

DENR Memorandum Circular
No. 24

SUBJECT: Guidelines on the Conduct of Monitoring and Evaluation (M & E) of Projects of the National Forest Program (NFP) by Non-Government Organizations (NGOs).

Pursuant to the provisions of DENR Memorandum Circular No. 11, Series of 1988, which encourages the participation of a broad sector of the population in the National Forestation Program by enlisting their specific areas of expertise, and entering into activity-specific contracts for various components of the NFP, the following guidelines are hereby adopted for the conduct of Monitoring and Evaluation (M & E) of NFP projects by NGOs.

ARTICLE I

POLICY, OBJECTIVES AND DEFINITIONS OF TERMS

SECTION 1. BASIC POLICY. Consistent with the objectives of the National Forestation Program to enlist the broadest spectrum of participants in the development, conservation, management and utilization of forests and forest resources, it is the policy of the government to encourage the participation of non-government organizations (NGOs) in the different activities of reforestation particularly in the monitoring and evaluation of reforestation projects of the National Forestation Program.

SECTION 2. OBJECTIVES. The objectives of this Monitoring and Evaluation Program are:

1. To reconcile reported progress and attainments of forestry projects under the NFP with field realities.
2. To obtain an independent view of the projects in terms of their efficiency and community/environmental impact.

SECTION 3. DEFINITION OF TERMS. Amplifying further the provisions of Sec. 4, Memorandum Circular No. 11, S. 1988, the following words as used in this Order are hereby defined:

- a. **DEPARTMENT or DENR** – refers to the Department of Environment and Natural Resources

- b. SECRETARY – Secretary of DENR
- c. UNDERSECRETARY OR USEC – the DENR Undersecretary for Environment and Research
- d. ASSISTANT SECRETARIES OR ASECS – the DENR Assistant Secretaries for Field Operations
- e. RED – refers to the Regional Director of the DENR Regional Office
- f. PENRO – refers to the Provincial Environment and Natural Resources Officer
- g. CENRO – refers to the Community Environment and Natural Resources Officer
- h. CONTRACT – refers to the agreement entered into by and between the DENR and the NGOs in the conduct of monitoring and evaluation of reforestation projects
- i. CONTRACTOR – an NGO that has been awarded a Monitoring and Evaluation Contract
- j. NGOs – refer to private non-profit and voluntary organizations that are committed to the task of socio-economic development and established primarily for service. Cooperatives shall be considered as NGOs for purposes of this definition.
- k. DENR SYSTEM FOR MONITORING AND EVALUATION OR DSME – refers to the computerized System of Monitoring and Evaluation designed by the Paper Industries Corporation of the Philippines (PICOP) for the National Forestation Program (NFP).

- l. NATIONAL DENR-NGO DESK – a coordinating body between the DENR and the NGOs at the DENR Central Office.
- m. REGIONAL DENR-NGO DESK – refers to the regional coordinating bodies between the DENR and the NGOs
- n. TECHNICAL CAPABILITY – refers to the competence in handling socially-oriented programs and to the ability and resourcefulness in coming up with strategies to solve internal problems
- o. NATIONAL PROGRAM COORDINATING OFFICE OR NPCO – refers to the coordinating arm of the DENR in the implementation of the National Forestation Program
- p. REGIONAL LIAISON OFFICERS OR RLOs – refers to NGO staff assigned to assist the Regional Offices in the implementation of the NFP

**ARTICLE II
IDENTIFICATION OF CONTRACTORS AND PROCESSING
OF CONTRACTS**

SECTION 4. CLASSIFICATION OF CONTRACTORS. NGOs classified under any of those below are qualified to apply as contractors for monitoring and evaluation of reforestation projects under the National Forestation Program.

1. Local religious organizations
2. Academic/Professional Institutions
3. Civic Groups
4. Indigenous Cultural Communities
5. Other non-profit organizations concerned with environmental and social issues.

State universities may also be tapped for M & E provided they are accredited properly.

SECTION 5. SELECTION CRITERIA. NGOs falling under any of the classifications mentioned in Section 4 of this Circular shall be further selected based on the following criteria:

1. Known to be with integrity and commitment to environmental and social issues;
2. Reputable and socially acceptable to the concerned and/or affected community;
3. Locally-based and with adequate basic resources (i.e. manpower, etc.);
4. With technical capability, or can be trained, if there are technical capability gaps.

SECTION 6. ACCREDITATION. For purposes of screening NGOs and for communications networking, the Regional DENR-NGO Desk Officers, with the assistance of NPCO's Regional Liaison Officers (RLOs), shall accredit prospective contractors in the monitoring and evaluation of reforestation projects upon submission of certification of good community standing from at least two of the following:

- a. Head of a local religious organization
- b. Local Leaders (e.g. mayor, governor)
- c. Heads of Civic Groups
- d. Heads of Academic/Research Institutions

The NGO, however, should get the Certificate from those categories where his organization does not fall under. For example, the NGO belonging to category a should get their Certificates from b, c, and d.

In regions where the Regional DENR NGO Desks have not been established yet, accreditation shall be done at the Central Office DENR NGO Desk.

The Contractors, based on self-assessment of their capability, shall be given the opportunity to select the reforestation projects which they want to monitor and evaluate. In case there are more Contractors interested in the same area, the RED shall determine which area a particular Contractor shall monitor and evaluate.

The following supporting documents shall be attached to the application letter:

1. Name and address of the organization;
2. List of principal officers of the organization (e.g. president, vice president, treasurer, board members, trustees, stockholders, etc.);

SECTION 7. PROCESSING OF CONTRACTS. Immediately upon submission of papers of accreditation, the Regional DENR-NGO Desks, as assisted by NPCO's Regional Liaison Officers (RLOs), shall recommend,

for the RED's approval, the NGO Contractors for the monitoring and evaluation of a particular plantation/s. The concerned ASEC for Field Operations, shall regularly review the processing and implementation of M and E contracts and shall be supported by NPCO staff.

SECTION 8. DURATION OF CONTRACTS. Contracts shall be good for three (3) years, renewable every year, but subject to the Contractors' performance for the preceeding year.

ARTICLE III

MONITORING AND EVALUATION

SECTION 9. MONITORING AND EVALUATION SYSTEM. The new DENR System of Monitoring and Evaluation (DSME) shall be used by the NGOs in the Monitoring and Evaluation of the reforestation projects.

In particular, the NGOs shall accomplish the Inspection Chart Maps (ICMs) (Annex A) for the DMES in two (2) copies, one of which is to be submitted to the CENRO, PENRO or RED's office concerned and the other to the Central DENR-NGO Desk. Aside from the generation of ICMs, the NGOs shall also be expected to inform the DENR about other areas of concern such as "ghost contractors", anomalous sub-contracting, etc., as well as report on selected indicators of project impact on the environment and beneficiaries.

NGOs may also submit comments and recommendations that can improve the implementation of the reforestation program which will be considered by the DENR. In carrying out the provisions of this Order, the Contractors and the concerned DENR offices and personnel shall also use the standard reporting forms attached hereto as Annex B; provided however, that the National Coordinator may design and use alternative forms subject to approval of the same by the Undersecretary.

To facilitate the flow of information and records from DENR units to NGOs, the Regional DENR-NGO Desk Officers, with the assistance of NPCOs Regional Liaison Officers (RLOs), shall assist the NGOs, in programming/scheduling the inspection of the reforestation projects.

SECTION 10. COVERAGE AND FREQUENCY OF REPORTING. Subject to the availability of funds, all reforestation projects whether implemented by administration or by contract, shall be subject to monitoring and evaluation by the NGOs. In no case, however, shall the non-availability of funds prevent NGOs from continuing the monitoring and evaluation of reforestation projects at their own expense, if they so choose. The NGOs shall monitor and evaluate reforestation projects at least five (5) times during the first year of implementation, and quarterly during the second and third

years, or as specified in their contracts. In general, frequency of inspection shall coincide with the schedules and procedures set forth in the MES.

ARTICLE IV

ORIENTATION AND TRAINING

SECTION 11. ORIENTATION AND TRAINING. The NPCO, with the assistance of the Regional DENR-NGO Desks, Local Government Units and local religious organizations, shall immediately hold regional orientation seminars and trainings on the monitoring and evaluation of reforestation projects of the NFP. The trainings shall include the Inspection Procedures of the new MES and the seminars shall also serve to enlist other interested NGLs wishing to participate in the M & E.

NGOs whose contracts have been approved shall be required to send in at least two trainees for a four-day intensive training course in Inspection Procedures of the new MES. The dates and place of the trainings shall be determined by the NPCO with due consideration to convenience and savings on the part the trainees.

ARTICLE V

FUNDING

SECTION 12. SOURCE OF FUNDS. Funds for the monitoring and evaluation of the reforestation projects shall come from the M & E Budgets of the ADB/OECF Program Loan for the Forestry Sector. The cost of contracts shall be based on the attached Cost Guidelines herein marked as Annex C.

SECTION 13. MOBILIZATION ADVANCES. Contractors for monitoring and evaluation shall be given mobilization fund as provided for in Section 7 of DAO 14, Series of 1989. Mobilization fund for monitoring and evaluation shall not exceed fifteen percent (15%) of the total contract budget.

SECTION 14. DEDUCTION OF MOBILIZATION ADVANCES FROM PROGRESS PAYMENTS. Deduction of mobilization payments as provided for in Section 8 of DAO 144, Series of 1989 shall also apply for M & E Contractors. The amount deducted from the Contractor's periodic progress payments shall be proportionate to the quarterly progress payments. At his option, the contractor may also increase the rate of deductions to accelerate repayment.

SECTION 15. DISBURSEMENT OF FUNDS. Quarterly disbursements shall be made by the RED to the Contractors upon the receipt of the required reports from the latter. Disbursements shall be made immediately, allowing for adequate processing time.

ARTICLE VI

NATIONAL COORDINATOR AND SECRETARIAT

SECTION 16. NATIONAL COORDINATOR. The over-all coordinator of this Program shall be the Chairman of the DENR-NGO Desk, or such other official designated by the Secretary. He shall be assisted by the members of the DENR-NGO Advisory Committee. Their duties and responsibilities are:

1. Oversee and coordinate all operations of the NGOs in the monitoring and evaluation of the reforestation projects.
2. Formulate and recommend policies for the smooth implementation of the Program to the Undersecretary for Environment and Research.

SECTION 17. SECRETARIAT. The DENR-NGO Desks to be installed at the central, regional, and provincial offices of the DENR shall form the Secretariat for this Program. It is the duties and responsibilities of the Regional DENR-NGO Desks to:

1. Assist and coordinate the field operations of the NGOs in the M & E Programs.
2. Identify problem areas in the implementation of the Program and elevate the same to the National Coordinator.
3. Provide technical assistance as required/requested by the NGOS.

ARTICLE VII

GROUND FOR CANCELLATION, PENALTIES AND ADMINISTRATIVE SANCTIONS

SECTION 18. GROUND FOR CANCELLATION OF CONTRACT. The Undersecretary, upon the recommendation of the National Coordinator, and after proper and thorough investigation, may cancel/rescind M & E contracts, for any of the following reasons:

- a. If the contract was obtained through fraud, misrepresentation or omission of facts at the time of application;
- b. Failure to start Monitoring and Evaluation activities within one (1) month from the disbursement of the mobilization fund.
- c. Voluntary surrender of contract by contractor for cause; and
- d. Violation of any of the laws and conditions of, or failure to comply with or perform the obligations as stipulated in the contract, or policies, or pertinent laws affecting the implementation of this Program.

SECTION 19. PENALTIES. In the case of the Contractor/s misrepresentation of facts at any time the contract is in force, the following punitive actions shall apply:

1. Cancellation of contract.
2. Perpetual disqualification to apply for a Monitoring and Evaluation Contract.
3. Prosecution in court for Civil or Criminal offenses, whichever applies and where conditions and circumstances warrant.

In case of a rescinded contract, the area and the amount allotted for the default contractor shall be awarded to another qualified contractor.

SECTION 20. ADMINISTRATIVE SANCTIONS FOR DENR EMPLOYEES. DENR employees shall be subject to the same administrative sanction as stated in Section 84 of MC 11, S. 1988.

SECTION 21. SUPPLEMENTAL RULES AND REGULATIONS. The Undersecretary upon the recommendation of the National Coordinator, shall formulate rules and regulations as may be necessary to effectively carry out the objectives of this Order. Additionally, the National Coordinator, may promulgate supplemental rules, procedures and regulations which apply to a particular region. However, such rules and regulations shall be in accordance with this Order, and duly noted by the Secretary.

SECTION 22. TECHNICAL ASSISTANCE. Whenever the Contractors need so the DENR offices shall provide the Contractors with all the necessary technical assistance to facilitate the conduct of monitoring and evaluation.

SECTION 23. REPEALING CLAUSE. The provisions of any administrative orders, memoranda, circulars and related DENR documents which are inconsistent with this Order are hereby repealed or amended accordingly.

SECTION 24. EFFECTIVITY. This order shall take effect immediately.

FULGENCIO S. FACTORAN, JR.
Secretary

RECOMMENDING APPROVAL:

EBERT T. BAUTISTA
Director
Special Concerns Office

Signed on November 28, 1989

* (Annexes A, B, B-1, B-2, and C Omitted)