

Program Evaluation Plan

NSW Forest Monitoring and Improvement Program

February 2020

Acknowledgment of Country

The Natural Resource Commission acknowledges and pays respect to all the Traditional Owners and their Nations. The Commission recognises and acknowledges that the Traditional Owners have a deep cultural, social, environmental, spiritual and economic connection to their lands and waters. We value and respect their knowledge of natural resource management and their contributions of earlier generations, including the Elders.

This document has been prepared by the NSW Natural Resources Commission on behalf of the NSW Forest Monitoring and Improvement Steering Committee.

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1 Introduction

1.1 Overview

In February 2019, the NSW Government established a Forest Monitoring and Improvement Program ('the Program') to coordinate monitoring, evaluation, research and reporting for improved forest management in NSW, under a Premier's terms of reference.¹

The NSW Natural Resources Commission ('the Commission') is responsible for independently overseeing the design, implementation, review and continuous improvement of the Program.

The Program, as outlined in the Program Framework 2019-2024,² will support:

- adaptive management of NSW forests across tenures
- ecologically sustainable forest management (ESFM).

This will be achieved by explicitly linking priority monitoring, evaluation and research to decision-making, both for policy and on-going forest management.

The Program will seek continuous improvement, through ongoing monitoring, evaluation and reporting under this Program Evaluation Plan. This Program Evaluation Plan seeks to ensure the program is effective and efficient and meets the information needs of strategic forest management in NSW.

1.2 Purpose and audience

This Program Evaluation Plan will guide the review of the Program and enable the NSW Forest Monitoring Steering Committee ('the Steering Committee') to:

- demonstrate the impact and value of the Program
- ensure accountability and transparency
- identify opportunities for improvement and innovation.

A range of key stakeholders have an interest in the Program Evaluation Plan (see **Table 1**).

Table 1. Evaluation audience

Stakeholder group	Interest(s)
NSW Premier and relevant Ministers	Efficiency and effectiveness of the Program; particularly value and cost efficiency, aligned to the NSW Government Program Evaluation Guidelines Ability to meet the terms of reference and forest reporting obligations
NSW government agencies	Program effectiveness, particularly in relation to meeting the terms of reference Program efficiency
	Lessons and recommendations stemming from program reviews to inform program improvement and maximise value
Australian Government	Partner in Regional Forest Agreements (between NSW and Australian Governments); interest in ESFM outcomes reporting and adaptive management of the NSW Forest Management Framework
Community and stakeholders	Accountability and transparency of data and information, use of public funds Effectiveness of the program in relation to ensuring ecologically sustainable forest management

Terms of Reference – NSW Forest Monitoring and Improvement Program – see: https://www.nrc.nsw.gov.au/forest-monitoring

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NSW Natural Resources Commission (2019), NSW Forest Monitoring and Improvement Program, Program Framework: 2019-2024.

2 Why monitor and evaluate the program?

2.1 Commitment to improve

Under the Program Framework 2019-2024, the Steering Committee has committed to 'adaptive monitoring' and continuous improvement of the program. The Program Framework notes, "Evaluation, reflection and learning are key pillars of the Program".³

The Program Framework notes that the Steering Committee will develop an evaluation plan for the Program and review the Program annually. An independent review will occur midterm and at the end of the Program (i.e. in 2024).

2.2 Commitment to outcomes

The Program Framework 2019-2024 summarises the Program's aims and good practice principles that guide the program and establishes the expected outcomes.

As outlined in the Program Framework and the terms of reference, the Program aims to:

- 1 focus on the information required to improve the adaptive management of NSW forests
- 2 provide the public with transparent, independent, accessible and robust evidence of forest management performance
- 3 be adaptable to changes to both research priorities and forest monitoring methods
- 4 be cost effective by employing efficient mechanisms to meet Program objectives
- satisfy NSW's obligations to national and international forest management reporting.

Table 2 summarises the alignment between the program aims, a set of good practice principles and the expected outcomes and ongoing benefits of the Program (as described in the Program Framework 2019-2024).

The Program Framework establishes 24 deliverables to be delivered over five years (from 2019 to 2024) to achieve the program outcomes. The Steering Committee is tracking the achievement of these deliverables within the timeframes set out in the Program Framework.

Figure 1. summarises the working overarching program logic, linking the program outcomes to the deliverables.

³ Program Framework 2019-2024, page 12. Document No: D19/7360

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Table 2. Program aims, principles and expected outcomes

Aim	Good practice principles	Expected outcomes
1. Focus on priority information needs	 The program should meet both decision-making needs and reporting requirements Evaluation questions should inform the program design and focus monitoring The program should provide information at relevant spatial scales and timescales Performance triggers, thresholds and baselines should be employed where possible 	 Forest monitoring, evaluation and research answers priority evaluation questions related to forest management in NSW across tenures. Uncertainties in forest management approaches are reduced systematically, through the provision of targeted evidence-based information. Following the first four years of the Program, the NSW Government continues to invest in the Program, as it is providing valuable information for improving forest management in NSW.
2. Provide transparent and accessible evidence	The program should facilitate public engagement and improve public confidence	 Stakeholders and the community trust the Program's processes and outputs. Forest monitoring data, research and evaluations are made available to the public.
3. Adapt to changes in research and monitoring priorities	 The program should continually evolve to respond to priority questions and risks The program will continue to use best practice monitoring and research methods 	 Monitoring, evaluation and research activities adopt and adapt to new or evolving priority evaluation questions and decision needs. Best-practice research, evaluation and monitoring methods are adopted where appropriate and affordable. NSW agencies demonstrate how research has informed their on-ground monitoring and evaluation of forest management practices.
4. Employ cost- effective mechanisms	 Program priorities should be determined through an analysis of risks, opportunities and value for money The program should facilitate coordination between agencies and data sharing 	 Unit cost of data collection is lowered, for example through technological improvements and collaboration The Program enhances synergies between NSW agencies, and enables cost sharing and improved consistency in data collection; duplication is reduced and reporting aligned. Use of existing monitoring data is maximised for evaluation and research into enhanced forest
5. Satisfy reporting obligations	 Review periods should be frequent enough to inform management and decision-making The program should meet both decision-making needs and reporting requirements 	Reporting commitments are met on time and are publicly accessible. RFAs reports and for national State of the Forests reports, track progress against the commitments to ESFM, including an improvement in the full suite of forest values in NSW.

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2.3 Working Draft Overarching Program Logic - Monitoring, Evaluation and Evaluation (MER) to support forest management

Longterm outcome s Improved evidence base to support strategic and adaptive forest management for Ecologically Sustainable Forest Management (ESFM) outcomes in NSW

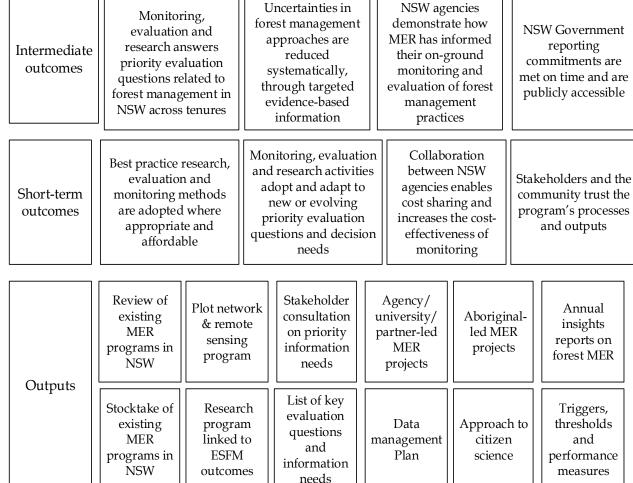


Figure 1. Program Logic - NSW Forest Monitoring and Improvement Program

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3 How will the program be evaluated?

3.1 Key evaluation questions

Four questions will focus the evaluation:

and its improvement?

- 1 Are we achieving what we said we would?
- 2 Are we achieving it in the way we said we would?
- 3 Is the program efficient and cost effective?
- 4 Are we learning and improving the Program?

Sub-questions that elaborate these key questions have been developed and are shown in **Table** 3. Together these are referred to as focus questions and align with the Program Framework.

Table 1. Focus questions for the five-yearly independent program evaluation

Focus questions and sub-questions 1. Are we achieving what we said we would? Has the Program contributed to improved forest management as expected? b. What outcomes have resulted from the Program (positive and negative)? c. Has the Program adapted to new evidence and priorities? d. Is the Program meeting the needs of participants and other key stakeholders? 2. Are we achieving it in the way we said we would? a. To what extent have the good practice principles been implemented in designing and delivering the Program? b. To what extent has the Program been delivered as intended? Are there any barriers to Program delivery? If so, how can the program be improved? c. d. To what extent has the Program been well governed? Was the Program implemented within the expected timeframe? Is the program efficient and cost-effective? Does the Program provide value for money? b. Could the Program have been delivered more efficiently? Are the Program's administrative overheads in line with best practice for comparable programs? 4. Are we learning and improving the Program? a. To what extent has the impact and value of the program been demonstrated? b. What lessons are there in relation to program design and delivery? To what extent has the program been reviewed as anticipated (i.e. annual progress reports and five yearly formal independent reviews)? d. To what extent have lessons and recommendations been acted upon in relation to the program

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3.2 Indicators and data collection

This section builds on the key evaluation questions identified in Section 3.1 and links to outcomes and deliverables in the Program. Two tables are included in this section to provide detail on the indicators, potential data sources and methods to address each focus question.

These tables are:

• **Table 4** provides indicators and monitoring approach in response to the first sub-question of the first focus question 'Has the Program contributed to the change as expected?'

This table also describes success measures and assumptions.

Table 5 outlines the indicators, data sources and methods aligned to each of the remaining focus questions.

Table 4. Success metrics and assumptions in responding to the first evaluation question 'Has the Program contributed to improved forest management as expected?

Program aim	Outcomes ⁴	Success metric	Assumptions	Data sources and methods
1. Focus on the information required to improve the adaptive management of NSW forests	Forest monitoring, evaluation and research answers priority evaluation questions related to forest management in NSW across tenures	 ✓ Evaluation questions focus monitoring ✓ Monitoring supports the assessment of the effectiveness of management interventions ✓ Areas of greatest identified need and risk are monitored 	 Evaluation questions can be sufficiently answered through monitoring, evaluation and research Forest managers and end-users' interests and knowledge gaps align with the priorities identified through the focus evaluation questions The risk assessment process used identifies the areas of greatest risk 	Program documents and outputs Interviews with Steering Committee and staff
	2. Uncertainties in forest	There will be no major 'step change' disruptions in ecological, social and economic systems, enabling systematic	Forest management documents Interviews with key stakeholders, staff	

⁴ Program outcomes are set out in the Program Framework 2019-2024.

Program aim	Outcomes ⁴	Success metric	Assumptions	Data sources and methods
	targeted evidence-based information.	of the monitoring data for their management decisions ✓ Information provided at relevant spatial scales and timescales	 monitoring and research that will reduce uncertainty⁵ Forest managers want to use the monitoring, evaluation and research results to inform their management decisions 	implementing/overseeing components of the Program, and program end-users
	3. Following the first four years of the Program, the NSW Government continues to invest in the Program, as it is providing valuable information for forest management.	 ✓ Funding is continued ✓ Any broadening of scope is adequately funded ✓ Strong Steering Committee buy-in ✓ Ministerial recognition 	There is no major restructure and reprioritisation of outcomes or funding in NSW Government over the next 4 years	NSW Budget allocations Interviews with Steering Committee and Staff
2. Provide Transparent and accessible evidence	Stakeholder and community trust the Program's processes and outputs.	 ✓ Land managers and the community are provided with appropriate, timely and accessible information ✓ Information provided to land managers and the community is supporting improved forest management ✓ Increased demand for monitoring information from end-users 	 Land managers and the community have enough knowledge and experience to make use of the information provided by the program to improve their forest management Land managers and the community trust the Commission and the Steering Committee 	Program documents and outputs Interviews with forest managers and program endusers Interviews with key stakeholders' groups to ascertain whether information is clear and considered to be credible Stakeholder engagement plan
	2. Forest monitoring data, research and evaluations are made available to the public.	 ✓ Improved public confidence ✓ Monitoring data and research is accessed and used by the community and researchers 	 Data can across tenures can be managed and shared in a coherent manner to enable the data to be shared publicly The monitoring, evaluation and 	Government records Survey of the public and key stakeholders groups (for example through existing Community Sentiment

⁵ Note: the extent to which this assumption holds true following the 2019/20 wildfire event is not yet clear.

Program aim	Outcomes ⁴	Success metric	Assumptions	Data sources and methods
			research information provided by the program can reach end- users and the broader community through transparent and accessible communications materials	processes of the NSW Government ⁶) Statistics on access to data from website (dashboard)
3. Be adaptable to changes to both research priorities and forest monitoring methods	Monitoring, evaluation and research activities adopt and adapt to new or evolving priority evaluation questions and decision needs.	 ✓ The Program is continually adapted and improved ✓ Information collected responds to the emerging decision needs of forest managers and policy makers 	 The program is managed in a flexible and responsive manner to support continual improvement The program has access to the latest concerns and/or information needs of forest managers and policy makers The time lags in establishing monitoring and research projects and delivering results, does not result in the information becoming irrelevant to decision needs. 	Program governance documents Periodic and major reviews of the Program Feedback from stakeholder forums
	2. Best-practice research, evaluation and monitoring methods are adopted where appropriate and affordable.	 ✓ Sharing and learning about forest monitoring, research and evaluation methods has improved, providing opportunities to innovate ✓ Best practices in monitoring, research and evaluation methods are reviewed at least annually ✓ Methods of monitoring, evaluation and research are improved over time 	 NSW agencies and research partners are open to innovation NSW agencies and research partners are willing to share lessons about forest monitoring methods and research methods Technology and research methods continue to improve for forest monitoring 	Research methods Monitoring methods Program Evaluation Plan Peer review reports Assessment criteria for project selection

⁶ For example, DPI is developing community sentiment surveys for primary industries.

Program aim	Outcomes ⁴	Success metric	Assumptions	Data sources and methods
	3. NSW Agencies demonstrate how research has informed their on-ground monitoring and evaluation of forest management practices.	 ✓ Forest policy, planning and management adapts in response to the findings of the program ✓ Research usefully informs onground management decisions 	 NSW policy makers, planners and forest managers are open to receiving the evidence-based advice and recommendations NSW policy makers, planners and forest managers have enough knowledge and skills to apply the advice from the program and improve their management NSW policy makers, planners and forest managers have enough resources to improve on-ground management based on the recommendations provided 	Program review documents and governance documents Interviews with forest managers and program endusers
4. Employ costeffective mechanisms	Unit cost of data collection is lowered, for example through technological improvement and collaboration	 ✓ The program is cost effective and efficient ✓ The program draws on historical plot network datasets and integrates these into the design ✓ The program is jointly implemented ✓ The program integrates new technologies 	 Collaboration and data sharing between agency reduces the overall costs in running the program Historical plot network data can be readily accessed Agencies continue to be willing to collaborate 	Program financial records Program documents and outputs Interviews with staff implementing/overseeing components of the program
	2. The Program enhances synergies, reduces duplication, and improves consistency of data collection	 ✓ Collaboration has increased within the DPIE cluster ✓ Data sharing has increased within the DPIE cluster ✓ Consistent methods of data collection are used ✓ Plot network integrates existing 	 Data sharing platforms are sufficient to support crosstenure data sharing Agencies are willing to comply with the data standards for the program 	Data management plan Interviews with key stakeholders, staff implementing/overseeing the Program Plot network design

Program aim	Outcomes ⁴	Success metric	Assumptions	Data sources and methods
		datasets/plots	Agencies and researchers are willing to share data within the DPIE cluster	
	3. Use of existing monitoring data is maximised for evaluation and research into enhanced forest management	 ✓ Targeted research supports the improvement of forestry conditions and practices ✓ Targeted research enhances forest conservation measures 	 Existing forest monitoring datasets can be accessed by researchers Researchers have enough confidence in the quality of existing datasets for their research 	Program documents Interviews with the Steering Committee and agency staff Research publications Annual reports Program review documents
5. Satisfy NSW's obligations to national and international forest management reporting	Reporting commitments are met on time, and publicly accessible	 ✓ Regional Forest Agreement reporting commitments are met on time ✓ Integrated Forestry Operation Approval (IFOA) commitments are met on time ✓ Information from forest reporting is communicated in a clear and accessible manner 	 NSW agencies have effective and efficient project management systems in place to enable timely reporting on RFAs and IFOAs NSW agencies have enough funding and capabilities to deliver reports on RFAs and IFOA that are communicated in a clear and accessible manner 	Analysis of reporting documents Project management tools and frameworks Public reports on Regional Forest Agreements Public reports on IFOAs
	2. Tracking of progress against the commitments to ESFM, including improvement in the full suite of forest values in NSW.	 ✓ Agencies integrate commitment tracking into their work programs ✓ Tracking clearly demonstrates the extent to which ESFM is achieved 	 NSW agencies have sufficient resources to implement and track their commitments to ESFM Sufficient data will be made available to enable the full suite of forest values and ESFM indicators to be tracked by DPI. 	NSW reports on Regional Forest Agreements Program stocktake aligned to ESFM indicators

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Table 5. Key evaluation questions, evaluation approaches, and potential data sources.

Key Evaluation Question	Evaluation approaches	Data sources		
1. Are we achieving what we said we would?				
a. Has the Program contributed to improved forest management as expected?	See <u>Table 4</u>	See <u>Table 4</u>		
b. What outcomes have resulted from the Program (positive or negative)?	 seek feedback from staff implementing/overseeing components of the Program seek feedback from forest managers and end-users of the outputs of the Program review insights from program reports 	Program documents and reporting Annual progress reports Interviews and/or a survey of key stakeholders		
c. Has the program adapted to new evidence and priorities?	 seek feedback from staff implementing/overseeing components of the Program seek feedback from forest managers and end-users of the outputs of the Program review evidence - annual reports review evidence of adaptive management 	Program documents and reporting Annual progress reports Interviews and/or a survey of key stakeholders Budget revisions and associated documentation		
d. To what extent is the program meeting the needs of participants and other key stakeholders?	 seek feedback from staff implementing/overseeing components of the Program seek feedback from forest managers and end-users seek feedback from stakeholders and community groups review evidence of who has benefited (i.e. who has used the monitoring, evaluation and research data) 	Stakeholder Engagement Plan Reports from stakeholder meetings Interviews with forest managers and end-users Interviews and surveys of stakeholders and community groups Survey of key agency stakeholders and forest managers		
2. Are we achieving it in the way we said we would?				
a. To what extent have the good-practice principles been implemented in designing and delivering the Program?	 seek feedback from the Steering Committee and staff implementing/overseeing components of the Program on how good practice principles have been incorporated seek feedback from forest managers/end-users on how good practice principles have been incorporated review project and program documents demonstrating use 	Interviews with the Steering Committee, staff, forest managers and end-users Analysis of project and program documents		

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Key Evaluation Question	Evaluation approaches	Data sources
	of/alignment with good-practice principles	
	 review progress towards outcomes aligned to good-practice principles (see Program Framework) 	
b. To what extent has the Program been	review alignment of program outputs with implementation	Program documents and outputs
delivered as intended?	plans, including but not limited to: evaluation questions, priority needs list, forest monitoring data, research outputs, evaluation reports	Published documents online
	 review delivery in line with implementation plans (in terms of timing and budgets) 	
c. Are there any barriers to program delivery?	seek feedback from the Steering Committee and staff	Interviews with the Steering Committee and staff
If so, how can the program be improved?	implementing/overseeing the components of the program	Interviews and/or survey of key stakeholders
	 seek feedback from the Steering Committee and staff on potential improvements 	
	 seek feedback from forest managers and end-users 	
d. To what extent has the Program been well-	review description of governance mechanisms	Interviews with the Steering Committee, staff, forest
governed?	 review processes in place 	managers and end-users
	• review risk assessment process in place and evidence of use	Analysis of governance documents
	 review evidence of appropriate consultation and transparency 	
	 seek feedback from and perspectives of Steering Committee, staff, forest managers and end-users on level of oversight relative to program risks and expenditure 	
e. Was the program implemented within the expected timeframes?	 review milestones and deliverables – alignment of what was completed and record of any delays 	Steering Committee progress reports Program documents
	 review reporting of regular deliverables to the Steering Committee 	Interviews with Steering Committee
3. Is the program efficient and cost-effective?		
a. Does the program provide value for	review program design and implementation costs	Budget allocation and expenditure
money?	 review of program budget papers and costings for projects 	Financial reports
	• seek feedback from Steering Committee and forest managers	Financial data on program expenditure

Ke	y Evaluation Question	Evaluation approaches	Data sources
		about costings of in-kind contributionsfinancial analysis on cost effectiveness	Data on in-kind agency contributions to the program
b.	Could the program have been delivered more efficiently?	 review evidence of efficiency improvements seek feedback from Steering Committee, forest managers and end-users 	Interviews with agency staff and the Steering Committee Interviews with forest managers and end-users
		 review program documents to identify where efficiencies have been introduced, for example through technological advancements or enhanced agency cooperation 	Data management plan Project documents
c.	Are the program's administrative overheads in line with best practice for comparable programs?	 benchmark program expenditure on overheads with other similar government-led monitoring, evaluation and research (MER) programs targeting natural resources management 	NSW Government program financial reports Financial reports of other National or State government programs targeting MER
4.	Are we learning and improving the Program	?	
a.	To what extent has the impact and value of the program been demonstrated?	 seek perspectives of and feedback from Steering Committee, staff, forest manager and end-users of Program value 	Interviews with the Steering Committee, staff, forest manager and end-users
		 review evidence of program impact and value 	Assessment against focus question 1
		 seek feedback from end-users on the value of data and information resulting from Program 	Review of program reporting, including any additional evaluation within the program
b.	What lessons are there in relation to	seek perspectives of staff, forest manager and end-users	Document review
	program design and delivery?	review lessons as identified in project reporting	Interviews with Steering Committee, staff, forest manager and end-users
c.	To what extent has the program been reviewed as anticipated (i.e. annual progress reports and five yearly formal independent reviews)?	 review evidence of program review review evidence of recommendations and changes being made in response to reviews 	Review of annual progress reports and five yearly formal independent review reports Program governance documentation
d.	To what extent have lessons and recommendations been acted upon in relation to the program and its improvement?	 review evidence of continuous improvement and changes to the program and its design and delivery seek perspectives of Steering Committee, staff, and forest managers 	Program and governance documents Interviews with Steering Committee, staff, forest managers and end-users

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4 Who is responsible?

The Commission is responsible for overseeing and advising on the design, implementation, review and continuous improvement of the Program. In doing this, the Commission will collaborate with NSW agencies with responsibilities for natural resource and environmental policy, regulation, delivery and science, and those with a direct role in forest management. This will be done through the NSW Forest Monitoring Steering Committee, which includes four independent experts.

The roles and responsibilities relating to the implementation of this Program Evaluation Plan are shown in

Table 2.

Table 2. Roles and responsibilities for implementing the Program Evaluation Plan

Role/action	Estimate cost to implement (\$)	Responsible body
Oversee monitoring program design and implementation	In-kind	The Commission Steering Committee
Maintain records of program implementation • Key activities • Program outputs	In-kind	The Commission NSW agencies responsible for implementation of monitoring, evaluation and research projects under the program
Collection of additional data/information on program delivery and effectiveness, as part of the mid-term and five-yearly reviews including: • Interviews • Surveys • Example of program impact and value	(see below – to be costed as part of the mid-term and five- yearly review)	Overseen by the Commission and the Steering Committee Potentially contracted to a consultant
Annual progress report	In-kind	The Commission Steering Committee
Mid-term review	\$15-25K (subject to scoping and design of the evaluation approach) ⁷	Overseen by the Commission and the Steering Committee Undertaken by an independent body or consultant
Independent five-yearly review	\$25-40K (subject to scoping and design of the evaluation approach) ⁸	Overseen by the Commission and the Steering Committee Undertaken by an independent body or consultant

⁷ Scoping and design of the mid-term review will be undertaken in early 2021.

⁸ Scoping and design of the independent five-yearly review will be undertaken in late 2022.

5 Reporting

5.1 Reporting output and timing

Timing of annual reporting

Timing	Action / Report	Responsibility
January (annually)	Steering Committee meeting to jointly review progress, risks and opportunities	Steering Committee chair
February (annually)	Annual Progress report – achievements, risks and improvements made	Commission on behalf of the Steering Committee
March (annually)	Letter to Premier to update on progress CC: Deputy Premier, Minister for Regional NSW, Industry and Trade Minister for Planning and Public Spaces Minister for Energy and Environment	Commission on behalf of Steering Committee

Timing of formal evaluation reports

- Mid-term review is due in August 2021
- Five-yearly review is due in February 2023

5.2 **Annual Steering Committee meeting**

At the annual meeting, the Steering Committee will undertake a strategic review of:

- implementation of program deliverables and any delays
- program expenditure to date, including in-kind support
- extent to which the program's governance is effective and efficient
- program risks and risk management strategies.

The annual meeting will also consider:

- lessons learned over the last 12 months
- opportunities for improvement over the coming 12 months.

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