate comments. The final report shall be delivered in pdf format but all guidelines and information sheets shall be delivered in MS word or Excel format or another format that facilitates editing.

### **4.6 Inputs from STFS**

STFS will provide the following inputs:

- Office facilities

- Liaison and facilitation of meeting agenda, field trips, etc.

- Transportation to the provinces as agreed

- Interpreter/translator for the fieldwork

- Photocopying, reproduction and translation of reports, information sheets and guidelines.

## Appendix 2. Summary of M&E instruments (NREM Unit)

**Table 1: Seila M&E Tools and Methods (Existing)**

Seila M&E tools/methods.	Purpose/Output	NREM relevance	Use to NREM
<b>End of Contract Reports</b> -Sub contract reports -GOV contract reports	To close the contract. Report reflects achievements, strengths and weaknesses, recommendations for future project implementation.	Provides some NREM project outcome/output information, such as number of training/workshop conducted etc.	Useful for compilation of annual NREM M&E report
<b>PRDC Reports</b> Project progress reports (monthly, quarterly & annual)	Describes programme against planned output activities.	Quarterly and annual reports are relevant and include some NREM related prog. information	Useful for project progress monitoring
<b>Seila Reports</b> SCD (Seila Contract Data base) monthly, quarterly and annual reports	A database system for managing Seila-related contracts. It is used to: - provide provincial and national level Seila Program management with information on program workplans, budgets, progress and outputs; - prepare summary and analysis of program outputs and unit costs for program management - serve as a tool for monitoring and evaluation of the Seila Program. -Updated each month.	Relays information to NREM specific, includes commune project performance evaluation and financial information.	Some usefulness to the database
Seila M&E workplan review (in progress 2006)	A proposal for improvement of Seila M&E system at provincial/municipal level by contract supplement. It aims to provide for improved guidance for M&E focal peoples / sub-contracts. It includes: -TOR for ExCom M&E officers & Sector M&E focal persons -M&E workplan in each sub-contract -M&E tools of sub-contract implem. -Budget allocation from sector PIF -Capacity building	A full budgeted workplan with TOR	Some usefulness to integrate in NREM
Seila Monitoring Logbook (in progress 2006)	Provides project profiles, findings and observations by indicators		
Contract monitoring spreadsheet (quarterly basis)	Updates all contracts including PIF	Some relevance	For reference purposes
Commune Development Planning Database (CDPD)	-A source of information on proposed and planned investments and delivery of services activities at the village and commune level (CIP). -Provides data on stated temporary agreement (TAs) committed at district integration workshop (DIW) by line departments, NGOs and IOs. -CDPD is a tool to produce District Priority Activities Matrices (DPAMs), and to document the outcome of the DIWs using at (DIW).	Provides overview of NREM specific project output oriented data.	For reference
CS Project Information Database (PID)	The Project Information Database provides information on Commune/Sangkat Fund projects and outputs	Some information relevant to NREM M&E	Reference purpose
CDB Commune Sangkat database	Access direct to all communes data from the web. Includes village data book, commune	Relevant	Reference purpose
Seila Inventory Database	Used for solely inventory purpose.	Not so relevant.	For ref. purpose
Peachtree Accounting system	Used for commune finance database.	Not so relevant.	For finance ref.
Audit report			
PLG Monthly Report			

**Table 2: NREM M&E Tools and Methodologies (Existing)**

<b>M&amp;E tools/guides</b>	<b>Purposes/output</b>	<b>Status</b>
NREM Certification process for Commune Project Identification (Annually).	Measure the efforts of Commune/Sangkat Councils to mainstream NREM and gender in the CIP process. Recommends for further NREM related capacity building and determine the eligibility of C/SC for additional C/S fund. Outputs of this NREM certification are recommendations for stronger capacity development and levels of additional C/S fund for each NREM target Commune/Sangkat.	Continue to use
KAP Studies (2003)	Produces NREM case study specific documents that shares project output, challenges, issues as well as policy oriented case studies.	No longer requires. Will be replaced by Revolving M&E database, & some data likely to be provided over time.
Case Studies (On going) and documentations.	Provided info on significance of NREM and gender mainstreaming in planning and NREM investments as well as in attitudes and values underlying local governance and social capital building.	Continue to use as per project requirements, depends on M&E result
Implementation Manual for PLUP framework.	Gives information and monitors how PLUP steps are carried out at commune level.	Continue to use for PLUP specific data monitoring info.
Chapter for C/S NREM project for PIM (in progress)	The Community Natural Resource and Environmental (CNREP) small scale-projects in line with Seila Program simplifies procedures with stakeholders for project identification and proposal preparation, makes the approval process clearer and easier for project proposals preparation and for fund application. Describes as well CNREP implementation mechanisms, monitoring and evaluation procedures. These are open to be adapted by practitioners to suit their locality and working environment.	Continue to use
SPPA monthly report	SPAA sends progress report . Brief narrative description of month's activities. Spreadsheet summary of month's activities Issues and challenges: brief summary of any problems, issues & recommendations. About project matters that require adjustments	Continue to use
PTA monthly report	PTA sends commune project progress report each month	Continue to use
GIS Advisors report	On land use mapping, update information on training, implementation	Continue to use
Commune NREM Project Information Sheet	Provides one page summary sheet of project profile per commune and an activity workplan	Continue to use
DANIDA PSI Report	Provides financial report on fund disbursement incl. number of beneficiaries, budget spent and commune information	Continue to use

**Table 3: New tools/methods for 2006 NREM M& E towards a standardized M&E system for 2006-2010**

NREM methods, tools and guidelines	Purposes/Output	Expected time frame (PI find spreadsheet attached)
Revolving M&E framework of PIF/Sangkat funded projects.	Project specific monitoring system based on project category requirements. This system answers several questions raised often with regard to M&E, namely project roles, progress and impact. It improves focus on M&E, provides information to justify expenditure on training, development and project specific needs. In turn this leads to an improvement of projects, clearer indications of success and failings. Allows easy compilation of project review reports (quarterly, yearly and of project etc.) Provides transparent access to current project status throughout the year.	Nov 10-12, 2006 Pilot in 3 of 6 existing provinces
Baseline study (existing and new provinces)	Indicators will be developed to monitor and evaluate impact of NREM, PIF/SK projects activities on improvement of NR and rural livelihoods (impact on gender and NREM, integrated NREM investments towards NREM and poverty reduction, NREM governance, participatory land management, land conflict resolution etc. and contribution to D&D )	March – June 2006
M&E Workplan review adjunct with SEILA	Inline with Seila workplans to ensure smooth operation of project field management, provides quarterly and end of year reports for provinces to tie up with SEILA quarterly and yearly reviews.	Jan 15 2006
Organization performance & TA/TFT performance monitoring (derives from OCTAGON).	Monitors TA/TFT performance and organizational functioning	Jan – Mar 2006 Pilot initiative in existing 6 provinces
PLUP M&E	Will monitor PLUP activities in the commune and will be integrated in revolving M&E	Integrated in revolving M&E system according to project specific requirement
Commune NRM and Livelihood Menu (tool)	Provides list of NREM service providers and est. cost by project type. Also Monitors commune council's project selection, formulation and identification processes. A tool in comparison.	Integrated in the main NREM system