GUIDE TO
THE LOGICAL FRAMEWORK APPROACH:
A KEY TOOL TO PROJECT CYCLE MANAGEMENT

Final Version (draft)

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INTRODUCTION

The *Logical Framework Approach* is an analytical and management tool which is now used (in one form or another) by most multi-lateral and bi-lateral aid agencies, international NGOs and by many partner governments for the management of development projects.

Developed in the late 1960's to assist the US Agency of International Development to improve its project planning and evaluation system, the Logical Framework Approach (LFA) was designed to address three basic concerns, namely that:

- Planning was too vague, without clearly defined objectives that could be used to monitor and evaluate the success (or failure) of a project;

- Management responsibilities were unclear; and

- Evaluation was often an adversarial process, because there was no common agreement as to what the project was really trying to achieve.

The LFA has since been adopted as a project planning and management tool by most donors, multilateral and bilateral development agencies. Even though different agencies/donors modify the formats, terminology and tools used in their LFA, the basic analytical principles have remained the same.

Indeed, the EU, the main external donor to Serbia, requires the development of a Logframe Matrix as part of its IPA project formulation procedures. Other donors such as Norad (Norway), Dfid (UK), GTZ (Germany) also use the LFA as a core tool to the project cycle management.

The LFA is a very effective analytical and management tool when understood and intelligently applied. However, it is not a substitute for experience and professional judgment and must also be complemented by the application of other specific tools (such as Economic and Financial Analysis and Environmental Impact Assessment) and through the application of working techniques which promote the effective participation of stakeholders.

WHO ARE THESE GUIDELINES FOR ?

Therefore, knowledge of the principles of LFA is essential for all staff involved in the programming and design as well as the implementation of development projects.

Theses Guidelines aims at providing instruction to develop a Logical Framework Approach at the various stages of the project management cycle, in order to improve both the consistency and quality of project documents throughout the different stages of the project cycle.

STRUCTURE OF THE GUIDE

While the first part of the guide present what is the logical framework approach and its linkages with the project cycle management, the second part provide guidance to use the Logical Framework Approach for the design of development project and elaborate a logframe matrix.

The concepts described are illustrated by different examples. The main example used all along this guideline is a project related to water treatment taken from the PCM Guidelines published by the European Commission. It has been adapted to meet the specific need of this manual.

Moreover the examples of logframe in annex 4 and 5 are taken from CARDS program to Serbia. They summarise two different projects:

- Capacity building of the ministry of agriculture and water management and support to rural economic development

- Strengthening of the Institute of Public Health Laboratory Services in Serbia

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PART I
THE LFA IN THE PROJECT CYCLE MANAGEMENT

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1 OVERVIEW OF THE LFA

1.1 WHAT IS IT?

The LFA is an analytical process and set of tools used to support objectives-oriented project planning and management. It provides a set of interlocking concepts which are used as part of an iterative process to aid structured and systematic analysis of a project or programme idea.

The LFA should be thought of as an *'aid to thinking'*. It allows information to be analysed and organized in a structured way, so that important questions can be asked, weaknesses identified and decision makers can make informed decisions based on their improved understanding of the project rationale, its intended objectives and the means by which objectives will be achieved.

> The LFA is a way of describing a project in a logical way so that it is:
>
> - **Well designed.**
>
> - **Described objectively.**
>
> - **Can be evaluated.**
>
> - **Clearly structured.**

In the perspective of a logical framework approach, the **purpose** of development projects is to induce change whose results are desired within the project environment and society at large. We assume that there is general agreement about the improved situation before project planning takes place. This will make it possible to agree upon the purpose and the **(overall) goal** of the project.

A development project is based on its **input of resources**, the implementation of certain **activities**, and will **result in a number of outputs** which are expected to contribute to the desired objectives. Inputs, activities and outputs are elements of a project; they are not in themselves a measure of success or failure.

It is important that the desired future situation is described in such a way that it is possible to check at a later stage to what extent the project has been successful in relation to its objectives and the target groups (on the basis of **indicators**).

The success of a project depends upon a number of factors that can be controlled by the project management, as well as upon a number of **external assumptions and risks**. During planning and implementation it is extremely important to identify, monitor and analyze external assumptions, since they may cause the project to fail even if it is implemented as planned.

The most important concepts used in the LFA are schematised in the figure below. The terminology used in the logical framework approach is defined in annex 1 .

Concepts used in LFA
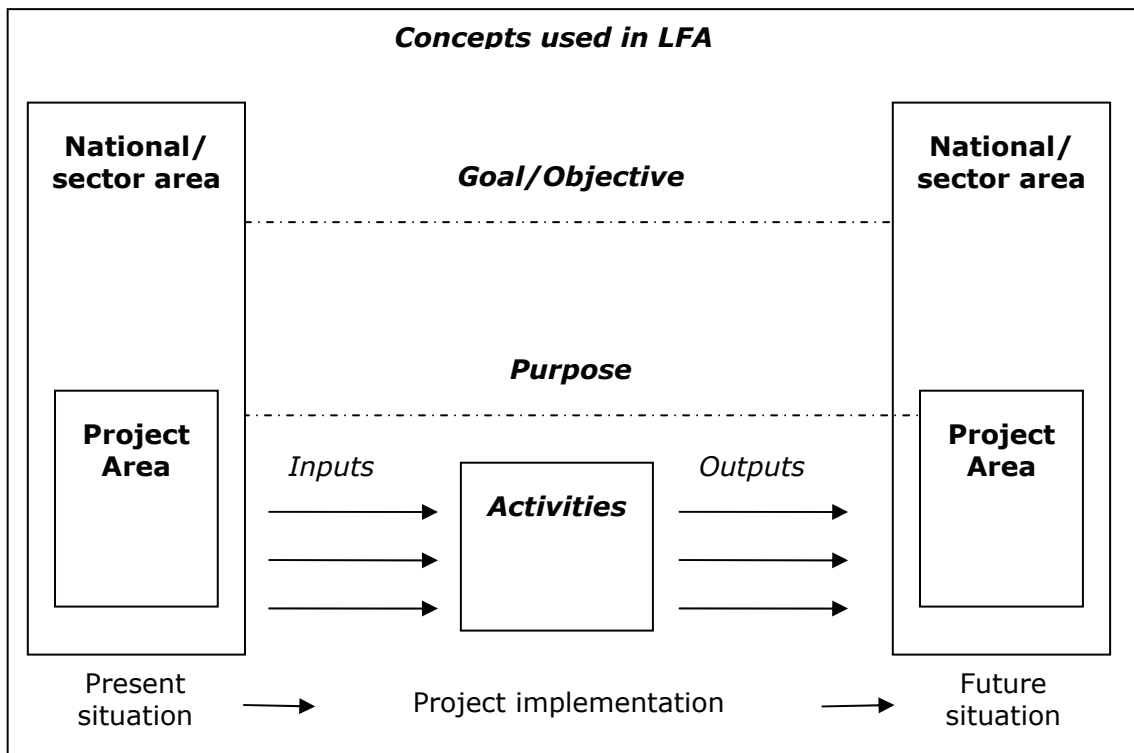
It is useful to **distinguish** the Logical Framework **Approach** (LFA), which is an **analytical process**, from the Logical Framework Matrix, also called Logframe **matrix**(notably in this guideline), which provides the **documented product of the analytical process**, a synthetic representation of the project design.

1.2 THE LOGICAL FRAMEWORK MATRIX (LOGFRAME): A SYNTHETIC REPRESENTATION OF THE PROJECT IN A GIVEN CONTEXT

1.2.1 Principles

The Logframe consists of a matrix with four columns and four (or more) rows, summarising the key elements of a project, namely:

• The project's hierarchy of **objectives** (Project Description or Project Intervention Logic);

• The **project environment** and key external factors critical to the project's success (Assumptions); and

• How the **project's achievements** will be monitored and evaluated (Indicators and Sources of Verification).

The Logframe also provides the basis on which resource requirements (inputs) and costs (budget) are determined.

It is recommended to use the log frame as the basis of the funding application and then throughout the project lifecycle to track progress and adapt to changing situations. It can be used to review assumptions and implications, and to keep donors and other stakeholders informed of significant changes.

A Logframe Matrix can be represented as follow (alternative common terms in parentheses, items mentioned with brackets and asterix (*) are sometimes not included in the matrix):

Project Description (Intervention Logic, Objective hierarchy)	Perfomance Question and **Indicators** (Objectively verifiable indicators, targets)	Monitoring mechanisms (Means of verification, Source of verification, of information)	Assumptions and risks (external factors)

[The Objectives]   **[The Project Environment]**

Overall objective (Goal, development objective)	Indicators at goal level - High level impact	How necessary information will be gathered	[For long term sustainability of the project]*
Purpose (project development objective, specific objective)	each purpose (component) – lower level impact and outcome indicators	How necessary information will be gathered	Assumptions in moving from purpose(s) to goal

[The Project's achievements]

Results (outputs)	Indicators for each Output – output indicator	How necessary information will be gathered	Assumptions in moving from results to purpose(s)
Activities	[Inputs]* (means, resources)	[costs, budget]*	Assumptions in moving from activities to results
[Inputs]*[1]			

1.2.2 Format and terminology

The basic matrix consists of four columns and a number of rows (usually three or four rows) as shown above. However, some agencies include more rows (levels in the objective hierarchy) to include, for example a summary of indicative activities, a level of 'component objective' (between the result and purpose level), which allows results to be clustered under an identified component heading.

The main point to make is that **the matrix should be used creatively and productively to help design good projects – if a particular user has a good reason to adapt/modify the format, this should be encouraged rather than frowned upon.**

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[1] Can also be included on the same line as the activities

For example larger programmes which operate for instance in several different sectors, could be seen as a set of sub-projects or a set of separate projects where the programme outputs constitute the purpose of each project as illustrated below

Programme Matrix

Projects Matrix
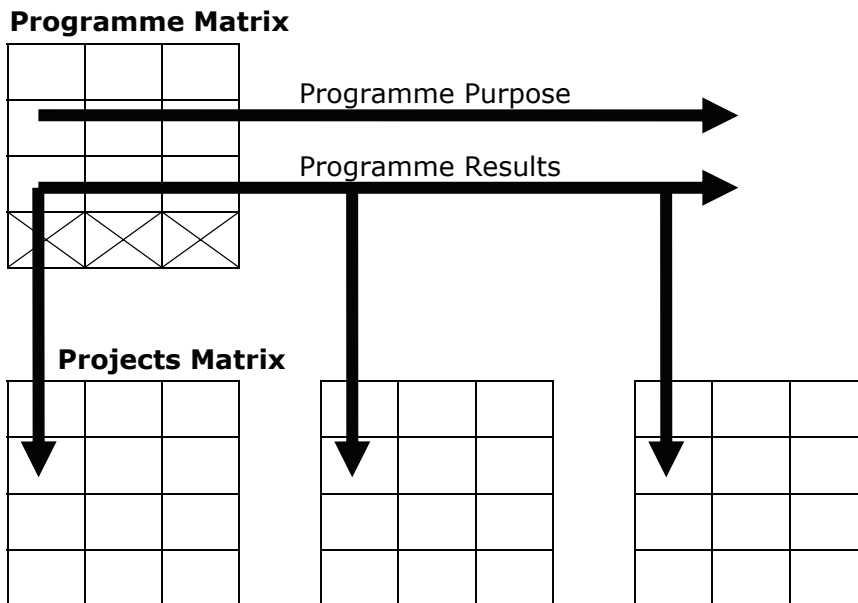
Each of the programme outputs would constitute the purpose of the different projects. In such cases one should make sure that the programme outputs (or project purpose) are not conflicting. The trade-off between competing objectives should be spelled out and an order of priority established.

In any case, it is recommended that programmes, as well as projects should **only have one purpose.** This will help clarify priorities and responsibilities and thereby improve management.

The matrix below illustrates a standard logframe and defines the terminology used.

Programme/project name		Total budget :	
Overall objective	**Objectively verifiable indicators**	**Sources of Verification**	
Project importance to society in terms of the long-term benefits to beneficiaries and the wider benefits to other groups. *Is not to be achieved by the project alone*	Show whether or not objectives/purpose/results/activities have been achieved at each level of the logframe hierarchy and at defined times. Provide the basis for designing an appropriate evaluation and monitoring system.	Sources of information, Means and methods used to collect and report indicators including who and when/how frequently) and made available for the evaluation of the project's performances	
Project purpose	**Objectively verifiable indicators**	**Sources of Verification**	**Assumptions**
Central specific objective(s) of the project in terms of sustainable benefits to be delivered to the project's beneficiaries.	At this level, should include appropriate details of quantity, quality and time. *Helps answer the question:* *'How will we know if the purpose has been achieved'?*	Idem as above mentioned	External factors, outside project management's control, that may impact on the purpose-objective linkage and affect the progress or success of the project. *What external conditions must be met so that the results reached the purpose ?*
Results	**Objectively verifiable indicators**	**Sources of Verification**	**Assumptions**
Tangible products/services delivered, what the project's managers are responsible for achieving by the project's completion date.	At this level, should include appropriate details of quantity, quality and time. *Helps answer the question :* *'How will we know if the results have been delivered'?*	Idem as above mentioned	External factors, outside project management's control, that may impact on the on the result-purpose linkage *What external conditions/factors must be met to obtain the expected results on schedule ?*
Activities	**Means**	**Costs**	**Assumptions**
Specific tasks (work programme) to be undertaken during the project's lifetime in order to obtain results. (sometimes optional within the matrix itself)	Sometimes as a summary of resources/means is to be provided *Indicate what are the inputs required, main resources to be applied eg: technical assistance, personnel, equipment, training, studies, supplies, operational facilities,*	Sometimes as a summary of cost and budget is to be provided *What are the means/actions costs, breakdown of the budget*	External factors, outside project management's control, that may impact on the on the activity- result linkage *What external conditions/factors must be met for the activities to be implemented successfully and reach the results.*
			(5) **Preconditions**
			requirements to be met before the project can start - (sometimes optional within the matrix itself)

1.3 THE PROS AND CONS OF LFA

As for any instrument of project cycle management, there can be advantages and limitations of using LFA. They can be summarised as follow[2]:

Advantages	- It ensures that fundamental questions are asked and weaknesses are analyzed, in order to provide decision makers with better and more relevant information. - It guides systematic and logical analysis of the inter-related key elements which constitute a well-designed project. - It improves planning by highlighting linkages between project elements and external factors. - It provides a better basis for systematic monitoring and analysis of the effects of projects. - It facilitates common understanding and better communication between decision-makers, managers and other parties involved in the project. - Management and administration benefit from standardized procedures for collecting and assessing information. - The use of LFA and systematic monitoring ensures continuity of approach when original project staff are replaced. - As more institutions adopt the LFA concept it may facilitate communication between governments and donor agencies. Widespread use of the LFA format makes it easier to undertake both sectoral studies and comparative studies in general.
Limitations	- Rigidity in project administration may arise when objectives and external factors specified at the outset are over-emphasised. This can be avoided by regular project reviews where the key elements can be re-evaluated and adjusted. - LFA is a general analytic tool. It is policy-neutral on such questions as income distribution, employment opportunities, access to resources, local participation, cost and feasibility of strategies and technology, or effects on the environment. LFA is therefore only one of several tools to be used during project preparation, implementation and evaluation, and it does not replace target-group analysis, cost-benefit analysis, time planning, impact analysis, etc. - The full benefits of utilizing LFA can be achieved only through systematic training of all parties involved and methodological follow-up.

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[2] Extracted from "The Logical Framework Approach" –4th Edition - NORAD -1999

2 LINK TO THE PROJECT CYCLE MANAGEMENT

While further sections of this guide will discuss the LFA in the context of the project design, in this section we briefly look at how the LFA is used as a tool to improve the management of projects throughout their cycle[3] .

2.1 PROJECT CYCLE MANAGEMENT: BASICS AND PRINCIPLES

2.1.1 Definitions of project

A project is a series of activities aimed at bringing about clearly specified objectives within a defined time-period and with a defined budget.

For example, development projects are a way of clearly defining and managing investments and change processes.

In the context of the Logical Framework Approach, a project is defined in terms of a hierarchy of objectives (inputs, activities, results, purpose and overall objective) plus a set of defined assumptions and a framework for monitoring and evaluating project achievements (indicators and sources of verification)

Projects can vary significantly in their objectives, scope and scale. Smaller projects might involve modest financial resources and last only a few months, whereas a large project might involve many millions of Euro and last for many years.

However, disregarding its specific characteristics, a project should have in any case:

• Clearly identified **stakeholders**, including the primary **target group** and the **final beneficiaries**;

• Clearly defined **coordination, management and financing arrangements**;

• A **monitoring and evaluation system** (to support performance management); and

• An **appropriate level of financial and economic analysis**, which indicates that the project's benefits will exceed its costs.

2.1.2 The purpose of Project cycle management

Programme/Project Cycle Management is a term used to describe the management activities and decision-making procedures used during the life-cycle of a programme/project (including key tasks, roles and responsibilities, key documents and decision options).

PCM helps to ensure that:

- projects are supportive of *overarching policy objectives of the EC and of development partners;*

- projects are *relevant* to an *agreed strategy* and to the real problems of target groups/beneficiaries;

- projects are *feasible*, meaning that *objectives* can be realistically achieved within the constraints of the operating environment and capabilities of the implementing agencies; and

- *benefits* generated by projects are likely to be *sustainable*.

To support the achievement of these aims, PCM:

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[3] Sources of this section: "The Logical Framework Approach" – NORAD -1999, "Aid Delivery Methods – Project cycle management guidelines" – European Commission – March 2004

- requires the active participation of *key stakeholders* and aims to promote *local ownership*;

- uses the *Logical Framework Approach* (as well as other tools) to support a number of key assessments/analyses (including stakeholders, problems, objectives and strategies);

- incorporates *key quality assessment* criteria into each stage of the project cycle; and

- requires the production of *good-quality key document(s)* in each phase (with commonly understood concepts and definitions), to support well-informed decision-making.

2.1.3 The cycle of operations

Most donors and beneficiaries have their own version of the cycle reflecting their own organisational perspectives and the funding objectives of the programmes they manage.
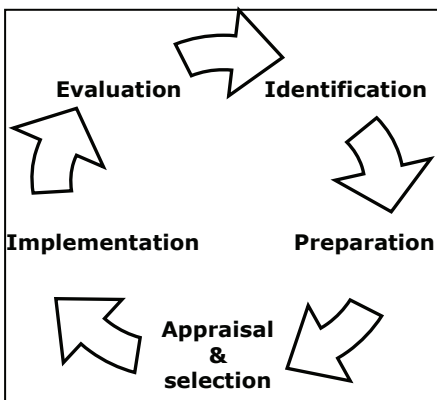
The first model of project cycle was drawn up by Baum (1970) working for the World Bank.

The Baum cylcle originally identified 4 main development stages in the project cycle: (1) identification, (2) preparation (also called formulation), (3) appraisal and selection, (4) implementation.

In a later version (1978) of the cycle, a (5) evaluation stage was added so to "close" the circle, given that evaluation leads to the identification of new projects/programmes.

The Baum cycle is considered to be the "basic" cycle from each all other can be derived.

For example, the "standard" cycle for EU programmes is closely based on the Baum cycle. According to EC Project Cycle Management (PCM) guidelines, the cycle of operations for managing the EC's external assistance projects has five phases, as shown on the figure:
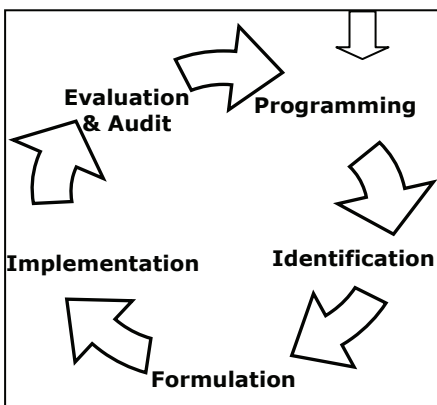
This cycle highlights three main principles:

1. Decision making criteria and procedures are defined at each phase (including key information requirements and quality assessment criteria);

2. The phases in the cycle are progressive – each phase should be completed for the next to be tackled with success.

3. New programming and project identification draws on the results of monitoring and evaluation as part of a structured process of feedback and institutional learning.

Note: the type of evaluation referred to in this diagram is 'ex-post' or 'after project completion', while it is possible to conduct 'formative evaluations' which take place during implementation (monitoring and project review)

In practice, the duration and importance of each phase of the cycle will vary for different projects, depending on their scale and scope and on the specific operating modalities under which they are set up. Moreover the formulations used to characterize the various phases of the cycle are adapted to the local context. For example, in Serbia, on the basis of a project based and objective oriented approach, the integrated approach to planning, management and monitoring at central level under development follows the project cycle (se 2.2)

For example, a large and complex engineering project may take many years to pass from the identification through to the implementation phase, whereas a project to provide emergency

assistance in a post-conflict context may only take a few weeks or months to commence operations on the ground.

Nevertheless, ensuring that adequate time and resources are committed to project identification and formulation is critical to supporting the design and effective implementation of relevant and feasible projects.

2.1.4 Key responsibilities and decision making process

In practical terms, practitioners are usually not actively involved in all stages of the project cycle. For example, the one who *identify* and *prepare* programmes/projects (NAC with PIUs) are rarely the same as those who *implement* them (CFCU and PIUs, contractors…), and usually independent assessors *evaluate* the performance of both groups.

However, in management terms, considering the cycle as a whole rather than in separate stages can bring advantages.

For example, even though those who prepare the projects may themselves never be involved in the implementation process, a well-prepared project should be developed with awareness of the procedures and practical constraints under which it will be implemented.

It is also to note that there are differences in the way in which financing decisions are made – particularly the timing: the decision to finance can be made at the end of the Identification stage on presentation and approval of a Financing Proposal consisting of an action programme more or less detailed (eg: IPA support) while for other donors or programmes, the funding decision is made only after Formulation has been completed.

The key tasks associated with financing decisions are primarily the responsibility of the donor and include:

1. Conduct a quality assessment of the project proposal formulated under a draft project fiche/ financing Proposal;

2. Make any required changes to the draft financing proposal;

3. Approve or reject the financing proposal;

4. For approved projects (individual or under a programme/package) negotiate and conclude (sign) a Financing Agreement(s) between the donor and the implementing partner(s), including the necessary technical and administrative provisions for implementation.

2.2 COORDINATING THE PROJECT CYCLE MANAGEMENT IN AN INTEGRATED PLANNING SYSTEM
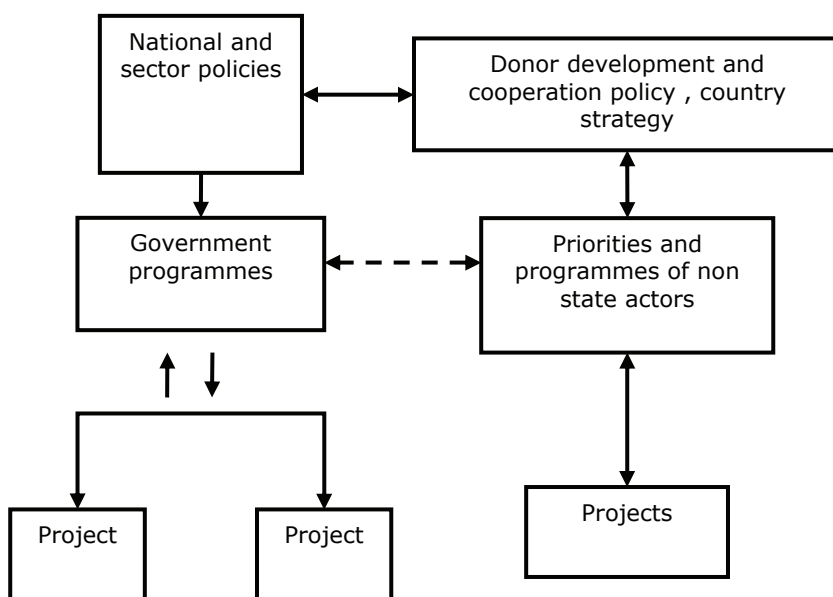
A well-formulated project should derive from an appropriate balance between the National's development **policy** priorities and the donor's development priorities

Within the scope of these policy priorities, the executive arms of government or non-governmental agencies formulate under a **programme**, the broad areas of work required to implement policy decisions. Programmes, like projects, may vary significantly in scope and scale. The definition of what a programme is depends essentially on how the responsible authority (ies) chooses to define it.

The general relationship between policies, programmes and projects is illustrated in the figure herein.

Project objectives should therefore contribute to national and sector policies wherever a public sector activity is being supported.

The articulation of projects into programmes contributing to a broader policy objectives requests coordination mechanisms between the programmatic planning of donor's support/external assistance and the planning and budgeting of national resources. Actually, foreign assistance programming mechanism should be aligned and complementary to the programmatic planning and budgeting process of the national resources.

The figure below illustrates this concept in the case of the Republic of Serbia on the basis an integrated approach to planning, budgeting, monitoring and reporting at the central level of the government so to engage in towards a more effective implementation of reforms[4]. Are indicated in blue in the figure the corresponding phases of the project cycle management as formulated by the EU (see 2.1.3).

Under this approach, a yearly operational planning process methodology ("GOP") is implemented (in 8 line ministries at the moment) following up to the definition of mid-term development framework (objectives) against the realisation of long term commitments of the government (national strategies) and the needs assessment for international assistance.

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[4] Process supported by a pilot project entitled "the Joint project: towards an effective implementation of reforms"
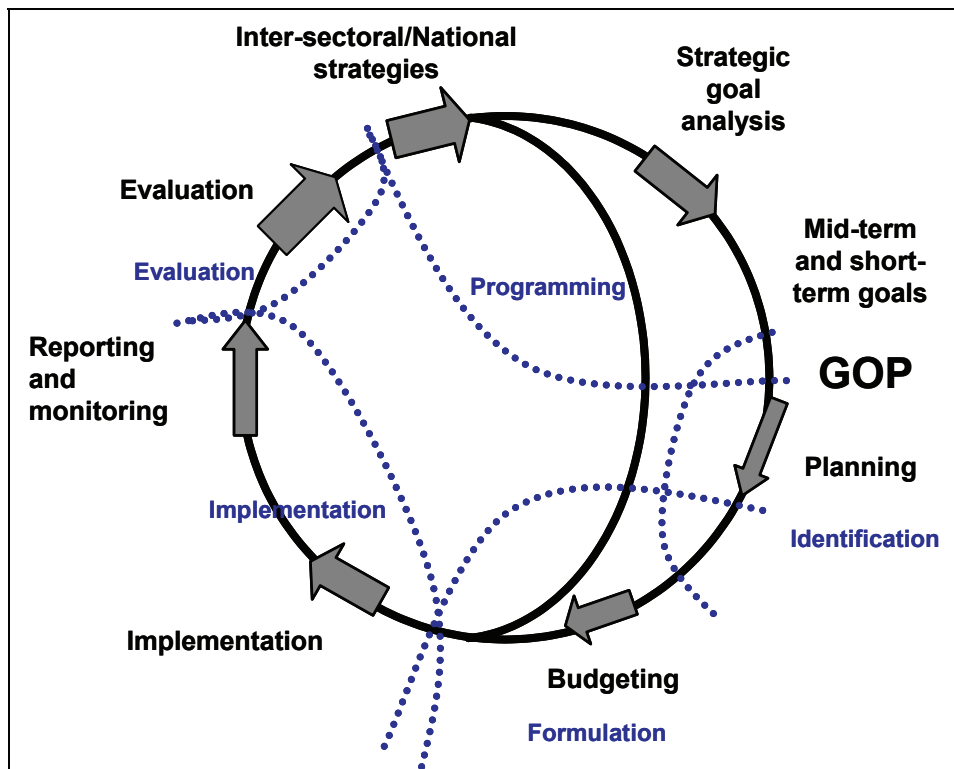
As defined by the Joint Project, the yearly operational plan (GOP) is a document enabling the management structure to :

– Point out the clear linkage of LMs' plans with priorities and objectives set out in the strategic framework

– Demonstrate the way how particular programs and projects contribute to the achievement of the objectives

– Show an overview of mid-term priorities and objectives (three-year planning projection within GOP)

– Show in detail the annual priorities and objectives

– Relate the resources allocation (human, material, financial) and serve as the basis for budgeting and programming the donor assistance

– Serve as the basis for budgeting and donor assistance programming

– Serve as a tool for monitoring and reporting

Moreover, on the basis of this integrated approach, the envisaged coordinated planning, budgeting process of national resources and external assistance can be illustrated as follow[5]:

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[5] Source: donor coordination meeting, presentation from MIER/DACU, April 2007

Co-ordinated planning, budgeting and foreign assistance programming processes
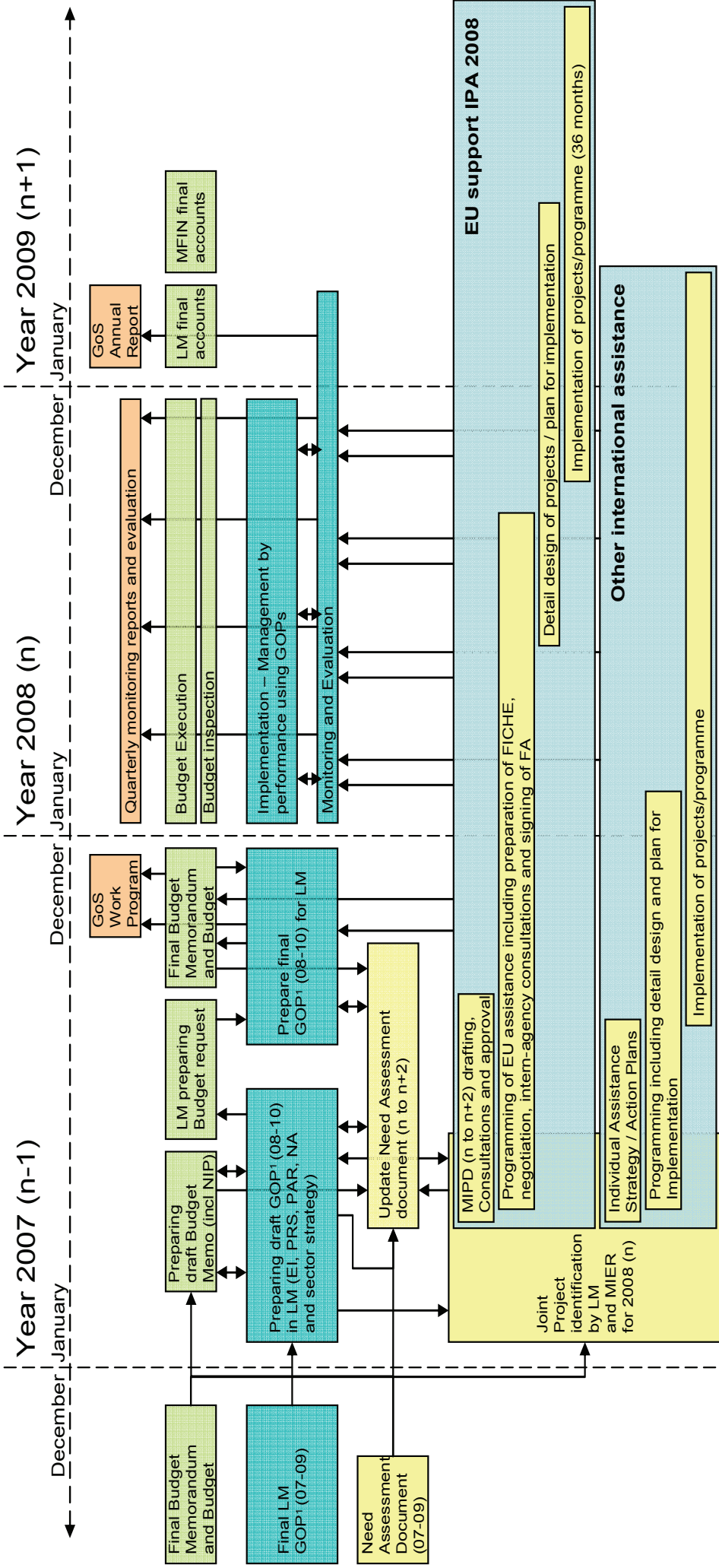
The chart i developed based on the 3 year rolling process where for each cycle one additional year is included. Hence to get full overview of activities the specific calendar year it is necessary to include activities from the previous two years.

[1] GOP (Godisnji operativni plan / Annual Operational Plan): Three year rolling medium term planning document developed by line ministries (6 pilot ministries) comprising the detailed budgeted operational plan for the first year. GOP planning methodology is designed to be used as basis for development of Government's annual Work Program, budgeting according to the programmatic classification, programming of international assistance, monitoring and reporting.

2.3 USING THE LFA AT VARIOUS STAGE OF PCM

This section describes how the Logical Framework Approach (LFA) is a tool used at various stages of the Project Cycle Management.

It is to note however that LFA does not apply rigorously to projects of all types and sizes in the same way and it may be relevant to distinguish between the following types of projects:

1. Large projects, where the use of considerable resources for planning and design is justified and the use of LFA is a must

2. Experimental projects where the use of LFA is necessary regardless of size

3. Programmes consisting of several projects, where LFA should be used both on the programme itself as well as the individual projects.

4. Small projects, where less resources are available for planning, design and the use of LFA

5. Non-projects (event-projects) e.g. financial support, seminars, etc., where it does not make sense to use LFA.

2.3.1 Programming stage

Purpose

During this phase, the situation at national and sector level is analysed to identify problems, constraints and opportunities which cooperation could address. This involves a review of socio-economic indicators, and of national and donor priorities. This programming phase, also called planning stage, is often multi-annual.

The question to be answered here is: what are the country's development priorities? What is the donor's focus for assistance?

The purpose is to identify the main objectives and sector priorities for co-operation, and thus to provide a relevant and feasible programming framework within which programmes and projects can be identified and prepared.

Key assessments and tools

The programming stage should be consistent with the major analytical elements of the Logical Framework Approach to be further used at identification stage. Namely it should:

• Identify key **stakeholders** and assess their needs, interests and capacities;

• Identify and analyse the **priority development problems**/constraints and opportunities;

• Identify development **objectives** which address the identified priority problems; and

• Identify a **strategy for development assistance** which takes account of the proceeding analysis, including capacity constraints, lessons learned from previous experience and the ongoing or planned activities of other donors.

For example for the programming of international assistance to Serbia, a Need Assessment Documents was developed by the DACU, responsible for the coordination of external assistance.

> **An indicative programme shall specify:**
>
> 1. **Global objectives**: Programming documents set out the strategic choices for co-operation, on the basis of the donor's and Serbia's priorities, making possible the setting of priorities within and across sectors and the choice of appropriate aid delivery modalities (i.e. project, sector programme support and/or budgetary aid);
>
> 2. **Financial envelopes** for each co-operation area including, where appropriate, the indicative timing and size of each instalment of the donor's contributions;
>
> 3. **Specific objectives and expected results** for each cooperation area, including any conditionality and the main performance and outcome indicators. These indicators should relate to developments that are measurable in the medium term. If there is a PRSP process (Poverty Reduction Strategy Paper) under way, the indicators must correspond to those developed within that framework;
>
> 4. How **crosscutting issues** are taken into consideration (gender, environment, etc.); and
>
> 5. **Programmes to be implemented** in pursuit of these objectives, the **targeted beneficiaries** and the **type of assistance** to be provided (e.g. macroeconomic support, technical assistance, training, investment, supply of equipment, etc). Furthermore, project ideas may be formulated and general criteria for their realisation defined (such as geographical area, most suitable partners, suitable duration of projects)

Deciding next steps

The decision options at the end of this stage are to adopt the strategic orientations and areas for cooperation so to proceed to the identification of potential projects, programmes, to be implemented in view of the defined orientations.

2.3.2 Identification stage

Purpose

Project identification is the stage at which the initial project proposal is conceived and formulated.

At this stage, the project perspective should be very wide. The information available is usually very limited.

The question to be answered at this stage is: is the project concept relevant to priority local needs and consistent with a donor's policy priority.

The project idea is assessed in relation to:

- development policy and priorities of the country
- the donor's overall guidelines for development aid
- related on-going development activities in the country

In the identification phase, the main justification for the project, the description of potential target groups and assumptions which are likely to influence the project, are more important elements than questions of choice of technology and ways of organizing the project.

What donors are most interested in is the justification, the context and the anticipated effects of the project, and not the project itself, its outputs, activities and inputs.

Already at this stage it is an advantage to use LFA terminology. A mini- LFA workshop lasting 3-4 hours with 2-3 decision-makers may be a very useful exercise when assessing the feasibility of the project proposed and deciding on the main perspective for a feasibility study.

Use of the LFA at identification stage

- At the *identification* stage, LFA is used to help analyse the existing situation, investigate the relevance of the proposed project and identify potential objectives and strategies for the implementation of the project; (namely use of stakeholder analysis, problem analysis, and preliminary objective setting and strategy analysis)

- At this stage, the Logframe Matrix provides a summary of key project elements in a standard format, and thus assists those responsible for appraising the scope and logic or proposed investments.

Key assessments and tools

At the end of identification phase, from a project management perspective, the information required about a project, following to key assessments to help ensure the relevance and feasibility of a project idea, should include:

1. Assessment of policy and programming framework (national and from donors)

2. Stakeholder analysis, including institutional capacity assessment;

3. Problem analysis, including scope of crosscutting issues (e.g. gender, governance, environment);

4. Assessment of lessons learned and review of other ongoing or planned initiatives

5. Preliminary objectives and strategy analysis: project description and indicative objective hierarchy

6. Preliminary assessment of resource and cost parameters: indicative resource and cost implications

7. Preliminary assessment of project management, coordination and financing arrangements: indicative coordination, management (including financial management/control) and financing arrangements

8. Preliminary assessment of economic/ financial, environmental, technical and social sustainability issues

9. Follow-up work plan for the Formulation stage

Complementarily to and supportive to the Logical Framework Approach, the PCM tools used to support the development of the project proposal at the identification stage are:

- *Quality assessment criteria*. The criteria and standards provide a checklist of key issues which should be assessed at this stage of the cycle, focusing on the relevance and likely feasibility of the proposed project idea.

- *Institutional capacity assessment[6]*. This tool is provided to highlight the key questions that need to be asked and answered in undertaking an institutional capacity assessment.

- *Promoting participatory approaches[7]* (and thus ownership) and using facilitation skills so to provide ideas and guidance during the project management cycle.

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[6] Not included in this guide. For more information, see Aid Delivery Methods – Project cycle management guidelines – European Commission – March 2004
[7] Idem above

- ***Preparation of Terms of Reference[8]***, notably for pre- feasibility, feasibility studies and/or project design.
- ***Economic and Financial Analysis[9]***.

Other technical or sector specific Guidelines can be used as appropriate.

Deciding next steps

The main decision options depend on whether or not a financing decision is being made at the end of this stage.

2.3.3 Formulation stage

Purpose

The purpose of the Formulation stage is to:

- Confirm the relevance and feasibility of the project idea as proposed in the Identification Fiche or Project Fiche by a (pre) **feasibility study**.
- Prepare a detailed **project design,** including the management and coordination arrangements, financing plan, cost-benefit analysis, risk management, monitoring, evaluation and audit arrangements; and
- Prepare a **detail planning** including Financing Proposal (for individual projects) and a financing decision.

The question to be answered at this stage is: Is the project feasible and will it deliver sustainable benefits?

Use of the LFA at formulation stage
- At the **formulation** stage, the LFA supports the preparation of an appropriate project plan with clear objectives, measurable results, a risk management strategy and defined levels of management responsibility;
- The tools that make up LFA can be applied to de-construct the proposed project, to further test its relevance and likely feasibility.
- The objectives specified in the Logframe, combined with the activity, resource and cost schedules, provide information to support cost-benefit analysis
- The cost-schedules allow cash-flow implications to be assessed (including the contributions of different stakeholders), and the scope of Financing Agreements to be determined

Key assessments and tools

The information to be produced at the end of the formulation stage can be elaborated via feasibility studies nd project design activities. It is summarized in the table below:

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[8] Idem above
[9] Not included in this guide. For more information, see Eco-fin Guidelines

Situation analysis/ Key assessments
- Policy & programme context - Stakeholder analysis & institutional capacity assessment - Problem analysis - Lessons learned and review of ongoing/planned initiatives - Strategy selection

Project description	Management arrangements
- Overall objective and purpose - Target group, location and duration - Results and indicative activities - Resources and costs	- Coordination and management structures - Financial management/financing arrangements - Monitoring, evaluation and audit

Feasibility & Sustainability
- Economic and financial - Environmental - Technical - Social and governance - Risk management

Source: PCM Guidelines vol1 –European Commission- march 2004

Feasibility study

A feasibility study includes the data collection, analysis and assessment necessary in order to prepare for project design.

The feasibility study should not go into detail on anticipated activities and inputs in the project itself, but provide a thorough background, with information, for:

- the overall justification for the project (perspectives, purpose, goal)

- the potential target groups, their needs and anticipated positive/ negative effects of the project

- important assumptions which may be decisive for the success or failure of the project

- The specific outputs necessary in order to achieve the objectives.

Usually there is already an understanding of the scope of activities to be undertaken and the resources available at this stage. The feasibility study should not be a detailed technical study, but a study relevant for a broad problem analysis and decision-making.

The study team should be inter-disciplinary covering sectoral expertise as well as socio-cultural questions, gender relations, environmental issues, financial/economic aspects, institutional aspects, technological aspects and policy support measures, etc., as appropriate.

It is an advantage if the Terms of Reference for the feasibility study is based on LFA, and the members of the study team are familiar with the method.

Project design

During project design (or re-design) the basic project structure, the main assumptions and some of the main elements of the monitoring system are identified.

At this stage the perspective is the whole project and its context. The project design, however, should not go into details of the activities and necessary inputs, but merely define the main components.

Project design can be done as a 6-12 days exercise with a cross-cultural LFA workshop, but it can also be done internally by the donor in less than one day, depending on the scope and the type of the project.

A main advantage with the LFA workshop is that it brings together different parties that will be involved with the project at decision-making and management level. This will help create a common understanding which will strengthen motivation and cooperation during the implementation of the project.

Deciding next steps

For individual projects (with no financial decision yet made) the decision options at the end of this stage are:

- Accept the Financing Proposal, make the Financing Decision and proceed to concluding the Financing Agreement;
- Seek further clarification or amendments to the Financing Proposal before proceeding; or
- Reject the Financing Proposal.

For projects that are part of an approved Programme (i.e. for which the financing decision has already been made at the end of the identification stage), the decision options at this stage merge with those of the implementation phase, namely:

- What further design/formulation work is required before the start of implementation; and
- What are the final tendering/contracting modalities to be used?

2.3.4 Implementation stage, including monitoring and reporting

Purpose
The purpose of the implementation stage is to:
- Manage the available resources efficiently in order to;
- Deliver the results, achieve the purpose(s) and contribute effectively to the overall objective of the project (on the basis of a **detailed planning**)
- **Monitor** and report on **progress**.

At this stage, the questions for attention are: are results being achieved and resources efficiently and effectively used? What corrective action should be taken?

The implementation stage of the project cycle is in many ways the most critical, as it is during this stage that planned benefits are delivered. All other stages in the cycle are therefore essentially supportive of this implementation stage.

Use of the LFA at implementation stage
- During project/programme implementation, the LFA provides a key management tool to spell out the logic behind the project so that any changes that are necessary conform to overall project design
- The Logframe provides a basis on which contracts can be prepared – clearly stating anticipated objectives, and also the level of responsibility and accountability of project managers and other stakeholders
- The Logframe and associated schedules provide the basis on which more detailed operational work planning can be formulated
- The Indicators and Means of Verification provide the framework for a more detailed Monitoring and Evaluation Plan (both project progress and the impact of the project), to be designed and implemented by project managers
- The Assumptions provide the basis for an operational risk management plan
- The Results, Indicators and Means of Verification (+ activities, resource and costs) provide the framework for preparing project progress reports (to compare what was planned with what has been achieved)

Key assessments and tools

Detailed planning

Not until this stage, when the main characteristics of the project have been established, is it appropriate to make a detailed implementation plan for the project itself, its intended outputs, activities and inputs, as well as its monitoring system, time schedules and budget.

The detailed planning is in many cases done by the project management itself, with or without the use of external expertise.

The **implementation plan should use LFA terminology and format, and the project management should be familiar with LFA.**

One should ensure that the monitoring system designed during the detailed planning will provide a basis for the monitoring not only of physical progress but also of the extent to which objectives are met, i.e. the effect of the project on the target groups and other affected groups.

Monitoring

Monitoring is the continuous or periodic surveillance of the implementation of a project. Not only should the physical progress of the project be monitored, but also the impact of the project, and developments in its environment (external factors).

There should be one format for **monitoring and reporting throughout the life of the project**. This will help provide a solid basis for analyzing trends and defining strategies, and will be particularly useful when there is a change of personnel, management and decision-makers. The format of progress reports should be such that **inputs, activities and outputs are monitored with a reference to the purpose and goal and measured with objectively verifiable indicators**.

Changes in assumptions which are relevant to the development of the project should also be registered in the progress report. The progress reports provide a major information input to the project reviews.

These should use a format based on the elements in LFA.

Project review

The project review is a major element in the follow-up of the project by the donor and the partner country. The main perspective during the project review is the physical progress and the achievements of the project.

The purpose is to **provide guidance and make recommendations regarding the strategy and management of the project**.

The project review is undertaken in the partner country and entails discussions with all parties involved, a review of the information available through regular monitoring, and special studies, as appropriate.

A common weakness in many project reviews has been the overemphasis on the technical and operational aspects at the expense of the analysis of the impact and usefulness of the project. It is **of vital importance**, therefore, that the use of technical/economic expertise is balanced with expertise in general development questions, and that **the Terms of Reference for the project review are based on LFA**.

The participants in project reviews should be familiar with LFA.

2.3.5 Evaluation stage

Purpose

Evaluations are independent assessments of the impact, relevance and sustainability of the project, undertaken by external collaborators.

The purpose of evaluations is a combination of learning, guidance and control based on an assessment of what has been achieved by the project.

The evaluation is based on a review of existing information, discussions with all parties involved, and impact studies.

At this stage the questions to be answered are: were planned benefits achieved, will they be sustained and what lessons have been learned ?

Previously evaluations have often been based on very broad mandates requesting detailed analysis of the developments throughout the life of the project. The result has been a much too detailed analysis at the expense of a more decision-oriented analysis at a higher level.

With an appropriate monitoring system and sufficiently frequent and comprehensive project reviews, there should be no need for detailed historical investigations when the project is evaluated. Rather, the evaluation team should be able to concentrate on the evaluation itself, i.e.to assess the impact and relevance of the project in relation to its objectives, target groups and other affected parties, and in relation to its inputs.

At this stage, it is an added advantage if **the Terms of Reference for evaluation are based on LFA,** and the team members, in particular the team leader, have extensive knowledge of the method.

Use of the LFA at evaluation and audit stage
- During the *evaluation* and *audit* stage, the Logframe matrix provides a summary record of what was planned (objectives, indicators and key assumptions), and thus provides - The Logframe provides a framework for performance and impact assessment, given that it clearly specifies what was to be achieved (namely results and purpose), how these achievements were to be verified (Indicators and Means of Verification) and what the key assumptions were. - The Logframe provides a structure for preparing TOR for Evaluation studies and for performance audits.

Key assessments and tools

Comprehensive guidelines and complete methodology on how to plan and conduct evaluations of project and programmes can be found on the European Commission Website:

http://ec.europa.eu/europeaid/evaluation/methodology/egeval/index_en.htm

3 PRACTICAL ISSUES IN APPLYING THE LOGFRAME APPROACH

A common problem with the application of the Logframe Approach (particularly the preparation of the matrix) is that it is undertaken separately from the preparation of the project proposal/application as such. It results an inconsistency between the contents of the Logframe matrix and the narrative description of the project.

Therefore the application of the LFA should come prior to the development of project proposals in their narrative forms, and provide a base source of information for completing required project documents.

The LFA provides no magic solutions, but when understood and intelligently applied, is a very effective analytical and management tool. However, it is not a substitute for experience and professional judgment and must also be complemented by the application of other specific tools (such as Institutional Capacity Assessment, Economic and Financial Analysis, Gender Analysis, and Environmental Impact Assessment) and through the application of working techniques which promote the effective participation of stakeholders.

The process of applying the analytical tools of LFA in a participatory manner is as important as the documented matrix product, notably in the context of development projects, where ownership of the project idea by implementing partners is often critical to the success of project implementation and to the sustainability of benefits. **Effective team work and participatory approach is critical**. A note describing the importance of the participatory approach in LFA is attached in **annex 2**.

Some of the strengths and common potential problems associated with using the LFA are summarised in table below[10]:

ELEMENT	STRENGTHS	COMMON PROBLEMS/DIFFICULTIES
Problem Analysis and objective setting	- Requires systematic analysis of problems, including cause and effect relationships - Provides logical link between means and ends - Places the project within a broader development context (overall objective and purpose) - Encourages examination of risks and management accountability for results	- Getting consensus on priority problems - Getting consensus on project objectives - Reducing objectives to a simplistic linear chain - Inappropriate level of detail (too much/too little)
Indicators and source of verification	- Requires analysis of how to measure the achievement of objectives - Helps improve clarity and specificity of objectives - Helps establish the monitoring and evaluation framework	- Finding measurable and practical indications for higher level objectives and for projects with "capacity building" and "process" objectives - Establishing unrealistic targets too early in the planning process - Relying on "project reports" as the main "source of verification", and not detailing where the required information actually comes from, who should collect it
Format and application	- Links problems analysis to objective setting - Emphasises importance of stakeholder analysis to determine "whose problems" and "who benefits" - Visually accessible and relatively easy to understand	- Prepared mechanistically as a bureaucratic "box-filling" requirement, not linked to problem analysis, objective setting or strategy selection - Used as a means of top-down control – too rigidly applied - Can alienate staff not familiar with key concepts - Become a "fetish" rather then a help

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[10] Adapted from Des Gasper, 'Logical Framework: A Critical Assessment', Institute of Social Studies

In order to help avoid common problems associated with the application of LFA, users should:

- Ensure their colleagues and partners have a common understanding of the key analytical principles and terminology used;

- Emphasise the importance of the LFA process as much as the matrix product;

- Ensure it is used as a tool to promote stakeholder participation, dialogue and agreement on project scope, rather to impose 'external' concepts and priorities;

- Avoid using the matrix as a blueprint through which to exert external control over the project;

- Treat the matrix as a presentational summary (keep it clear and concise); and

- Refine and revise the matrix as new information comes to light.

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PART II
USING THE LFA FOR PROJECT DESIGN

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1 THE TWO MAIN STAGES OF LFA

The LFA is compose of two main stages, *Analysis* and *Planning*, which are carried out progressively during the identification and formulation of the project so to ensure the quality of design and therefore its implementation as well as its ex-post evaluation.

The *Analysis Stage* should be carried out as an *iterative learning process*, rather than as a simple set of linear 'steps'. For example, while stakeholder analysis must be carried out early in the process, it must be reviewed and refined as new questions are asked and new information comes to light.

In the *Planning Stage* the results of the analysis are transcribed into a practical, operational plan ready to be implemented. It is the stage where the project is technically designed. This stage is again an iterative process, as it may be necessary to review and revise the scope of project activities and expected results once the resource implications and budget become clearer.

The two main stages of the LFA can be summarised in the table below:

Stage	Element	Activities - tasks
ANALYSIS	▼ **Stakeholder analysis**	Identifying & characterising potential major stakeholders; assessing their capacity, It includes preliminary institutional capacity assessment, gender analysis and needs of other vulnerable groups such as the disabled (profile of the main 'players')
	▼ **Problem analysis**	Identifying key problems, constraints & opportunities; determining cause & effect relationships
	▼ **Objective analysis** -	Developing solutions from the identified problems; identifying means to end relationships, imagining an improved situation in the future.
	▼ **Strategy analysis** -	Identifying different strategies to achieve solutions; comparing different options to address a given situation, selecting most appropriate strategy.
PLANNING	▼ **Developing LogFrame**	Defining project structure, testing its internal logic & risks, formulating measurable indicators of success. It is often requiring further analysis and refinement of ideas
	▼ **Activity scheduling**	Determining activities requirements, their sequence, schedule and dependency, estimating their duration, and assigning responsibilities
	▼ **Resource scheduling**	From the activity schedule, developing resource requirements, input schedules and a budget

2 THE ANALYSIS STAGE

2.1 PREPARATORY ANALYSIS

Prior to initiating detailed analytical work with stakeholder groups (field work), it is important that those involved in the identification or formulation/preparation of projects are sufficiently aware of the policy, sector and institutional context within which they are undertaking their work.

Key documents to refer to would include donor's country strategy papers and relevant Government development policy documents, such as the National Development plan (when applicable), the Poverty Reduction Strategy and relevant Sector Policy documents.

The scope and depth of this preliminary analysis will be primarily dependent on how much information is already available and its quality.

In general, it should not be the work of each individual project planning team to undertake 'new' analysis of development/sector policies or the broader institutional framework. Rather they should access existing information and then work to ensure that the development of the project idea takes account of these elements of the operating environment.

2.2 STAKEHOLDER ANALYSIS

2.2.1 Purpose and key steps

'**stakeholders**' can be defined as any individuals, groups of people, institutions or firms that may have a significant interest in the success or failure of a project (either as implementers, facilitators, beneficiaries or adversaries).

A basic premise behind stakeholder analysis is that different groups have different concerns, capacities and interests, and that these need to be explicitly understood and recognized in the process of problem identification, objective setting and strategy selection.

There are a variety of key words used to differentiate between different types of stakeholder. A summary of the suggested **terminology** is provided below:

1. **Stakeholders:** Individuals or institutions that may – directly or indirectly, positively or negatively – affect or be affected by a project or programme.

2. **Beneficiaries:** Are those who benefit in whatever way from the implementation of the project. Distinction may be made between:

(a) **Target group(s):** The group/entity who will be directly positively affected by the project at the Project Purpose level. This may include the staff from partner organisations;

(b) **Final beneficiaries:** Those who benefit from the project in the long term at the level of the society or sector at large, e.g. "children" due to increased spending on health and education, "consumers" due to improved agricultural production and marketing.

3. **Project partners:** Those who implement the projects in-country (who are also stakeholders, and may be a 'target group').

The **key questions** asked by stakeholder analysis are therefore:

-   'Whose problems or opportunities are we analysing' and,

-   'Who will benefit or loose-out, and how, from a proposed project intervention'?

The ultimate aim is to help maximize the social, economic and institutional benefits of the project to target groups and ultimate beneficiaries, and minimise its potential negative impacts (including stakeholder conflicts).

In the context of development projects, a key purpose of stakeholder analysis is to understand and address distributional/equity concerns, particularly in the context of effectively addressing the needs of vulnerable groups (such as the poor, women and children and the disabled). Gender analysis is therefore a core element of stakeholder analysis, the aim being to help promote equitable access to project benefits.

The **main steps involved in stakeholder analysis** are:

1. **Identify** the general development **problem** or opportunity being addressed and considered;

2. **Identify** and write down all persons, groups and institutions who are affected by the problem environment and have a significant **interest** in the (potential) project.

3. **Categorize** them (e.g. interest groups, individuals, organizations, authorities, etc) and discuss whose interests and views are to be given priority when analyzing the problems

4. **Select** the most important **stakeholders**, investigate their respective roles, different interests, relative power and capacity to participate, ake a more detailed analysis e.g. in terms of:

a) Problems: The main problems affecting or facing the group (economic, ecological, cultural, etc.)
b) Interests: The main needs and interests as seen from the group's point of view
c) Potential: The strengths and weaknesses of the group

5. **Identify linkages**: extent of cooperation or conflict of interests in the relationships between stakeholders; patterns of cooperation or dependency with other stakeholders

6. Interpret the findings of the analysis and decide whose interests and views are to be given priority when the analysis of problems is carried out.

7. Incorporate relevant information into **project design** to help ensure that

> (i) resources are appropriately targeted to meet distributional/equity objectives and the needs of priority groups,

> (ii) management and coordination arrangements are appropriate to promote stakeholder ownership and participation;

> (iii) conflicts of stakeholder interest are recognized and explicitly addressed in project design.

2.2.2 Tools for conducting stakeholder analysis

Among the different existing tools to conduct stakeholder analysis, each with more specific purposes, the stakeholder analysis matrix and SWOT analysis are among the most widely used by donors.

In using any of these tools, the quality of information obtained will be significantly influenced by the process of information collection.

In this regard, the effective use of participatory planning methods and group facilitation tools can help ensure that the views and perspectives of different stakeholder groups are adequately represented and understood.

Stakeholder analysis matrix

As illustrated in the table below, the stakeholder analysis matrix describes:

- the basic characteristics of the stakeholders
- their interests and how they are affected in the problem/potential project
- their capacity and motivation to bring about change
- the possible action to address their interest

Stakeholder and basic characteristics	Problems (How affected by the problem(s)	Interests (and possible actions to address it)	Potential (Capacity and motivation to bring about change)
Fishing families: X families, low income earners, small scale family businesses, organised into informal cooperatives, women actively involved in fish processing and marketing	• Pollution is affecting volume and quality of catch • Family health is suffering, particularly children and mothers	• Maintain and improve their means of livelihood • Support capacity to organize and lobby • Implement industry pollution control measures	• Keen interest in pollution control measures • Limited political influence given weak organizational structure
Industry X: Large scale industrial operation, poorly regulated and no-unions, influential lobby group, poor environmental record	• Some concern about public image • Concern about costs if environmental regulations enforced	• Maintain/increase profits • Raise their awareness of social and environmental impact • Mobilise political pressure to influence industry behaviour • Strengthen and enforce environmental laws	• Have financial and technical resources to employ new cleaner technologies • Limited current motivation to change
Households: X households discharge waste and waste water into river, also source some drinking water and eat fish from the river	• Aware of industrial pollution and impact on water quality • health risks	• Want to dispose of own waste away from the household • Want access to clean water	• Limited understanding of the health impact of their own waste/ waste water disposal • Potential to lobby government bodies more effectively • Appear willing to pay for improved waste management services
Local government Etc			

The type of information collected, analysed and presented in the columns of such a matrix can be adapted to meet the needs of different circumstances.

For example, additional columns could be added to specifically deal with the different interests of women and men, or ton underlines linkages between stakeholders.

Also, when analyzing potential project objectives in more detail (at a later stage in project planning), greater focus should be given to analyzing the potential benefits and costs of a proposed intervention to different stakeholder groups.

SWOT analysis

SWOT analysis (strengths, weaknesses, opportunities and threats) is used to analyse the internal strengths and weaknesses of an organization and the external opportunities and threats that it faces. It can be used either as a tool for general analysis, or to look at how an organization might address a specific problem or challenge.

The quality of information derived from using this tool depends (as ever) on who is involved and how the process is managed – it basically just provides a structure and focus for discussion. This information is most often represented in a matrix format as in the example below:

Strengths	Weaknesses
- Grassroots based and quite broad membership - Focused on the specific concerns of a relatively homogenous group - Men and women both represented - Provide a basic small scale credit facility	- Limited lobbying capacity and environmental management skills - Lack of formal constitutions and unclear legal status - Weak linkages with other organizations - Internal disagreements on limiting fishing effort in response to declining fish stocks
Opportunities	**Threats**
- Growing public/political concern over health impacts of uncontrolled waste disposal - New government legislation in preparation on Environmental Protection – largely focused on making polluters pay - The river is potentially rich in resources for local consumption and sale - New markets for fish and fish products developing as a result of improved transport infrastructure to nearby population centers	- Political influence of industrial lobby groups who are opposed to tighter environmental protection laws (namely waste disposal) - New environmental protection legislation may impact on access to traditional fishing grounds and the fishing methods that can be employed

SWOT is undertaken in three main stages, namely:

1. Ideas are generated about the internal strengths and weaknesses of a group or organization, and the external opportunities and threats;

2. The situation is analysed by looking for ways in which the group/organisation's strengths can be built on to overcome identified weaknesses, and opportunities can be taken to minimize threats; and

3. A strategy for making improvements is formulated (and then subsequently developed using a number of additional analytical planning tools).

Linking Stakeholder Analysis and the Subsequent Steps

Stakeholder analysis and problem analysis are closely connected as part of the initial "Situation Analysis". Indeed they should in practice be conducted 'in tandem' rather than 'one after the other'.

All subsequent steps required to prepare a Logical Framework Matrix (or Logframe) should also be related to the stakeholder analysis, making it a point of continuous reference.

Stakeholder analysis is an iterative process that evolves throughout the stages of the LFA, as well as informing decisions at all stages of both analysis and planning/design.

Whenever the Logframe needs to be revised the stakeholder analysis should also be re-considered, as the landscape of stakeholders involved in a project evolves over time.

Thus, stakeholder analysis is not an isolated analytical step, but a process.

2.3 PROBLEM ANALYSIS (PROBLEM TREE)

The problem analysis identifies the **negative aspects of an existing situation and establishes the 'cause and effect' relationships** between the identified problems.

In many respects the problem analysis is the most critical stage of project planning, as it then guides all subsequent analysis and decision-making on priorities.

It is important that all possible options remain open during the problem analysis. The aim at this early stage is to establish an overview of the situation; later in the process, the perspective will be narrowed and deepened in order to prepare for the design of a project.

The problem analysis involves **three main stages**:

1. Definition of the framework and subject of analysis;

2. Identification of the major problems faced by target groups and beneficiaries (What is/are the problem/s ? Whose problems ?);

Note that a problem is not the absence of solution but an *existing negative situation*. For example: No pesticide available / crops are infested with pests

3. Visualisation of the problems in form of a diagram, called a **"problem tree"** or "hierarchy of problems" to help analyse and clarify cause–effect relationships as shown in the figure.

The **substantial** and **direct** causes of the focal problem are placed parallel underneath it.
The **substantial** and **direct effects of** the focal problem are placed parallel on the line above it. Causes and effects are further developed along the same principle to form the **problem tree.**

The analysis is aimed at identifying the real bottlenecks which stakeholders attach high priority to, and which they wish to overcome. A clear problem analysis thus provides a sound foundation on which to develop a set of relevant and focused project objectives, as show the comparison of the example of problem tree below indicated with the objective tree indicated in the next section.

Problem analysis – river pollution
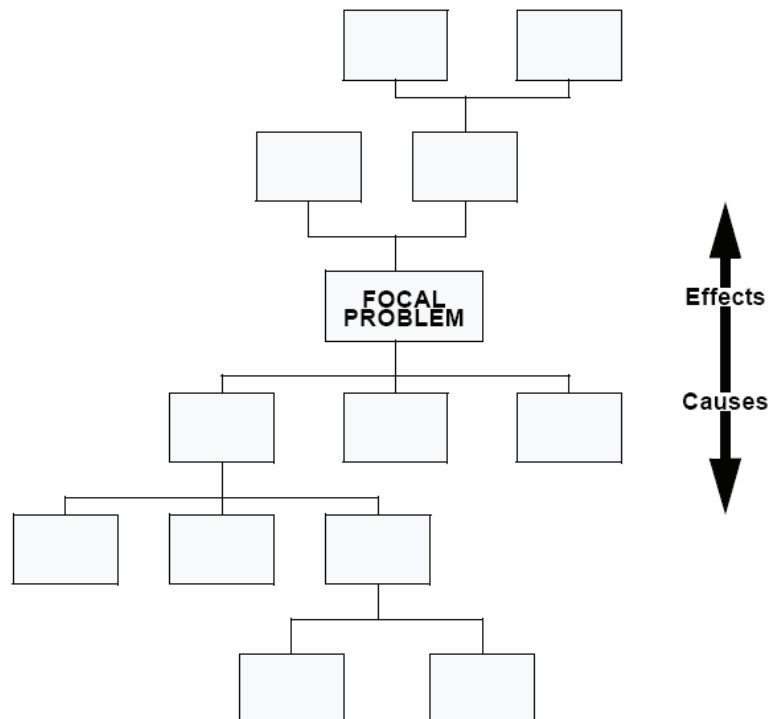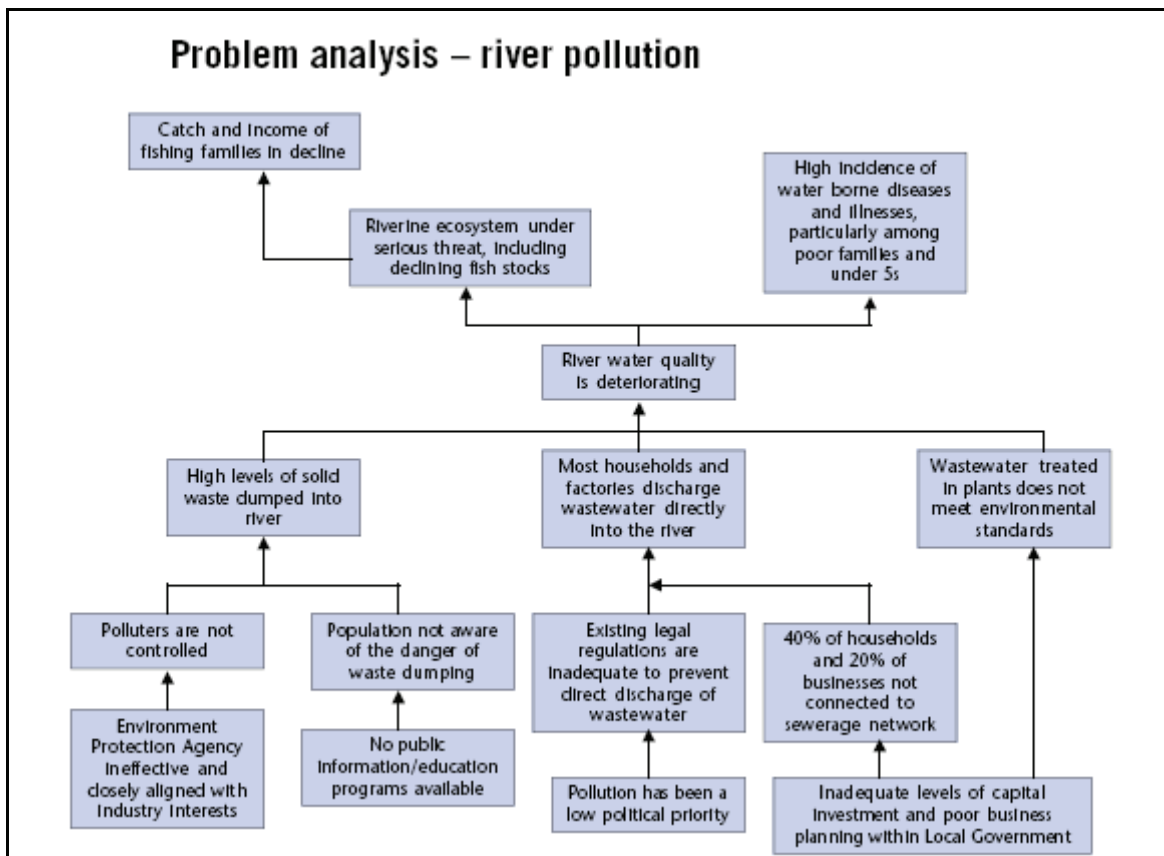
Important points about using the problem tree

• The **quality of output** will be determined by who is involved in the analysis. Involving stakeholder representatives with appropriate knowledge and skills is critical;

• A **workshop environment** is a critical instrument for developing problem tress, analyzing the results and then proposing next steps. Whenever feasible, a LFA workshop should be undertaken **in the project area**, include representatives of **all involved parties**, be facilitated by an independent LFA facilitator/moderator. (A note on LFA workshops is attached in annex 2)

• It may be appropriate to undertake a number of **separate problem tree analysis exercises** with different stakeholder groups, to help determine different perspectives and how priorities vary;

• The **process is as important as the product**. The exercise should be treated as a learning experience for all those involved, and an opportunity for different views and interests to be expressed; and

• The product of the exercise (the problem tree) should provide a **robust but simplified version of reality**. If it is too complicated, it is likely to be less useful in providing direction to subsequent steps in the analysis. A problem tree cannot (and should not) contain or explain the complexities of every identifiable cause-effect relationship.

How to Establish a problem Tree
Creating a problem tree should ideally be undertaken as a participatory group event.
It is suggested to use individual pieces of paper or cards on which to write individual problem statements, which can then be sorted into cause and effect relationships on a visual display.
Step 1: Identify major existing problems, based upon available information. Openly brainstorm problems which stakeholders consider to be a priority.
This first step can either be completely open (no pre-conceived notions as to what stakeholder's priority concerns/problems might be), or more directed, through specifying a 'known' high order problem or objective (e.g. improved river water quality) based on preliminary analysis of existing information and initial stakeholder consultations.
Write down each problem on a separated visual support (paper/cards)
Step 2: Select an individual starter, a focal problem for analysis.
Step 3: Look for related problems to the starter problem: identify substantial and direct causes/effects of the focal problem
Step 4: Begin to construct the problem tree by establishing a hierarchy of cause and effects relationship between the problems:
• Problems which are directly causing the starter problem are put below
• Problems which are direct effects of the starter problem are put above
Step 5: All other problems are then sorted in the same way – the guiding question being 'What causes that?' If there are two or more causes combining to produce an effect, place them at the same level in the diagram.
Step 6: Connect the problems with cause-effect arrows – clearly showing key links
Step 7: Review the diagram, verify its validity and completeness and make necessary adjustment:
Ask yourself/the group – 'are there important problems that have not been mentioned yet?' If so, specify the problems and include them at an appropriate place in the diagram.
Step 8: Copy the diagram onto a sheet of paper to keep as a record, and distribute (as appropriate) for further comment/information

2.4 ANALYSIS OF OBJECTIVES (OBJECTIVE TREE)

When the stakeholders have identified the problems that the project shall contribute to eliminating, it is time to develop the objectives, to make an objective tree/analysis. If care has been taken on the problem analysis, the formulation of objectives shall not result in any difficulties. The objective analysis is the positive reverse image of the problem analysis.

The relationship between the problem analysis and the objective analysis :

Problem tree		Objective tree
Effects ⇧	⇨	Development Objectives ⇧
Focal problem ⇧	⇨	Project Purpose/Immediate Objective ⇧
Causes	⇨	Immediate results/Outputs ⇧ Activities
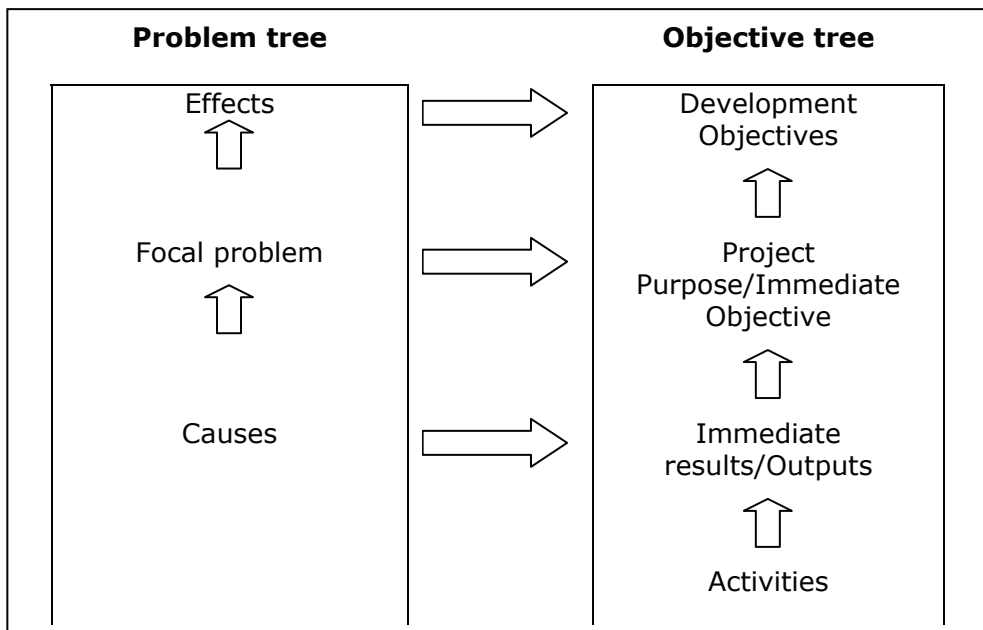
The analysis of objectives is a methodological approach employed to:

• Describe the situation in the future once identified problems have been remedied;

• Verify the hierarchy of objectives; and

• Illustrate the means-ends relationships in a diagram.

The 'negative situations' of the problem tree are converted into solutions and expressed as 'positive achievements'. These positive achievements are in fact *objectives*, and are presented in a diagram of objectives showing a *means to ends hierarchy*.

It is a tool to aid analysis and presentation of ideas. Its main strength is that it keeps the analysis of potential project objectives firmly based on addressing a range of clearly identified priority problems.

A well developed objective tree should compose the first column of the matrix as illustrate the figure on next page.

The analysis of objectives should be undertaken through appropriate consultation with key stakeholder groups.

Information previously gained from undertaking stakeholder analysis (including institutional capacity assessment) should also be taken into account.

This should help in terms of:

• Considering priorities;

• Assessing how realistic the achievement of some objectives might be; and

• Identifying additional means that might be required to achieve desired ends.

Once complete, the objective tree provides a summary picture of the desired future situation, including the indicative means by which ends can be achieved.

As with the problem tree, the objective tree should provide a simplified but robust summary of reality.
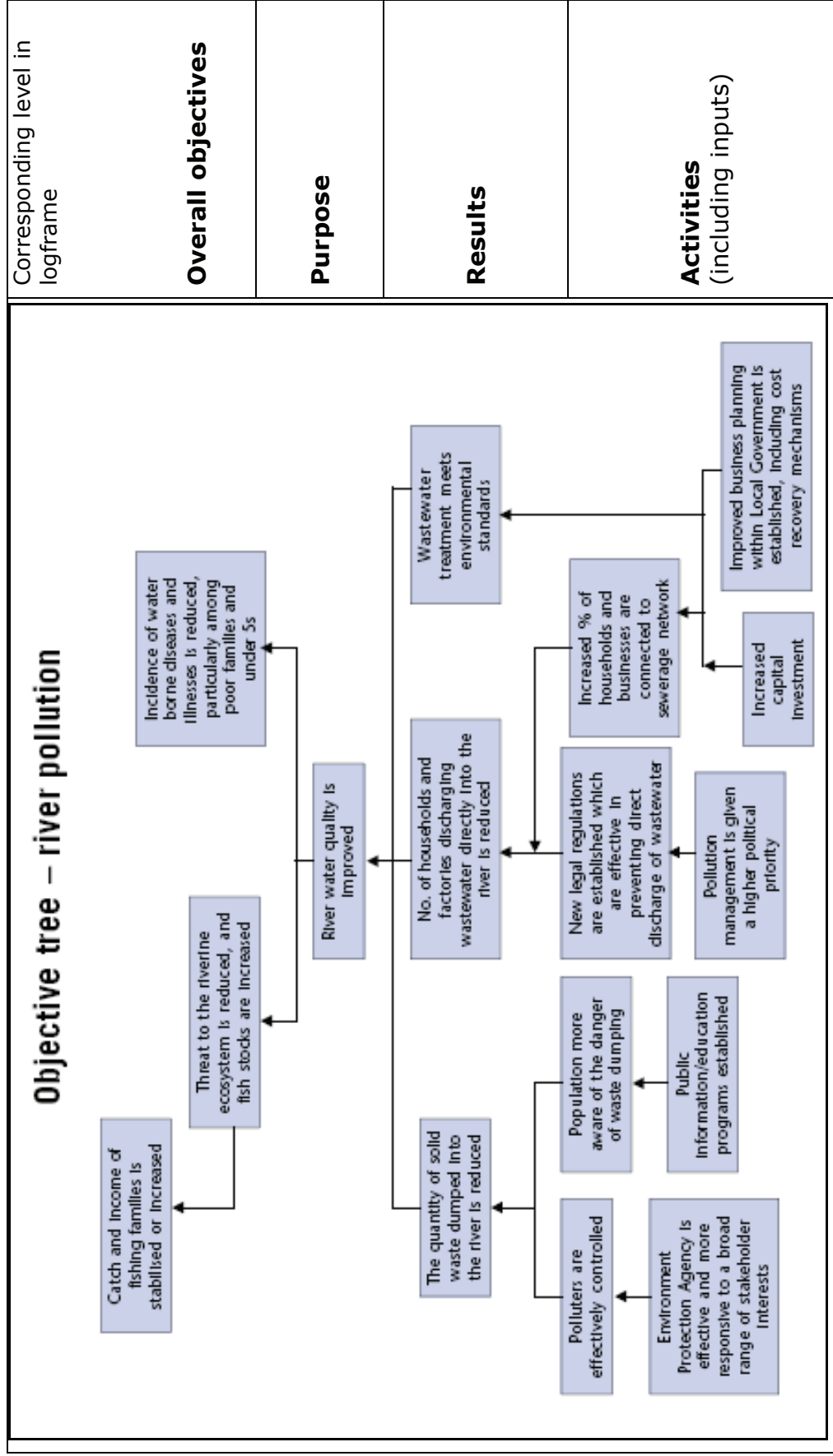
Corresponding level in logframe				
Overall objectives				
Purpose				
Results				
Activities (including inputs)				

Objective tree – river pollution

- Catch and income of fishing families is stabilised or increased
- Incidence of water borne diseases and illnesses is reduced, particularly among poor families and under 5s
- Threat to the riverine ecosystem is reduced, and fish stocks are increased
- River water quality is improved
- Wastewater treatment meets environmental standards
- No. of households and factories discharging wastewater directly into the river is reduced
- The quantity of solid waste dumped into the river is reduced
- Increased % of households and businesses are connected to sewerage network
- New legal regulations are established which are effective in preventing direct discharge of wastewater
- Population more aware of the danger of waste dumping
- Polluters are effectively controlled
- Improved business planning within Local Government is established, including cost recovery mechanisms
- Increased capital Investment
- Pollution management is given a higher political priority
- Public Information/education programs established
- Environment Protection Agency is effective and more responsive to a broad range of stakeholder interests

How to establish an objective tree

Step 1: Reformulate all negative situations of the problems analysis into positive situations that are desirable, realistically achievable

Step 2: Check the means-ends relationships to ensure validity and completeness of the hierarchy (cause-effect relationships are turned into means-ends linkages)

Caution: Every cause-effect relationship does not automatically become a means-end relationship. This depends on the rewording.

Step 3: Work from the bottom upwards to ensure that cause-effect relationships have become means-ends relationships.

If necessary:

• revise statements

• add new objectives if these seem to be relevant and necessary to achieve the objective at the next higher level

• delete objectives which do not seem suitable or necessary

Step 4:Draw connecting lines to indicate the means-ends relationships.

2.5 ANALYSIS OF STRATEGIES OR ALTERNATIVES

The purpose of this analysis is to identify possible alternative options/strategies, to assess the feasibility of these and agree upon one project strategy.

Indeed, during the process identification of potential project objectives, views on the potential merits or difficulties associated with addressing problems in different ways will have been discussed.

These issues and options need to be fully scrutinized to help determine the likely scope of the project before more detailed design work is undertaken.

The type of questions that need to be asked and answered at this stage might include:

-   Should all the identified problems and/or objectives be tackled, or a selected few?
-   What are the positive opportunities that can be built on (i.e from the SWOT analysis)?
-   What is the combination of interventions that are most likely to bring about the desired results and promote sustainability of benefits?
-   How is local ownership of the project best supported, including development of the capacity of local institutions?
-   What are the likely capital and recurrent costs implications of different possible interventions, and what can realistically be afforded?
-   What is the most cost effective option(s)?
-   Which strategy will impact most positively on addressing the needs of the poor and other identified vulnerable groups?
-   How can potential negative environmental impacts best be mitigated or avoided?

This analytical stage is in some respects the most difficult and challenging, as it involves synthesising a significant amount of information then making a complex judgment about the best implementation strategy (or strategies) to pursue.

In practice a number of compromises often have to be made to balance different stakeholder interests, political demands and practical constraints such as the likely resource availability.

Nevertheless, the task is made easier if there is an agreed set of criteria against which to assess the merits of different intervention options.

Possible key criteria for strategy selection could be:

- **Strategic**: Expected contribution to key policy objectives (eg. such as poverty reduction or economic integration, complementarily with other ongoing or planned programmes or projects

- **Social/distributional**: Distribution of costs and benefits to target groups, including gender issues, socio-cultural constraints, local involvement and motivation, etc.

- **Financial**: Capital and operating cost implications, financial sustainability and local ability to meet recurrent costs, foreign ex-change needs, etc.

- **Economic**: Economic return, cost-benefit, cost effectiveness, etc.

- **Institutional**: Contribution to institutional capacity building, Capacity and capability to absorb technical assistance

- **Technical**: feasibility Appropriateness, use of local resources, market suitability, etc.

- **Environmental**: Environmental impact, environmental costs vs. benefits

These criteria should be considered in relation to the alternative options and roughly assessed, e.g. high/low; +/-; extensive/limited. Using these criteria will help to determine what should/can be included within the scope of the project, and what should/cannot be included.

The selected strategy will then be used to help formulate the first column of the Logical Framework, particularly in helping to identify the project Overall Objective, Purpose and potential Results.

The example of strategy selection below mentioned follow up on the objective tree described previously

Strategy selection
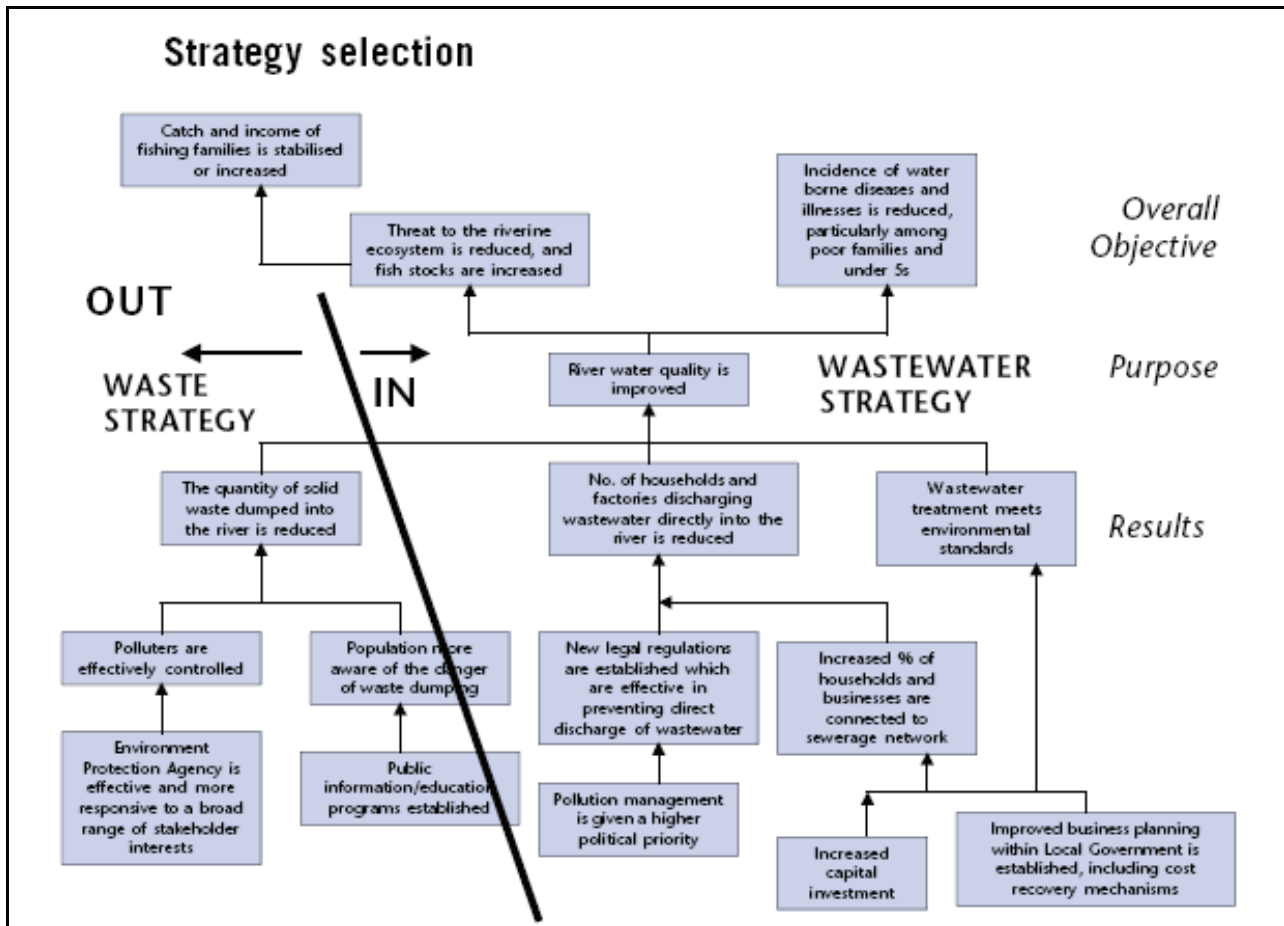
How to identify alternative options and select strategy

1. Identify differing "means-ends" ladders, as possible alternative options or project components.

2. Eliminate objectives which are obviously not desirable or achievable.

3. Eliminate objectives which are pursued by other projects in the area.

4. Discuss the implications for affected groups.

5. Make an assessment of the feasibility of the different alternatives.

6. Select one of the alternatives as the project strategy.

7. If agreement cannot be directly reached, then:

Introduce additional criteria, or;

Alter the most promising option by including or subtracting elements from the objectives tree.

3 THE PLANNING STAGE

3.1 THE LOGFRAME: FORMAT AND PROCESS OF PREPARATION

3.1.1 Adapt the format to the project needs and requirements

The results of the stakeholder, problem, objectives and strategy analysis are used as the materials and preparatory work for developing the Logical Framework Matrix itself.

The matrix should provide a summary of the project design, and should generally be between 1 and 4 pages in length. The 'length' of the matrix will depend on the scale and complexity of the project, and how many 'objective' levels are included in the matrix.

In general, it is recommended that the matrix only includes the project Overall Objective, Purpose and Results, and a brief summary of indicative activities. Nevertheless, indicative activities shall be described/documented separately (i.e. using an activity schedule).

The main reasons for this are:

• To keep the Logframe matrix focused on the results, purpose and overall objective (results based);

• Activities should be subject to regular review and change (an ongoing management responsibility), and their inclusion in the Logframe matrix means that the matrix must be revised more frequently than is often the case to keep it 'current and relevant'; and

• Indicative Activities are often better presented separately, using either a Gantt chart format and/or a narrative description of the activities in accompanying text. Indicative Activities should nevertheless be clearly linked to planned results through appropriate use of reference numbers.

Similarly, it is recommended that means and costs (the details of inputs and budget) not to be included in the Logframe matrix format. Actually, it is increasingly recognized that the matrix format itself is not suited to providing a useful summary of means and costs, and that there are more appropriate ways/places in which to present this information.

Nevertheless, while it is recommended that neither activities, means/resources, or costs are included in the matrix itself, the importance of the thinking process –logically linking results, to activities to resources and costs – remains.

The critical point to keep in mind is that it is the quality of thinking and analysis which is important, rather than adhering to any one specific format.

3.1.2 Sequence of completion & content

The preparation of a Logframe matrix is an iterative process, not a just a linear set of steps. As new parts of the matrix are drafted, information previously assembled needs to be reviewed and, if required, revised.

Nevertheless, there is a general sequence to completing the matrix, which starts with the project description and logic of intervention (top down), then the assumptions (bottom-up), followed by the indicators and then sources of verification (working across).

The sequence of completion can be illustrated as follow:

Programme/project name			Total budget :
(1) **Overall objective**	**(9)** **Objectively verifiable indicators**	**(10)** **Sources of Verification**	
(2) **Project purpose**	**(11)** **Objectively verifiable indicators**	**(12)** **Sources of Verification**	**(8)** **Assumptions**
(3) **Results**	**(13)** **Objectively verifiable indicators**	**(14)** **Sources of Verification**	**(7)** **Assumptions**
(4) **Activities**			**(6)** **Assumptions**
			(5) **Preconditions**

The following sections of this guideline describe in details the 2 steps process to develop the matrix.

Tips to develop a Logframe

- Don't leave it to the last minute. Start working on your log frame when you begin planning the project. You may need to gather information as you go along that will be difficult to get later (eg baseline data against which to measure progress).

- Try and get the person planning and implementing the project to complete the log frame. If this is not possible consider the implications of the objectives, indicators & verification on field staff and partners.

- Develop a problem tree. By turning the problems into objectives, this should help clarify the goal, purpose, outputs and activities of your project.

- A mentor with experience of writing log frames can offer advice & assistance.

- If you get stuck, don't panic - move on to the next stage and come back to the tricky bit later.

- Work in pencil so you can erase things and make amendments easily, and use a large sheet of paper with plenty of room for 'thinking' then reduce it down later.

- It is difficult to get it right first time, keep reflecting and revising until you are satisfied that the project is workable and the log frame is clearly logical!

[Extract from BOND's Guidance Notes No.4, March 2003]

3.2 FIRST COLUMN: THE INTERVENTION LOGIC

This logic is tested and refined by the analysis of assumptions in the fourth column of the matrix (described below in sub - section on assumptions).

3.2.1 Avoiding a common problem of logic

Start at the top of the column and work downwards.

Once the project strategy has been chosen, the main project elements are derived from the objectives tree and transferred into the first vertical column of the Logframe matrix

Thus, this first column summarises the 'means-end' logic of the proposed project. Indicating the main project elements, it describes the intervention logic of the project.

When the objective hierarchy is read from the bottom up, it can be expressed in terms of:

> **IF** adequate *inputs/resources* are provided, **THEN** *activities* can be undertaken;
>
> **IF** *activities* are undertaken, **THEN** *results* can be produced;
>
> **IF** *results* are produced, **THEN** the *purpose* will be achieved; and
>
> **IF** the *purpose* is achieved, **THEN** this should contribute toward the *overall objective*

It can also be read in reverse as we can say that:

> **IF** we wish to contribute to the *overall objective* **THEN** we must achieve the *purpose*;
>
> **IF** we wish to achieve the *purpose*, **THEN** we must deliver the specified *results*;
>
> **IF** we wish to deliver the *results*, **THEN** specified *activities* must be implemented; and
>
> **IF** we wish to implement the specified *activities*, **THEN** we must apply identified *inputs/resources*

3.2.2 Writing clear statements

Statements should be kept as clear and concise as possible. If necessary, reformulate the wording from the objectives tree to make them more accurate.

It is also useful to standardize the way in which the hierarchy of project objectives is described.

- the **Overall Objective/Goal** describes the anticipated long term objective towards which the project will contribute (project justification). It is to be expressed as 'To contribute to…..`;

- (ii) the **Specific Objective/Purpose** describes the intended effects of the project (project purpose), the immediate objective for the direct beneficiaries as a precisely stated future condition. It is to be expressed in terms of benefits to the target group being 'Increased/improved/ etc……….',

  Note: It is recommended that a project contains only one immediate specific objective/purpose. In the case of larger programmes with more than a single purpose, the development of components shall be envisaged (see section on project components 3.2.4)

- (iii) **Results/outputs** are expressed as the targets which the project management must achieve and sustain within the life of the project. Their combined impact should be sufficient to achieve the immediate objective. They are to be expressed in terms of a tangible result 'delivered/produced/conducted etc', and

  Note: While the project management should be able to guarantee the tangible project outputs, the immediate objective is beyond their direct control.

- (iv) **Activities** are expressed as processes, in the present tense starting with an active verb, such as 'Prepare, design, construct, research …..'. Avoid detailing activities; indicate the basic structure and strategy of the project.

  Note: it is recommended that all results should be numbered. Each activity should then be numbered relating it to the corresponding result. (see example below)

  Main inputs, when indicated, are expressed in terms of funds, personnel and goods.

A common problem in formulating objective statements is that the purpose statement is formulated as a re-statement of the sum of the results, rather than as a higher-level achievement. For example in the case of a water treatment project, results leading to the purpose would be formulated as following:

Results:

- direct discharge of waste-water into river reduced

- waste-water treatment standards improved

- public awareness on environmental management responsibilities improved

Formulation on purpose	
Bad practice	**Good practice**
Purpose is **sum** of result	Purpose is **consequence** of results
"water treatment is improved and levels of direct discharge into the river reduced"	improved quality of river water

Below is indicated an example of how can be formulated the statements of the intervention logic column: (see also in annex 4 and 5 the formulation of the statements in the logframes

Statement in Objective tree (see 2.4 & 2.5)	Logframe objective hierarchy column with examples of statement	
1. Threat to the riverine ecosystem is reduced… 2. Incidence of water on borne disease and illness is reduced	**Overall objective**	To contribute to improved family health, particularly of under 5s, and the general health of the riverine eco-system
- River quality improved	**Purpose**	1. 1. Improved river water quality
- No. of households and factories discharging wastewater directly into the river is reduced - Waste water treatment meets environment standards	**Results**	1.1 Reduced volume of waste-water directly discharged into the river system by households and factories 1.2 Waste-water treatment standards established and effectively enforced
- Population more aware of the danger of waste dumping - Increased % of household and businee connected to sewage network - New legal regulations established… - …	**Activities** *(may not be included in the matrix itself, but rather presented in an activity schedule format)*	1.1.1 Conduct baseline survey of households and businesses 1.1.2 Prepare and deliver public information and awareness program 1.2.1 Complete engineering specifications for expanded sewerage network 1.2.2 Prepare tender documents, tender and select contractor 1.2.3 prepare new legislative framework …etc

3.2.3 Objective trees and reference numbers

When thinking about (or helping to explain to others) the logical structure of the first column of the matrix, it is often easiest to present it in the form of an objective tree as it has been described previously in the guide (see section 2.4 and 2.5).

Therefore, the use of reference numbers in the Logframe (and associated activity, resource and budget schedules), to clearly link inputs, activities and results, is also an extremely useful convention.

While the structure of the objective hierarchy may vary, notably with the inclusion of a level components (gathering different results or activities), or of another level in the objective hierarchy, such as a 'component objective, the key issue here is to allow those responsible for using tools such as LFA to have some flexibility to adapt the formats to their practical needs.

If the ideas are good and the logic is sound, the number of levels in the objective hierarchy or the exact formats used should not be of any great concern.

3.2.4 Management influence

The Logframe approach helps to indicate the degree of control managers have over the different levels of the project's objectives.

Managers should have significant direct control over inputs, activities and the delivery of results, and should be held appropriately accountable for effectively managing theses elements of the project.

However managers can only exert influence over the achievement of the project purpose through the way in which the delivery of results is managed.

Project managers generally have no direct influence over the contribution the project makes to the overall objective, and can only be expected to monitor the broader policy and programme environment to help ensure the project continues to be contextually relevant.

However, management responsibilities in the context of many development projects are often shared between stakeholders ('partnership' approach).

Therefore it is important to clarify as soon as possible the management responsibilities as well as to distinguish between project results and contracted outputs:

- A ***project result*** (as shown in the Logframe matrix) is generally a product of the actions/activities of a number of different stakeholders (i.e the partner government's ministry of health, local health management boards and the services of Technical Advisory staff funded by a donor).

- In such circumstances it is usually inappropriate for the donor/implementing agency to hold any contracted TA/project managers wholly responsible for the project result, but rather for '***contracted' output(s)***. Contracted outputs should specifically define what the contractor must deliver (within their control) in order to contribute to the achievement of project results.

3.2.5 Project components

Depending on the type and dimension of the project, it can be useful to group sets of closely related project results, activities and inputs into project 'components', particularly for larger/more complex projects.

These 'components' can also be thought of as project 'strategies' which can be identified on the basis of a number of possible criteria, including:

- **Technical focus** (i.e. a research component, a training component and an engineering component within a watershed management project).

- **Management responsibilities/organisational structures** (i.e extension, research and credit components of an agricultural project to reflect the structure of a Department of Agriculture).

- **Geographic location** (i.e a component for each of 4 countries involved in a regional people trafficking project).

- **Phasing of key project activities** (i.e. a component for each of the main stages in a rural electrification project which requires a feasibility study, pilot testing, implementation and maintenance stages.

Identifying and agreeing on what might be useful/appropriate components to include in the project should be based on the objectives and strategy analysis, consultation with key stakeholders and consideration of 'what makes sense' from a management perspective.

For larger projects which do have more than one component, consideration can be given to having more than one project purpose (one per component).

This can be a practical way of disaggregating and allocating a significant number of different project results.

## 3.3 FOURTH COLUMN: THE ASSUMPTIONS

3.3.1 Identifying assumptions

Assumptions are external factors that have the potential to influence (or even determine) the success of a project, but lie outside the direct control of project managers.

They are the answer to the question: "What external factors may impact on project implementation and the long-term sustainability of benefits, but are outside project management's control?"

The assumptions are part of the **vertical logic** in the logframe. Start from the bottom of the matrix and work upwards.

This **relationship between assumptions and objective hierarchy** is illustrated in the figure below[11].
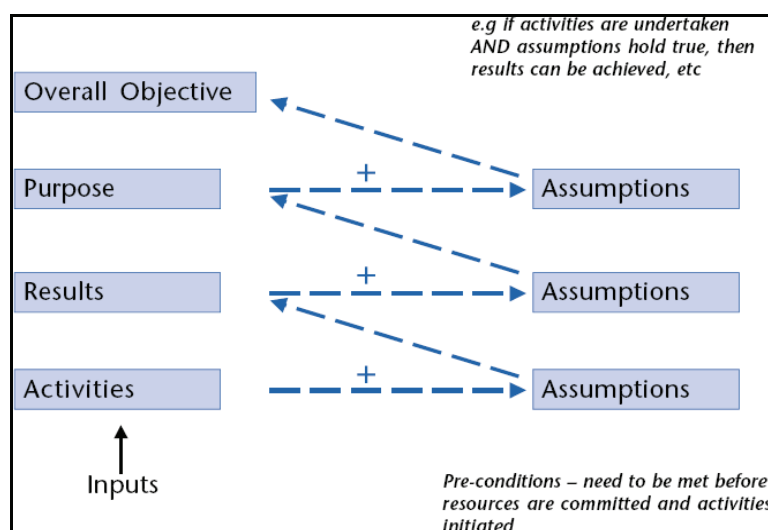
Examine whether the inputs are sufficient to undertake the anticipated activities or whether additional events must also take place outside the project (assumptions).

Some assumptions can be derived from elements in the objectives tree which were not incorporated into the project.

Identify assumptions at each level in the matrix up to the development objective level upon the following logic:

- once the Activities have been carried out, and if the Assumptions at this level hold true, results will be achieved;
- once these Results and the Assumptions at this level are fulfilled, the Project Purpose will be achieved; and
- once the Purpose has been achieved and the Assumptions at this level are fulfilled, contribution to the achievement of the Overall Objectives will have been made by the project.

Make sure that the assumptions are described in such operational detail (with indicators if possible) that they can be monitored.

Examples of assumptions: fellowship recipients return to assigned positions; local institutions collaborate in planning activities; changes in world prices can be accommodated within given budget; etc. See also example of assumptions indicated in the example below as well as the one in the examples of logframe matrix in annex 4 and 5
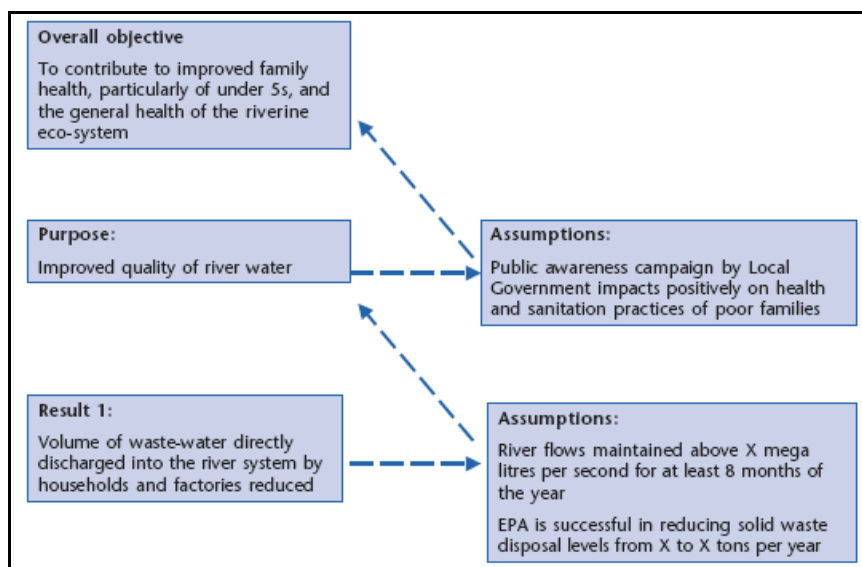
Assumptions are usually progressively identified during the analysis phase. The analysis of stakeholders, problems, objectives and strategies will have highlighted a number of issues (i.e. policy, institutional, technical, social and/or economic issues) that will impact on the project 'environment', but over which the project may have no direct control.

In choosing a strategy for the project, there are also usually some issues that have been identified during the problem and objectives analysis that are not then directly addressed in the project implementation strategy, but which may nevertheless have the potential to impact on the success of the project.

For example, as a result of the river water pollution stakeholder, problem and objective analysis, the chosen strategy has not included working directly with the Environmental Protection Agency to address the dumping of solid wastes directly into the river. In order to achieve the project purpose, some assumptions would therefore need to be made about

improvements that need to be made to the local government capacity to regulate solid waste disposal.

Additional assumptions might also be identified through further consultations with stakeholders, as the hierarchy of project objectives is discussed and progressively analysed in more detail (i.e through analyzing technical feasibility, cost-benefit, environmental impact assessment, etc). A risk analysis help to support the verification of the accuracy of the assumptions (see annex 6 for more details)

In brief we can say that assumptions:

- can be derived from the objectives tree

- are worded as positive conditions

- are linked to the different levels in the matrix

- are weighted according to importance and probability

3.3.2 Checking the assumptions and their significance

The probability of these assumptions holding true needs to be further analysed to help assess the project's 'feasibility' (probability of success). The probability and significance of assumptions being met is thus part of assessing how 'risky' the project is. Some assumptions will be critical to project success, and others of marginal importance.

The main issue is to assemble and analyse adequate information from an appropriate range of sources, including the different viewpoints of different stakeholders. Eg.What is considered a key assumption to one group, may not be so important to others.

There is no set formula for doing this, and some degree of subjectivity is involved.

Go through the list of assumptions one by one at each level of the matrix and check its importance and probability, as shown in the decision making flowchart shown in Figure below.
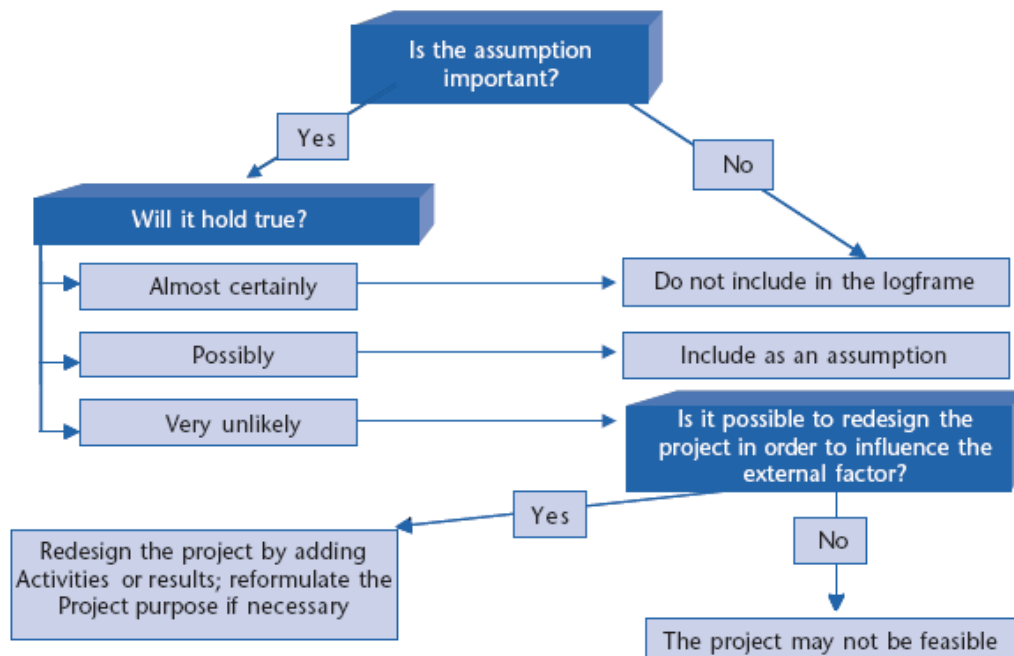
Assumptions which are either very likely to occur or not very important for the outcome of the project should be deleted.

If an assumption is determined as being both very important for the outcome but not likely to occur, then it is a killing factor. If killing factors are found, the project must either be changed to avoid these factors, or the project must be abandoned.

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Once the assumptions have been analysed and tested, and assuming the project is still considered 'feasible', the only assumptions that should remain in the Logframe matrix are those which are likely to hold true, but which nevertheless need to be carefully monitored during project implementation. They then become part of the project's monitoring and risk management plan.

Each level in the PM must contain the necessary and sufficient conditions for the next level above.

3.4 SECOND AND THIRD COLUMNS: INDICATORS AND SOURCE OF VERIFICATION

Once the project description and assumptions have been drafted (columns 1 and 4 of the matrix), the next task is to identify indicators that might be used to measure and report on the achievement of objectives (column 2) and the sources of that sources information (column 3).

Because one reads across the matrix when analysing indicators and means of verification, this is referred to as the **horizontal logic**.

3.4.1 Indicators

Define how to verify the attainment of objectives

Quality - The kind (or nature) of the change, (how well)

Quantity - The scope/extent of the change, (how much, how many)

Timing - When the change should have taken place. (by when)

Target group -(for whom)

Place - Location (where)

Objectively Verifiable Indicators (OVIs) describe the project's objectives in operationally measurable terms, specify the performance standard to be reached in order to achieve the goal, the purpose and the outputs. Therefore OVIs should be specified in terms of Quantity, Quality, Time, Target group, and Place.

OVIs provide information to check the feasibility of objectives and the basis of the project's monitoring and evaluation system.

They are formulated in response to the question "How would we know whether or not what has been planned is actually happening or happened? How do we verify success?"

It is often necessary to establish more than one indicator for each objective statement. For example one indicator may provide good *quantitative* information, which needs to be complemented by another indicator focused on *qualitative* matters (such as the opinions of target groups).

Moreover, direct indicators may need to be supplemented by additional indirect (proxy) indicators. Example of direct and indirect (proxy) indicators:

Purpose	Direct indicator	Indirect indicator
Improved water quality	Level of concentration of heavy metal compounds	- Statistics on borne disease and illness - Fish stocks

At the same time, the trap of including too many indicators should be avoided. The guiding principle should be to collect the minimum amount of information required to help project managers and evaluators determine whether objectives are being/have been achieved.

Formulating the Indicator

A good OVI is **SMARTI**:

- **Specific** to the objective it is supposed to measure and substantial, i.e. it reflects an essential aspect of an objective in precise terms.

- **Measurable** either quantitatively or qualitatively, in a factual way. Each indicator should reflect fact rather than subjective impression. It should have the same meaning for project supporters and to informed sceptics.

- **Available** at an acceptable cost, based on obtainable data. Indicators should draw upon data that is readily available or that can be collected with reasonable extra effort as part of the administration of the project

- **Relevant** to the information needs of managers and plausible, i. e. the changes recorded can be directly attributed to the project

- **Time-bound** :– so we know when we can expect the objective/target to be achieved

- **Independent**: indicators should be **independent** of each other, each one relating to only one objective in the Intervention Logic, i.e. to either the Overall Objective, the Project Purpose or to one Result. The same indicator should not be used fro more then one objective. For example, indicators at the level of a Result should not be a summary of what has been stated at the Activity level, but should describe the measurable consequence of activity implementation.

The meaning of an OVI is that the information collected should be the same if collected by different people (i.e. it is not open to the subjective opinion/bias of one person). This is more easily done for quantitative measures than for those that aim at measuring qualitative change.

OVIs should be defined in the early planning stage, even in a preliminary way, just as guiding values with which to analyse the project concept. It will then be further developed at the formulation stage, and specified in greater detail (sometimes reviewed) during implementation when the practical information needs of managers, and the practicality of collecting information, becomes more apparent.

A suggestion of how to formulate an indicator is as follow:

> **Objective**: improved quality of river water
>
> 1. **Identify indicator**: e.g. Concentration of heavy metal compounds (Pb, Cd, Hg) and untreated sewerage
>
> 2. **Specify target group**: water accessible to population
>
> 3. **Quantify**: level of concentration is reduced by 25%
>
> 4. **Set quality**: meet established national health pollution control standards
>
> 5. **Specify time frame**: between 2005 and 2007
>
> 6. **Set location**: Vojvoida district
>
> **Combine**: the level of concentration of heavy metal compounds (Pb, Cd, Hg) and untreated sewerage of the water accessible to population of Vojvoida district are reduced by 25% between 2005 and 2007 to meet established national health pollution control standards.

3.4.2 Source of Verification

The *source of verification* (SOV), also called means of verification, should be considered and specified at the same time as the formulation of indicators. This will help to test whether or not the indicators can be realistically measured at the expense of a reasonable amount of time, money and effort.

Indicators for which we cannot identify suitable means of verification must be replaced by other, verifiable indicators.

> The source of verification should specify:
>
> - *What* information to be made available, (e.g from administrative records, special studies, sample surveys, observation, etc.)
>
> - *Where,* in what form the information/documented source should be collected (e.g. progress reports, project accounts, official statistical documents, engineering completion certificates etc.)
>
> - *Who* should collect/provide the information (e.g. field extension workers, contracted survey teams, the district health office, the project management team)
>
> - *When/how regularly* it should be provided. (e.g. monthly, quarterly, annually, etc.)

In order to support institutional strengthening objectives, avoid the creation of parallel information systems, and minimize additional costs, firstly check if the required information can be collected through existing systems, or at least through supporting improvements to existing systems.

For example, in reference to the above mentioned example of indicator, the source of verification could be: weekly water quality surveys, jointly conducted by the Environmental Protection Agency and the River Authority, and reported monthly to the Local Government Minister for Environment (Chair of Project Steering Committee).

In general, for the 'big picture', the Bureau of Statistics, local research agencies, donor and business reports may be useful sources. At the local level _ civil society organizations, local government agencies and other service delivery agencies are likely to be keeping records that can provide relevant information to project implementers.

The main point is to build on existing systems and sources (where possible and appropriate) before establishing new ones.

There is often a direct relationship between the complexity of the SOV (i.e. ease of data collection and analysis) and its cost. If an OVI is found to be too expensive or complicated to collect, it should be replaced by a simpler, cheaper and often indirect (proxy) OVI: e.g. instead of conducting a detailed sample survey on incomes of farm households (to measure income increases at the level of the project Purpose or Overall Objective), it may be more practical to assess changes in household assets through a set of case studies.

> **Check the usefulness of the OVI**
>
> 1. Is the information **available** from existing sources (statistics, records, etc.)?
> 2. Is the information **reliable** and up-to-date?
> 3. Is **special data-gathering** required?
> 4. If so, do the **benefits** justify the **costs**?
>
> Avoid **costly** and/or **unrealiable** indicators.

3.4.3 Indicators and Sources of Verification are used at different level of the project intervention logic

A key question to keep in mind when specifying both indicators and sources of verification is:
'Who is going to use this information'?

Once again, in light of the fact that projects should be 'owned' by local stakeholders/implementing partners, it is their information needs that are of primary importance.

Indicators should not therefore reflect just what the 'donor' (or donor funded technical assistance) would like to know, but what local managers need.

The best way to determine this is to understand how local information systems work, and to ensure local stakeholders take a lead role in defining relevant OVIs and SOV.

At the level of the project's objectives

The project's objective should link the project specific intervention into a broader policy or programme context, and indicate the longer term development objective(s) to which the project contributes.

It is therefore not generally the responsibility of the project itself (or within the project's competence) to collect information on the contribution of the project to this overall objective.

Nevertheless, it is useful for project planners to determine what policy/sector indicators are being used (or targets set), and how this information is being collected (SOV). T

his can help project managers understand the policy/sector context within which they are working and keep them focused on a longer term vision.

Therefore, f**rom the project manager's perspective it is the result and purpose indicators which are of most importance.**

3.5 COMPLETING THE DRAFT LOGFRAME MATRIX

At the stage of project identification and plan preparation, the Logframe would still be in draft form, as further work would need to be undertaken on analysing the indicative activities, and assessing the resource and cost implications.

An example of a how key elements of the logframe might look is indicated in the table below. See also the examples of fully developed logframes of terminated projects implemented in Serbia in **annex 4 and 5**.

Remember that while the LFA is presented (for simplicities sake) as a set of broad 'steps', in practice it is an iterative process, with each of the analytical tools being revisited and re-applied as new information comes to light.

Thus while the activity scheduling, resource and cost analysis cannot be **detailed** until the framework of objectives, assumptions and indicators/SOV's has been considered, some preliminary work on activities, resources and costs must be undertaken at the same time as the project purpose and results are being analysed.

If not, there is the risk that the broader framework of objectives would suddenly be determined to be 'unfeasible' due to practical considerations of cost/resource limitations.

As noted previously in this Guideline, the Logframe matrix can include indicative activities for each result, or not. However, whichever option is chosen, there is still a need to think about what the key activities are likely to be, otherwise the feasibility of the plan cannot be assessed, particularly with respect to timing, resource implications and cost.

Project description	Indicators	Means of Verification	Assumptions
Overall objective To contribute to improved family health, particularly the under 5s, and to improve the general health of the riverine eco-system	- Incidence of water borne diseases, skin infections and blood disorders caused by heavy metals, reduced by 50% by 2008, specifically among low-income families living along the river	- Municipal hospital and clinic records, including maternal and child health records collected by mobile MCH teams. Results summarized in an Annual State of the Environment report by the EPA.	
Purpose Improved quality of river water	- Concentration of heavy metal compounds (Pb, Cd, Hg) and untreated sewerage; reduced by 25% (compared to levels in 2003) and meets established national health/pollution control standards by end of 2007	- Weekly water quality surveys, jointly conducted by the Environmental Protection Agency and the River Authority, and reported monthly to the Local Government Minister for Environment (Chair of Project Steering Committee)	- The pubic awareness campaign conducted by the Local Government impacts positively on families sanitation and hygiene practices - Fishing cooperatives are effective in limiting their members exploitation of fish 'nursery' areas
Result 1 Volume of waste-water directly discharged into the river system by households and factories reduced	- 70% of waste water produced by factories and 80% of waste water produced by households is treated in plants by 2006	- Annual sample survey of households and factories conducted by Municipalities between 2003 and 2006	- River flows maintained above X mega litres per second for at least 8 months of the year - Upstream water quality remains stable
Result 2 Waste-water treatment standards established and effectively enforced	- Waste water from 4 existing treatment plants meets EPA quality standards (heavy metals and sewerage content) by 2005	- EPA audits (using revised standards and improved audit methods), conducted quarterly and reported to Project Steering Committee	- EPA is successful in reducing solid waste disposal levels by factories from X to X tons per year
Etc			

4   CHECKING THE PROJECT DESIGN

Whether a project design is the result of a step-by-step participatory work or a less systematic process, it is useful to make a final overall check of the result.

In this section, our main concern shall be the content of the Logframe matrix, the way it is organized is of less importance.[12]

The recommendations described in this section can be used when checking the design of an existing project, or when reformulating a project document into the LFA format.
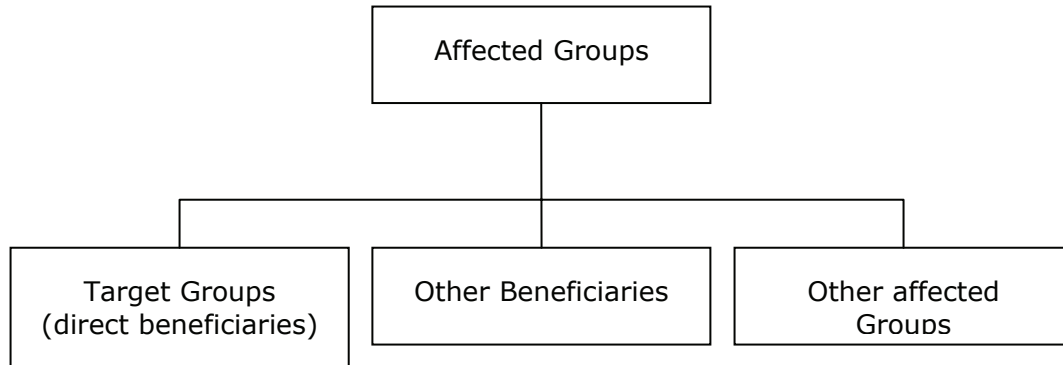
Also, a summary check up list of questions to test the logic of the matrix is enclosed in **annex 7**.

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[12] Main source for this section : "The Logical Framework Approach, a summary of the theory behind the LFA method", Kari Örtengren – SIDA - January 2004

4.1 TARGET GROUPS

A basic principle in all development projects is that they should be designed to satisfy the needs of people, not the internal needs of institutions.

All projects, whether agricultural or capacity building projects, hydropower plants or economic-support programmes, have consequences for individuals or groups of people. It is therefore necessary in all projects to clarify which are the intended beneficiaries (target groups), and what other groups will be affected, positively or negatively.

```
                    ┌──────────────────┐
                    │  Affected Groups │
                    └──────────────────┘
                             │
         ┌───────────────────┼───────────────────┐
┌──────────────────┐ ┌──────────────────┐ ┌──────────────────┐
│  Target Groups   │ │ Other Beneficiaries│ │ Other affected   │
│(direct beneficiaries)│ │                  │ │    Groups        │
└──────────────────┘ └──────────────────┘ └──────────────────┘
```

The groups can be sub-divided, e.g. into participants/non-participants, potential proponents/potential opponents, etc.

Other affected groups, organizations, political authorities at different levels, represent motives and interests which may not necessarily coincide with those of the target group. Identifying conflicting interests is an important part of the project design and they should be indicated under external factors where applicable.

If the project is only to reach its target beneficiaries indirectly through a local institution, then the project objective will normally best be defined in terms of the creation or upgrading of a capacity to satisfy the recurrent needs of the intended beneficiaries on a sustained basis.

A common problem in development projects is that the target groups are either not defined or not sufficiently specified. While descriptions such as "the rural poor" or "underemployed workers" may be appropriate for statements of policy, etc., they are inadequate for designing a project.

Once the project is designed, ensure that the target groups are :

1. Specified in the indicators column at the level of development objective, immediate objective and output.

2. Precisely defined.
If this is not possible, the composition of the target group can be narrowed down e.g. according to one or more of the following criteria:

   a) Geographical area, where the majority of the population belongs to the target group

   b) Field of activity (e.g. fishing families and industries, health professionals, doctors, stock breeder, cattle farmer)

   c) Economic situation, living conditions

   d) Needs, access to social services (health, education, etc.)

   e) Gender and age

   f) Class, caste, ethnicity, social status, etc.

3. Specified at the right project level.
There may be different target groups at different levels in the project cycle management.

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4.2 OVERALL OBJECTIVE

The overall objective is the main goal that the project is meant to contribute to in the long run.

Normally, progress towards the goal will depend on a number of related projects or processes beyond the control of the project itself.

It is important that the goal is clearly defined and used as a main point of reference by all involved parties during project implementation. This will help clarify decisions and provide a point of reference against which the achievements of the project can be assessed.

A common problem in project design is that the goal is too ambitious or not clearly defined, e.g.: Poverty in rural areas reduced, Physical environment improved, Overall standard of living improved, Average duration of life increased.

There is a tendency to use broad, very ambitious goals in order to provide a solid justification for the project. The need for guidance, motivation and verification, however, suggests that a narrow, specific goal should be chosen. This will increase the probability of success.

It is important that the goal is realistically defined, i.e. that the purpose will significantly contribute to achieving the goal.

Once the Goal has been formulated, ensure that:

1. It is consistent with the development policy of the partner country

2. It is consistent with the donor's policy guidelines for development aid

3. It represents a sufficient justification for the project

4. It is not too ambitious. (i.e. achieving the purpose will significantly contribute to the fulfilment of the goal)

5. The target groups are explicitly defined

6. It is expressed as a desired end, not as a means (a process)

7. It is expressed in verifiable terms

8. It does not contain two or more objectives which are causally linked (means-ends)

4.3 PURPOSE

The purpose sets out the operational purpose, i.e. the situation that is expected to prevail as a consequence of the project.

The purpose is the anticipated achievement of the project, outside the project's direct control.

In the end it is the purpose that will determine the magnitude of the project both in terms of resources, personnel and strategy.

A common problem in development aid is that the purpose is too ambitious, unclear or complex.

A project should have only one purpose. This will facilitate guidance, increase motivation and make it more manageable.

However, in larger programmes the outputs, and the activities and inputs associated with these could in some cases be seen as separate projects. (see 3.2.2)

The purpose or its indicators should specify the intended benefits for the target group.

Once the purpose has been defined, ensure that:

1. It consists of one single objective

2. The target groups of the project are specified

3. It can be expected to contribute significantly to the fulfilment of the goal

4. It is realistic, i.e. it is likely to occur once the project outputs have been produced

5. It is outside the immediate control of the project itself

6. It is formulated as a desired state, not a process

7. It is precisely and verifiably defined

4.4 RESULTS

The results are the outputs that can be guaranteed by the project as a consequence of its activities.

The achievement of the purpose presupposes that a number of outputs are produced by the project, at different stages throughout the implementation period.

As such, outputs differ substantially from the purpose, which is the effect we hope to achieve as a result of the project. As a rule of thumb, the difference between outputs and objectives is whether or not they are largely within the power of project management to achieve, provided the requested funds, personnel and facilities are available.

Difficulties in distinguishing between objectives and outputs cause a common type of mistake in project designs. Example:

-   A project can guarantee that a number of smallholders are trained in the construction and operation of fish ponds, and provide them with an initial quantity of fingerlings.

These are the concrete outputs of the project. However, the project cannot guarantee that:

-   The smallholder's annual average production of fish is increased from X tons in 1990 to Y tons by 1995.

This must be seen as an objective since it is the direct result of the smallholder's work, and outside the direct control of the project itself.

Once the outputs have been identified, ensure that :

1. All essential outputs necessary for achieving the purpose are included

2. Only the outputs which can be guaranteed by the project are included

3. Each output can be seen as a necessary means to achieve the purpose

4. All outputs are feasible within the resources available

5. The outputs are precisely and verifiably defined

4.5 ACTIVITIES

An activity is an action which is necessary to transform given inputs into planned outputs within a specified period of time.

The activities are the work, the investigations or the tasks to be carried out by the project staff and others involved in the project.

For each output there will be one or more activities.

The activities included in the project design should be target-oriented in that they are tasks to be performed in order to produce a specified project output. If the task is not geared to producing one of the outputs it should not be listed. Thus, routine administrative tasks should not be included.

Only those tasks which are to be undertaken by the project should be listed, with care being taken to distinguish between the project's activities and those which are part of the broader on-going activities of partner country institutions or programmes to which the project is related.

A common problem in project design is aver-specification of project activities and inputs, combined with under-definition of objectives and outputs.

Note that the project design should provide an overview of the main elements of the project at decision-making level, while the detailed planning should usually be done as a separate exercise.

Once activities are describes, ensure that

1. All essential activities necessary to produce the anticipated outputs are included.

2. All activities contribute directly to the output level above

3. Only those activities to be performed by the project are included

4. Activities are stated in terms of actions being undertaken rather than completed outputs

5. The time available for each activity is realistic

6. The activities are appropriate to the situation in the partner country, in terms of institutions, ecology, technology, culture, etc.

4.6 INPUTS – RESOURCES

The inputs are the resources, the "raw materials" of a project necessary to produce the intended outputs.

The inputs are all the resources to be used in the project in terms of funds, personnel, materials, services, etc., as provided by the donor, the partner country, NGOs., etc. The total inputs must realistically reflect what is necessary in order to produce the intended outputs.

A common problem in project design is again over-specification of inputs while at the same time the description of objectives and outputs is not specific enough.

The description should provide sufficient basis for judging the appropriateness of the inputs to the project. More detailed descriptions of inputs should be done during the detailed planning of the project.

Once inputs are described, ensure that

1. The inputs can be related directly to the specified activities

2. The inputs are necessary and sufficient conditions to undertake the planned activities

3. The level of detail is adequate but limited to comprehensibility

4. The inputs are precisely and verifiably defined (quantity, quality, cost)

5. The resources are appropriate for the situation in the partner country, in terms of organization, gender, culture, technology, environment, etc.

4.7 ASSUMPTIONS

Assumptions are the events, conditions or decisions which are necessary for the project success, but which are largely or completely beyond the control of project management (external factors).

Once assumptions have been formulated, ensure that

1. They are formulated as desirable, positive conditions

2. They are linked to the correct project level

3. Assumptions which are not important are not included

4. Assumptions which are very likely to occur are not included

5. If there are assumptions which are both important and unlikely to occur (killing factors) the project should either be redesigned to avoid them - or abandoned

6. The remaining assumptions are precisely and verifiably defined

4.8 INDICATORS

In the context of LFA, an indicator defines the performance standard to be reached in order to achieve the objective.

How indicators are formulated is explained in section 3.4

Direct indicators reflect changes sought by the project directly (tons produced, acres irrigated, candidates graduated, etc.).

Sometimes it is not possible or economical to measure change directly. In such cases indirect indicators must be used (sixth grade graduates as indicator of literacy; standard of housing, or purchase of bicycles as an indicator of farmer income).

Several indicators are better than one. Single indicators seldom convey a comprehensive picture of change.

In some cases the information necessary to measure the indicators (means of verification) is available from existing sources. In other cases the information must be generated by the project itself, e.g. through surveys, in-depth studies, etc. In either case the means of verification must be reviewed as to: **relevance of the information, accessibility, costs, reliability**.

Indicators are useful only to the extent that the means of verification can be established. Expensive, time-consuming or unreliable indicators must be replaced by other verifiable indicators.

Once indicators have been specified, ensure that

1. They are specific in terms of quantity, quality, time, location and target group

2. The means of verification is available (statistics, observation, records)

3. If not, check that the information can be generated at reasonable cost

4. It is relevant as a measurement of the achievement of objectives

5. The means of verification is reliable and up-to-date

6. The collection, preparation and storage of information is an activity within the project and the necessary inputs for it are specified in the PM

PART III
ANNEXES

1- GLOSSARY OF TERMS AND CONCEPTS USED IN LFA[13]

ACTIVITY	Action taken or work performed within a project in order to transform inputs (funds, materials) into outputs (organizations, buildings).
APPRAISAL	Overall assessment of the relevance, feasibility and sustainability of a project prior to making a decision on whether to undertake it.
ASSUMPTION	Event, condition or decision which is necessary for project success, but which are largely or completely beyond the control of project management
BENEFICIARIES	The direct (or intended) beneficiaries (target group) plus the indirect beneficiaries of a project
OVERALL OBJECTIVE (GOAL)	The main overall objective that the project is meant to contribute to in the long run, and which explains the reason why it is implemented
EFFECTIVENESS	A measure of the extent to which a project or programme is successful in achieving its objectives.
EFFICIENCY	A measure of the "productivity" of the implementation process – how economically inputs are converted into outputs
EVALUATION	A systematic and independent examination of a project in order to determine its efficiency, effectiveness, impact, sustainability and the relevance of its objectives.
PURPOSE	The immediate reason for a project. The effect which the project is expected to achieve if completed successfully and on time.
IMPACT	The positive and negative changes produced, direct or indirect, as the result of a programme or project.
INDICATOR	In the context of LFA, an indicator defines the performance standard to be reached in order to achieve an objective.
INPUT	The funds, personnel, materials, etc. of a project which are necessary to produce the intended output
LOGICAL FRAMEWORK APPROACH (LFA)	Management tool which facilitates planning, execution and evaluation of a project. In this context, LFA also means: - a format for presentation to donor and partner authorities: project ideas, pre-appraisal reports, project documents, progress reports, etc. - a summary of the project in the form of a matrix that remains valid during project implementation but can be modified - a sequence of analytical tools which is used in an external/internal woorkshop situation
MONITORING	Continuous or periodic surveillance of the physical implementation of a project to ensure that inputs, activities, outputs and external factors are proceeding according to plan.
OUTPUT (RESULTAT)	The results that can be guaranteed by the project as a consequence of its activities
PROGRAMME	A group of related projects or services directed toward the attainment of specific (usually similar or related) objectives.
PROJECT	A set of planned undertaking/activities designed to achieve certain specific objectives within a given budget and a specified period of time.

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[13] Source : The Logical Framework Approach – NORAD -1999

PROJECT MATRIX (PM)	A summary of project design which identifies the key elements, external factors and expected consequences of completing the project successfully.
RELEVANCE	The degree to which the rationale and objectives of a project are, or remain, pertinent, significant and worthwhile, in relation to the identified priority needs and concerns.
SUSTAINABILITY	The extent to which partner country institutions will continue to pursue the objective after project assistance is over.
TARGET GROUP	(Direct beneficiaries). The specific group for whose benefit the project or programme is undertaken; closely related to impact and relevance.

2- LFA WORKSHOPS

The LFA workshop is a major instrument for project planning and analysis. It can be organized in different ways.

In its simplest form it can be a brief, internal exercise carried out at an early stage in order to decide whether or not to continue planning the project. Or it can be more extensive, depending upon whether the project is new or ongoing; a simple, limited concept or a complex integrated one, etc.

The more extensive LFA workshop would typically last from 6 to 12 days, and be carried out with participants from all parties involved (up to 25 participants),in order to prepare the actual project design.

An extensive LFA workshop would typically consist of representatives at national, regional and local level, affected/involved organizations and institutions, relevant specialists and the donor agency.

This is because future cooperation is likely to be smoother and more productive if all those involved have developed the project design jointly and have agreed on the objectives.

Representatives of the intended beneficiaries should be involved, either directly in the workshop, or indirectly through simplified workshops using adapted communication means, where they can express their opinions and priorities.

The workshop should be facilitated by an LFA specialist. The facilitator/ moderator should preferably be independent both of the donor agency and the partner government.

An LFA workshop focuses on key aspects of a complex existing situation. The comprehensiveness of the planning exercise will be determined by the amount of information available, the complexity of the problems to be handled and the number and capability of the participants

The point of departure for the LFA workshop should be a paper describing current problems in the project area, e.g. a pre-feasibility study or information compiled specifically for this purpose.

Such information should be available to the participants before the LFA workshop is organized.

Relevant information on the various interest groups, their needs, sociocultural situation, etc., should also be available.

THE VISUALIZATION TECHNIQUE

Visualization is used in the LFA workshop to make thinking, discussion and work processes as efficient as possible. The visualisation technique makes extensive use of coloured cards to display and analyze opinions.

The main principle is that all contributions made by the workshop participants should immediately be written down on cards and pinned to the wall for everybody to see. In this way discussions are rationalized and deepened, the results are gradually improved.

Ten practical rules concerning the visualization technique are:
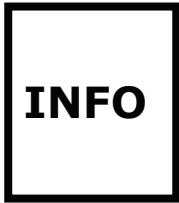
1. Be positive: formulate all suggestions on the cards and avoid time consuming arguments.

2. Only one statement per card, clearly written, and brief.

3. Word the message clearly and distinctly: Stick to facts, avoid speculation or stereotypes and unclear abbreviations.

4. The moderator helps the participants organize their suggestions – the cards, and chairs the discussions.

5. A moderator's involvement in discussions should be limited to aspects of LFA methodology. The moderator should refrain from getting involved in substantive discussion.

6. Cards with general statements should be replaced by several more specific cards.

7. Statements can be changed or moved temporarily, by the moderator, when requested by the participants

8. Statements can be changed or moved permanently only when all the participants agree (consensus).

9. If discussions become lengthy or unproductive, they should be (temporarily) discontinued by applying the "traffic signs" on the opposite page. The team should then proceed with other aspects of the problem.

10.Lines indicating causal relationships should not be drawn until the end of the session.

EXAMPLES OF SIGNS FOR LFA WORKSHOPS
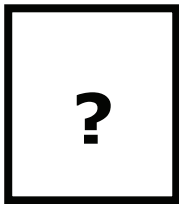
?	Need for further clarification at a later stage
INFO	More information is needed
⚡	Disagreement, conflict, contro-versial issue
STOP	Discussion discontinued
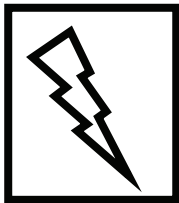
Source: The Logical Framework Approach – 4th Edition- NORAD -1999

3- LOGICAL FRAMEWORK MATRIX IN STANDARD FORMAT

Programme/project name		Total budget :
Overall objective	**Objectively verifiable indicators**	**Sources of Verification**	

	Objectively verifiable indicators	**Sources of Verification**	**Assumptions**
Overall objective *Project importance to society in terms of the long-term benefits to beneficiaries and the wider benefits to other groups.* *Is not to be achieved by the project alone*	Show whether or not objectives/purpose/results/activities have been achieved at each level of the logframe hierarchy and at defined times. Provide the basis for designing an appropriate evaluation and monitoring system.	Sources of information, Means and methods used to collect and report indicators including who and when/how frequently) and made available for the evaluation of the project's performances	
Project purpose *Central specific objective(s) of the project in terms of sustainable benefits to be delivered to the project's beneficiaries.*	**Objectively verifiable indicators** At this level, should include appropriate details of quantity, quality and time. *Helps answer the question:* *'How will we know if the purpose has been achieved'?*	**Sources of Verification** Idem as above mentioned	**Assumptions** External factors, outside project management's control, that may impact on the purpose-objective linkage and affect the progress or success of the project. *What external conditions must be met so that the results reached the purpose ?*
Results *Tangible products/services delivered, what the project's managers are responsible for achieving by the project's completion date.*	**Objectively verifiable indicators** At this level, should include appropriate details of quantity, quality and time. *Helps answer the question :* *'How will we know if the results have been delivered'?*	**Sources of Verification** Idem as above mentioned	**Assumptions** External factors, outside project management's control, that may impact on the on the result-purpose linkage *What external conditions/factors must be met to obtain the expected results on schedule ?*
Activities Specific tasks (work programme) to be undertaken during the project's lifetime in order to obtain results. (sometimes optional within the matrix itself)	**Means** Sometimes as a summary of resources/means is to be provided *Indicate what are the inputs required, main resources to be applied eg: technical assistance, personnel, equipment, training, studies, supplies, operational facilities,*	**Costs** Sometimes as a summary of cost and budget is to be provided *What are the means/actions costs, breakdown of the budget*	**Assumptions** External factors, outside project management's control, that may impact on the on the activity- result linkage *What external conditions/factors must be met for the activities to be implemented successfully and reach the results.*
			(5) **Preconditions** *requirements to be met before the project can start -* (sometimes optional within the matrix itself)

4- EXAMPLE OF LOGFRAME: CAPACITY BUILDING OF THE MINISTRY OF AGRICULTURE AND WATER MANAGEMENT AND SUPPORT TO RURAL ECONOMIC DEVELOPMENT

Logical Framework Analysis : **Capacity building of the Ministry of Agriculture and Water Management and support to rural economic development**

Wider objective	Measurable indicators	Means of verification	Assumptions
To facilitate the restructuring of the agricultural, food and rural sectors through implementation of reformed agricultural and rural policies to stimulate income growth, poverty alleviation and the improvement of living standards in rural areas.	• Policy reforms implemented • Agricultural and Rural incomes • Poverty statistics • Agricultural and food sector contribution to GDP (in absolute real terms)	• National Statistics • Poverty and environmental studies / reports	

Specific objectives	Measurable indicators	Means of verification	Assumptions
• To develop a modern and efficient Ministry of Agriculture and Water Management that is able to formulate, implement, monitor and evaluate agricultural and integrated rural development policy. • To implement reformed agricultural, food, trade and rural policy mechanisms that support the restructuring of the agri-food and rural economies, prepare for WTO membership and harmonisation with the provisions and procedures of the acquis communautaire.	• Legislative and administrative instruments issued by MAWM • Reformed policies put in place	• Official Gazette • Budget • Rule Books	• Macroeconomic Stability • Continued disinflation • Increased exchange rate stability • Improved financial sector intermediation • Increased ability of banking sector to lend to agriculture and rural businesses • Plant and animal health protected

Expected Results	Measurable indicators	Means of verification	Assumptions

Results	Indicators	Means of verification	Assumptions
1. Ministry of Agriculture and Water Management restructured and modern public-sector management and policy implementation procedures introduced. 2. Sustainable policy and economic analysis and strategic planning capacity established within the Ministry of Agriculture and Water Management. 3. Rural development programming and monitoring capacity established within MAWM. 4. Rural Development Agency established and operational. 5. Rural development programme implemented in South-Eastern Serbia.	• Restructuring plan for MAWM adopted and implemented • Sufficient personnel and operational budget allocated to central MAWM • Implementation of sound public management procedures in MAWM • Staffing and provision of operational budget for a rural development programming and monitoring function within MAWE • Rural development plans • Monitoring indicators set in rural development plans	• Organisational structure of MAWM • Budget and staffing of MAWM • Internal management procedures (manuals, protocols, etc.) • Job / unit descriptions • Appraisal, monitoring and evaluation reports of policies implemented	• Continued political support for reform and restructuring of both MAWM and the agricultural and rural sectors

Activities	Means/Inputs	Means of verification & Costs	Assumptions

1. Support to the restructuring, development and management of MAWM
• Review of staffing and functions of MAWM including all subordinated bodies (taking into account the restructuring of the veterinary and phytosanitary inspectorates to be supported under the 2003 programme) and preparation of comprehensive proposals for the adjustment of the "systematisation" (restructuring following the establishment of the State Union) of MAWM and all subordinated bodies.
• Preparation of internal management procedures for MAWM (including internal finance and audit, human resource management, internal communications
	Means:
	
	Activities Groups 1 and 2
	
	Institutional Building (preferably Twinning) including:
	• Project Leader (PL)
	• Stabilisation Advisor (SA)
	• Short-/Medium-Term Experts to provide support with:
	  o Reviewing current procedures and organisation,
	  o Training,
	  o On-the-Job support,
	  o Study-tours,
	  o Provision of advice and recommendations.
		Twinning Grant Agreement (covers activity groups 1 and 2)
		• Quarterly Reports
		• ST and MT Expert Mission Reports
		• Reviews and recommendations produced.
		• Procedure manuals.
		• Strategy Documents
		• Software systems
		• Training documentation.
		• Reports and recommendations following Study-Tour(s)
		• Steering Committee Meetings
			• Motivation and willingness across MAWM to participate in the upgrading of the structure and operation of MAWM.
			• Necessary legislative actions can be taken without delay.
			• Trained public servants remain within the MAWM.
			• Senior MAWM staff member (Assistant Minister level) able to allocate sufficient time and ensure direct access of MS PL and SA to ensure appropriate project implementation

		and that recommendations are acted upon. • MAWM will allocate resources (staff time and associated operational costs) to the implementation of the Twinning.
information management, information technology, institutional planning). • Review and recommendations on the financial management (including audit and anti-fraud requirements), organisation of and procedures for implementing agricultural and rural policy mechanisms. • Support to the legal and technical services of MAWM for the drafting of required legislation and its harmonisation with the acquis communautaire. • Support to the adjustment of legal requirements and administrative procedures to improve the business environment. • Support for the preparation and implementation of an external communications strategy. • Preparation of technical specifications, tender documents and assistance to the procurement of Information and Communication Technology and sundry related equipment for MAWM.	o Systems analysis and design. o Provide training in computer skills to a wide range of MAWM staff. • MAWM inputs to project implementation to be precisely defined in Twinning Grant Agreement. Supplies: • Supply of Information and communication technology and related equipment for the establishment of an intranet within MAWM.	Twinning Budget: €1.8 million <u>Supplies, works, services for intranet establishment:</u> Services for technical specification of hardware and software for intranet, support to procurement, implementation of software solution for intranet (operation, databases, etc.) and monitoring of supply contract Equipment and Software supply. Minor works for establishment of server / network. Budget €0.7 million

Activities	Outputs	Assumptions
2. Upgrading of the analysis and strategic planning capacity in MAWM • The implementation of improved collection, processing, storage and dissemination of agricultural data and statistics. • Support to the development of an economic, policy and regulatory analysis unit within MAWM to be a source of best practice on agricultural and rural policy analysis, appraisal, monitoring and evaluation. • Support to the establishment of a strategic planning capacity within MAWM and specific assistance in the preparation of strategic frameworks in the fields of veterinary, phytosanitary, and agri-environmental affairs. • Review of and recommendations on actions to support the establishment of a Foreign Direct Investment friendly business environment in the agricultural and rural sectors.	See above • Procedures for agricultural statistics and data collection defined. • Improved agricultural statistics / data collected. • Information system for storing agricultural statistics / data. • Statistical and information reports disseminated and used for analysis, appraisal and monitoring. • Economic and policy analyses, appraisals and evaluations conducted. • Strategic plans prepared. • Review of business environment completed, actions to improve FDI environment identified and acted upon by MAWM.	See above together with: • Staff hired for / appointed to policy analysis and strategic planning section of MAWM; operational budget allocated. • MAWM willing to respond to the analyses prepared and to implement policy recommendations and strategies.
3. Support to the establishment of a rural policy programming capacity within MAWM including: o advice and recommendations on the organisation of rural development planning and monitoring within MAWM, o support for the establishment of partnership procedures with other Ministry and social and economic partners (stakeholders), o training on participatory rural development programming Technical assistance for the	Institutional Building including: • Senior Advisory support • Training (workshops / seminars), • On-the-Job support, • Study-tours, • Provision of advice and recommendations, • Systems analysis and design.	• Project reports • Steering Committee meetings • Training materials. • Procedures manuals / documentation. • Ex-Ante Evaluation Report of Rural Development Plan. • Computer system for the monitoring of the implementation of the rural development plan with baseline indicators. • Staff hired for / appointed to rural development programming / monitoring section of MAWM; operational budget allocated.

techniques, o assistance with the preparation of a rural development plans for South-Eastern Serbia; o assistance with the establishment of monitoring and evaluation systems for rural development (baseline monitoring indicators, independent ex-ante evaluation of the rural development plan, preparation of computerised monitoring systems and the preparation of evaluation procedures). **4. Support to the establishment of a Rural Development Agency in Serbia.** • Assistance in the establishment of a rural development agency (RDA) for the approval of project proposals, the execution of payments, the accounting for payments and technical controls, including o Advice and recommendations on the organisational structure, operation and management of the RDA; o Assistance with the preparation on procedure manuals for the RDA, o Assistance with the preparation of computer systems, o Training in systems operation and procedures, • The independent audit of the integrity of the procedures and systems of the RDA.	periodic auditing of the Rural Development Agency. Budget: Euro 2.5 million for establishment of programming capacity and support for the establishment of the Rural Development Agency.	• Legislation on the establishment of the Rural Development Agency adopted. • Sufficient funding for staffing and operational costs of RDA allocated within the budget.

5. Implementation of rural development programme in South-Eastern Serbia.	• Co-financing for approved projects.	Project portfolio	• RDA Established.
• Grant-Aid support for rural development actions programmed.		Budget for Rural Development projects:	• Rural Development Programming and Monitoring Section established within MAWM.
		• Euro 3 million	

5- EXAMPLE OF LOGFRAME : STRENGTHENING OF THE INSTITUTE OF PUBLIC HEALTH LABORATORY SERVICES IN SERBIA

Project title: Strengthening the Services of Public Health Laboratories in Serbia

Overall objective	Measurable indicators	Means of verification	Assumptions
The overall project objective is to contribute to the improvement of the health of the population in Serbia through sustainable strengthening of Public Health Laboratory Services with regard to quality, reliability and cost-effectiveness.	• Population health improvement • Legal framework revised • Quality systems in place • Realistic budget-plans for the IPH laboratories	• Official gazette (changes to legal framework) • Policy statements • Project reports • Annual reports of the Reference laboratories and coordination Institution • Reports of MoH • Performance management analysis and patient survey	• Consistent approach to Health Policy in Serbia and Government remains committed to health system reform. • Government agrees common approach to the substance of legal and organizational reform. • Willingness of MoH, MoA and HIF to integrate key planning and management approaches / processes in common strategies. • Information on current situation made available by MoH

Specific objectives	Measurable indicators	Means of verification	Assumptions
Achieve reliable and comparable quality of laboratory services through the implementation of a National Laboratory Referral System[14]. The IPH service capacity and quality has been strengthened	• Referral laboratory system implementation plan adopted by the IPH network and by the MoH. • New legal initiatives have been proposed • Monitoring of the IPH services performed by MoH in accordance with EU and National standards • There is a substantial increase in the quality of work performed • Training and education have been provided for staff members	• Official gazette (changes to legal framework) • Final report • Ministry internal reports • Updated assessment of the laboratory services, facilities, financing and human resources	• Effective cooperation with MoH and other institutions • Information on current situation made available by MoH • Willingness of institutions to make changes • Training tender activities/funds provided on time • Staff available for training, adequate professional background
Achieve cost-effective IPH laboratory services, through strategic upgrading of laboratory management, know-how and equipment, and improvement of communication and collaboration between Public Health Institute laboratories	• The IPH service capacity and quality has been strengthened and the procured equipment has been installed and is functioning. • Organizational structure, relationships and responsibilities for the IPH laboratory network improved	• Consensus conference regarding the services of the IPH laboratory network • Final report • Ministry internal reports	• Equipment procured in time; adequate resources for operation. • Willingness of management and personnel to make changes
Optimize use of Public Health Laboratory Services by supporting communication and collaboration with clients (patients, doctors in primary health care, authorities, and industries).	• A document specifying the requirements for Serbian-specific LIMS has been issued • The IPH reporting capacity has been strengthened • IPH data management has been improved	• Availability of a policy document about LIMS • Completion of monthly reports from IPH (at least 80%) • Simplification and improvement of data and paper management within	• Sufficient IT capabilities for programming and LIMS implementing • Minimum equipment available

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[14] In agreement with beneficiaries, it has been decided to broaden the concept of "reference laboratory" to the concept of "referral laboratory system". See part XXX for details

Improve the image of the Public Health Institute Laboratories, through improved information and visual support to clients (authorities, private enterprises and the public).	• Survey about public image has been conducted • Produced promotion material • Training and education have been provided to IPH PR staff • Template website and adequate training has been provided to IPHs	IPHs • Availability of printed[15] analysis reports for patients in all structures for all type of analysis • Information from local population, authorities, private enterprises and municipalities	• Training tender activities/funds provided on time • Willingness of IPH direction and PR staff to make changes

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[15] In opposition to hand-written reports

Results	Measurable indicators	Means of verification	Assumptions
A National Public Health Referral laboratory system in function, with a 1 year, and 5 year activity plan.	• Planned activities and outputs have been achieved • Operational connections among the IPH network completed	• At least 80% of first year activities and outputs have been achieved, once IPH network structure officially adopted by MoH	• Effective cooperation between MoH, the project and all other major actors and stakeholders • Agreement within MoH on organizational improvements • Project progress according to schedule • Agreement on legislation modification; completion of legislative procedure in time
Measurable, improved and adequate quality of data for all laboratory services	• Agreed specifications of quality requirements • Improved methods aligned with international and EU standards • Laboratories certified or accredited • Results of internal and external quality control (proficiency tests)	• Review of assessment reports and their improvement within the time • Number of laboratories participating to regular PT schemes • Unification of analytical methods within the network	• ATSCG accreditation system increased links with international systems • ISO 15189 (clinical laboratories) officially accepted and recognized by MoH • Willingness of IPH staff to unify and change their analytical procedures
Legislation for nomination, assessment and monitoring of reference laboratories improved and aligned with the international laboratory accreditation system	• Monitoring of the IPH services performed by MoH/network coordination in accordance with EU and National standards	• Official gazette (changes to legal framework) • Availability of monitoring policy and plan • MoH/ network coordination internal reports	• Agreement on legislation modification; completion of legislative procedure in time • Willingness of reference laboratories to go through regular monitoring • Agreement within MoH on organizational improvements
International cooperation achieved	• International links to other national reference laboratory networks • Contacts with other International Laboratories for very rare analysis not performed in Serbia • Access to International Laboratory Information, through lectures, the Internet & manuals for most of IPH senior staff	• International links documented through visit and meeting reports • List of rare analysis to be sent abroad, with contact names and procedures • Number of relevant documentation translated into Serbian • Database of documentation	• Willingness of other reference international laboratory networks to liaise with national network • Sufficient number of local consultancy days to be allocated to translation activities • Training tender activities/funds provided on time

Objective	Indicators	Assumptions
	• provided to IPH • Number of participants to international events	
Cost-effectiveness of IPHs improved • Participation in study tours, international work-shops and conferences • Decrease of the overall cost per analysis • Increase reimbursement of IPHs by HIF • Decrease overlaps between stakeholders • Standardization of techniques and economy of scale • Optimization of data and paper management, allowing a smaller number of clerical staff	• Health economy survey • Reimbursement pricelist from HIF • Clear policy for separating tasks and activities between stakeholders	• Adequate personnel and financial resources for operation • Willingness of IPH direction to optimize management • Willingness of HIF to increase/revise reimbursement pricelist
Use of laboratory data improved • A document specifying the requirements for Serbian-specific LIMS has been issued • The IPH reporting capacity has been strengthened • IPH data management has been improved	• Availability of a policy document about LIMS • Completion of monthly reports from IPH (at least 80%) • Simplification and improvement of data and paper management within IPHs • Availability of printed[16] analysis reports for patients in all structures for all type of analysis	• Sufficient IT capabilities for programming and implementing LIMS • Minimum equipment available
Improved image and public relations of IPH laboratories • Regular communication (websites, reports, assessments, newsletters) with clients • Positive view on the performance and capability of the IPH laboratories	• Availability of communication material (leaflets) and means (website) • Questionnaires to other data users (authorities, patients, doctors, private enterprises, inspectors) • Reports from MoH/network coordination • Increase of the frequentation of IPHs	

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[16] In opposition to hand-written reports

Activities

Activities have been sorted out in area of work, as agreed between the project and the beneficiaries, i.e. sorted out in 7 categories (management of the project is not included)

Reminder about areas of work:

1. Quality assurance
2. Organization, referral system & networking
3. Laboratory specific activities
4. Data management
5. Communication
6. Finances and cost effectiveness
7. Project management & monitoring
8. Procurement (not detailed, as only concerns the relaunch of the initial tender)

Activities	Measurable indicators	Means of verification	Assumptions
1- Initial activities			
Tender issues	• Equipment tender granted • Training tender #1 granted	• EAR and beneficiaries	• No delay in tender processing by the project and by EAR • Interest of the market for these tenders
National staff recruitment	• 2 junior staff recruited	• Contract of work	• ToRs hard to fulfill
Steering committee (SC) issues	• SC reports	• Eptisa's archives	• Regular availability of SC members and possible invitees
Working groups (WG) creation (6)	• Certificate of creation, list of members and ToRs for each group	• Eptisa's archives	• Interest of IPH staff to participate in programme management
Working group animation	• Regular activity reports	• Eptisa's archives	• Regular availability of WG members
Training of WG members[17] in Belgrade	• Number of WG members trained	• Certificate of attendance + curricula of the training	• Interest of IPH staff to participate in training for programme management

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[17] One of the beneficiaries specific wish

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2-Quality Assurance activities

Activities[18]	Measurable indicators	Means of verification	Assumptions
Clinical microbiology (CM) issues	• Official recognition of ISO 15189 in Serbia • Number of person trained for QA • Checklist for CM developed • Availability of the ISO 15189 in JUAT panel of accreditation	• Official journals • Certificate of attendance • Reports on checklist use • JUAT website	• Willingness of MoH to recognize ISO 15189 • Willingness of IPHs to move towards ISO 15189 accreditation • Capacity of JUAT to broaden its accreditation panel
Proficiency testing issues			
International PT activities	• Number of international schemes organized in Serbia • Corrective actions undertaken by IPHs following these schemes	• Certificate of participation • Documented corrective actions	• Willingness of IPHs to participate in International PT schemes • Willingness of IPHs to implement corrective actions
National PT unit	• Availability of equipment for both national PT units • Number of schemes organized • Number of staff internationally trained for PT schemes preparation • Availability of PT policies & procedures • Number of persons attending international meetings on PT • Number of international specialists attending the Serbian meeting on PT	• National PT units are functioning • Certificate of participation to programmes & meetings • Curricula of the international training + certificate of attendance	• Interest and motivation to develop a national PT unit • Lack of recognition of the needs to develop national policies and procedures • No funds allocated to pay for International PT experts to attend the national meeting
Strengthen JUAT agency	• Documented visits of international accreditation agencies to Serbia • Number of persons attending international meetings on accreditation • International recognition of JUAT	• Visits reports • Certificate of participation to meetings • Certificate of international recognition	• Political instability in Serbia considered as the biggest impediment to JUAT international recognition • Amount of money available in the training tender covering international study tours

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[18] In agreement with beneficiaries and due to lots of overlaps between the various components included in the initial ToRs, it has been decided to rearrange ToRs by area of activities in order to plan activities in an easiest way. Nevertheless, each area of activity is linked to ToRs, and all of them are being covered by this new structure

3- Referral system & networking

Activities	Measurable indicators	Means of verification	Assumptions
	• List of the number of reference laboratories needed • Availability of ToRs for each different reference laboratory • Availability of a selection policy • Document specifying task distribution between stakeholders	• Eptisa's archives • Official journals • MoH & MoA archives • Certificate of attendance + curricula of the training	• Agreement of all IPH Directors for opened tenders • Agreement between ministries • Lack of dedicated funds planed for referral activities
Referral system organization	• Availability of a referral system policy in Serbia, including the refinement of roles & missions for IPHs and Batut • Number of IPH staff trained for tendering preparation • Availability of a costing tool for reference activities budget • Official nomination of reference laboratories	• Detailed and harmonized budgets for referral activities	• Involvement of IPHs directors in the tendering process • Difficulties in updating Batut's roles in ref. activities
Strengthening reference laboratories	• Number of persons participating in study tours to European reference laboratories • Number of person participating to International meetings • Membership of European reference networks	• Certification of attendance • Certificate of participation to meetings • Invitations to international meetings	• Interest of IPH staff • Lack of funds for all study tours
Sample transportation	• Availability of a national policy on sample transportation	• Official journals • Network coordination archives	• Lack of funds to comply with International regulations
Standardization of analytical techniques	• Availability of national policy on analytical standardization • Number of laboratories using these unified techniques	• Official journals • Laboratory reports	• Realistic analytical procedures
Reinforcement of Republican IPH	• Availability of a coordination policy • Availability of a supervision strategy • Availability of 5-years plan of action • Number of people attending study tours abroad	• Batut's archives • Supervision reports • Certification of attendance	• Lack of leadership • Conflict of interest between IPHs
Budgetary issues of the referral network	• Availability of referral specific funds	• Referral activities performed	• Willingness of MoH & HIF to fund referral activities

Linkage of the network in revised IHR regulations	• Organization of an IHR-related conference • Availability of an IHR-related document for IPHs	• Conference agenda • Eptisa's archives	• Interest of MoH & IPHs in IHR reform

Activities	Measurable indicators	Means of verification	Assumptions
4- Laboratory technical activities			
Laboratory documentation	• Availability of newly translated documentation • Availability of Eptisa's database in IPHs • Availability of documentation provided by international ref labs	• Translated documents • Eptisa's email logbook	• Willingness of International ref labs to provide documentation • Funds availability for translation
Improve AST techniques	• Availability of translated books on AST • Number of persons trained on AST performance • Number of persons trained on AST interpretation • Number of persons trained on WHOnet software • Availability of a national policy on AST • Training session organized by ECCMID	• Translated book • Certification of attendance • Medical journals • WHOnet-generated reports • ECCMID report	• Interest of IPH staff in upgrading AST techniques & interpretation • Willingness of ECCMID to provide trainings in Serbia
Improve staff knowledge on biostatistics	• Availability of a statistical QA guideline • Number of persons trained in biostatistics • Number of persons trained in QA related software	• Guideline • Certification of attendance	• Interest of IPH staff in upgrading knowledge in biostatistics and statistical QA
Improve biosafety related level	• Availability of a biosafety guideline • Number of persons trained in biosafety • Availability of safety procedures	• Guideline • Certification of attendance • Procedures availability	• Interest of IPH staff in upgrading knowledge in biosafety
Other relevant trainings (money related)	• Up on request from beneficiaries	• /	• Sufficient money in the training tender
Distance learning (DL) activities	• Organization of a conference on DL • Availability of a national consensus on DL • Availability of DL training modules	• Agenda of the conference • Eptisa's archives • Number of persons trained through DL	• Interest of MoH and IPHs seniors on DL techniques implementation

5- Data management

Activities	Measurable indicators	Means of verification	Assumptions
LIMS issues	• Availability of Serbian LIMS requirement guideline • Availability of a drafted confidentiality policy	• Guideline available in each IPH • MoH archives	• Willingness of MoH to develop a confidentiality policy • Intense collaboration with EAR funded HIS project
Data standardization	• Unified sample numbering system used • Harmonized laboratory forms used • Harmonized data reported to Batut	• IPHs logbooks and LIMS • IPH reception room (forms) • Batut's information system	• Willingness of IPHs to change, standardized and upgrade data management • Batut's capacities to receive and manage data
Data exchange issues	• Availability of data exchange guideline and protocols • Number of electronic data	• Guideline available in each IPH • Reception module of data available in Batut	• Batut's capacities to receive and manage data
Optimization of paper and data management	• Availability of a report about current use of paper and data management • Simplified procedures in paper and data management within IPHs	• Report available in each IPHs • Quality Assurance manual in each IPH	• Willingness of IPHs to change, standardized and upgrade data management
Electronic tools for QA management	• Number of persons trained on electronic QA tools	• IPH QA management logbook	• Willingness of IPHs to upgrade QA management

Activities	Measurable indicators	Means of verification	Assumptions
6- Communication issues			
Targeted to the project itself	• Availability of slogan & posters • Availability of "one pagers" about the project • Availability of monthly electronic newsletter • Availability of project website • Number of organized press conferences • Availability of mid-term review of the communication tasks	• Slogan • Posters • Eptisa's archive • Project website • Agenda of the conferences	• Interest of media
Targeted to IPHs			
Survey public image of IPHs	• Availability of customer surveys on service	• Eptisa's archive	• Willingness of customers
Training of IPHs staff	• Availability of PR specific training curricula • Number of persons trained in elementary PR skills • Number of persons trained on relations with media and visits • Number of persons trained on relations with general public • Number of persons trained on crises management • Number of persons participating in proficiency testing • Availability of pilot project on distance learning	• Eptisa's archive • Certificate of attendance + curricula of the training • Certificate of participation	• Interest of IPH staff in upgrading knowledge in communication
Improve Batut IPH specific image	• Availability of questionnaire for IPHs about expectations from Batut • Availability of publication on cooperative effects • Availability of Batut's results and achievements	• Eptisa's archive • Batut's archive	• Willingness of Batut to improve specific image
IPHs website or Health Portal	• Availability of website portal for IPHs • Number of persons trained on the use of the CMS	• Website of IPH • Certificate of attendance + curricula of the training	• Low level of computerization of IPHs • Interest of IPH staff in upgrading knowledge on the use

	Measurable indicators	Means of verification	Assumptions
			of CMS
Study tours in PR	• Number of persons attending study tours abroad	• Certificate of attendance	• Interest of IPH staff in upgrading knowledge on the use of CMS • Amount of money available in the training tender covering international study tours
IPHs PR support	• Fulfillment of IPH requests	• IPHs archive • Eptisa's archive	• Clear requests of IPHs

Activities	**Measurable indicators**	**Means of verification**	**Assumptions**
7- Finance & cost effectiveness			
Links with HIF and MoH	• Availability of a revised pricelist • Specific financial measures for accredited laboratories	• HIF • Official journals	• Lack of dedicated funds in HIF budgetary term to include these expenses
Decrease of overlaps	• Agreement between ministries • Availability of a document specifying packages of analysis by level	• MoH & MoA archives • Network coordination archives	• Document specifying task distribution between stakeholders • Reluctance of IPHs and other labs to comply to the analysis package by level
Other money saving issues	• Decrease of the ratio #staff per samples • *[see part on electronic tools for QA]*	• Laboratory assessments • *[see part on electronic tools for QA]*	• Willingness of IPHs to decrease the number of non essential staff • *[see part on electronic tools for QA]*
Health economy surveys	• Report of first survey (2006) • Report of second survey (2008) • Comparison report (2008)	• Eptisa's archives	• Impact of the project on cost efficiency

6- RISK ANALYSIS STEP BY STEP

The risks, identified by a project group and other stakeholders, should be analysed one by one as shown below.

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1. Will this factor/risk affect the implementation of the project or make the objectives unachievable?
Yes = Continue   No = Ignore

2. Is it possible that the identified obstacle/risk will occur?
Yes = Continue   Perhaps = Continue   No = Ignore

3. Will anyone outside the project deal with the obstacle/risk?
No = Continue   Perhaps = Continue   Yes = Ignore

4. Can project management deal with the obstacle/risk?

If the answer to question no. 4 is:
YES = then…the project group has to allocate resources and integrate activities in the plan in order to avoid the risk

NO = then…The project group has to monitor the obstacle carefully since the obstacle can be a killing factor and

NO = then…The project group needs to plan alternative strategies for implementation in order to avoid the obstacle (The project group has to make a risk management plan)

Source: The Logical Framework Approach, a summary of the theory behind the LFA method",
Kari Örtengren – SIDA - January 2004.

7- LOGICAL QUESTION LIST (CHECK UP LIST)

This list of questions is extracted from "The Logical Framework Approach, a summary of the theory behind the LFA method", Kari Örtengren – SIDA - January 2004

A project outline or project description, which has been elaborated by the recipient, should elucidate the answers to the following questions. The use of the question list should not be regarded as a formal exercise, but as a way to inspire logical analysis. The questions – or those which are relevant to the issue – should be applied flexibly and with common sense. The questions are based on the Logical Framework Approach (LFA) method.

0. Background: Country and Sector

0.1What are the country's basic development problems? (cf. the country's development policy, Sida's country analysis and country strategy). Is the proposed project relevant in this context?

0.2What are the problems in the particular sector? (cf the country'ssector policy, any available sector analyses, results reports and results analyses)

1. Analysis of Participants/Stakeholders

1.1 Which agencies, organisations, groups and people will influence/be influenced by the project, directly or indirectly? Define their roles in relation to each other.

1.2 Describe the target group (sex, age, income, work situation, etc) and analyse effects on different parts of the target group.

1.3 In what way does the target group participate in the planning, implementationand follow-up of the project? To what extent does the project group own the project?

1.4 How will the effects of the project help/hinder weak/poor people or groups?

1.5 How are men and women each affected by the project?

1.6 Can any groups be affected negatively?

2. Problem Analysis

2.1 What does the problem (or problems) in question consist of ? Why is a project needed? (It is necessary to reach a common definition of the main problem together with the participants in the discussion.) The problem or problems should be defined with regard to the project's proposed target group and not only defined at the macro level.

2.2 What are the causes and the effects of the main problem identified by the stakeholders?

2.3 Why is it not possible for the country/target group to solve the problem itself ? Why is development assistance necessary?

2.4 Are there any background studies which have analysed the problem area?

3. Analysis of Objectives

(Stipulate in concrete terms the objectives at different levels: development objectives or sector objectives, project objectives/purpose, results, activities).

The objectives should be specific, attainable, relevant, realistic, limited in time, and preferably measurable.

3.1 What are the development goals in the sector, which this project should help to achieve?

3.2 What is the project's objective/purpose in concrete, realistic and – if possible – measurable terms? (The objective of the project shall be to remove the causes of the main problem, which has been identified.)

3.3 What effects is the project expected to give rise to, in relation to its development objectives? Why is the planned project important for the target group, the region, the country?

3.4 What is the project's relationship with other development efforts being made in the sector?

3.5 What concrete results should the activities lead to? What goods or services are the project expected to supply to the target group?

3.6 Does the sum of the outputs/results of the project lead to the fulfilment of the project objective?

4. Internal and External Risk Factors

4.1 What factors, or conflicts of interest – both internal and external –can prevent, make it difficult, or delay the implementation of the project?

4.2 Assess the external risks (conflicts or other disruptive factors) and the extent to which they are likely to affect the project. What can be done about them?

4.3 Is there any decisive factor which is a precondition for the success of the project? What are the plans of the partner country to deal with any such factors?

4.4 What negative side-effects can the project bring about?

4.4 Have alternative strategies been considered to reach the planned project objective/purpose and to avoid the risks? (a risk management plan)

5. Project Organisation and Implementation

5.1 What resources (human, financial and material) have been allocated at activity level to guarantee that the project can be implemented?

5.2 What is the situation in respect of organisational capacity and institutional capacity, including administrative and managerial skills and capacity?

5.3 Has the division of roles and responsibilities between the parties been clearly defined?

5.4 Will the target group be trained in the operation and management of the project activities?

5.5 What other projects are being implemented by the Government, non-governmental organisations and other donors in the same sector?

Is there any danger of duplication or conflict?

Time Schedule

5.6 Have specific dates been determined for the planned start and completion of each activity?

5.7 Is there a specific date and a plan for the phasing-out of the project?

Budget and Financing

5.8 Is the budget for the project and its activities realistic and comprehensive? Does it include local costs? Is it clear who is paying for what?

5.9 How is the recipient country participating in the financing of the project? Are there other donors financing parts of the same project?

5.10 What measures have been planned to finance operation and maintenance costs locally when development assistance has been phased out?

6. Analysis of Preconditions for Economically Sound and Sustainable Development

6.1 Is there a policy and legislation to back up the project?

6.2 Is there sufficient management, personnel and institutional capacity, as well as financial resources, to keep the activity running in the longterm?

6.3 Is the level of technology adapted to the conditions prevailing in the country?

6.4 Has an environmental impact assessment been made?

8- SOURCES

- The Logical Framework Approach, a summary of the theory behind the LFA method", Kari Örtengren – SIDA - January 2004.

- The Logical Framework Approach – 4th Edition - NORAD -1999

- Aid Delivery Methods – Project cycle management guidelines – European Commission – March 2004, http://ec.europa.eu/europeaid/reports/index_en.html

- Examples of project fiches for EU funded project can be found at the following address: http://ec.europa.eu/enlargement/fiche_projet/

- Europaid website: http://ec.europa.eu/europeaid