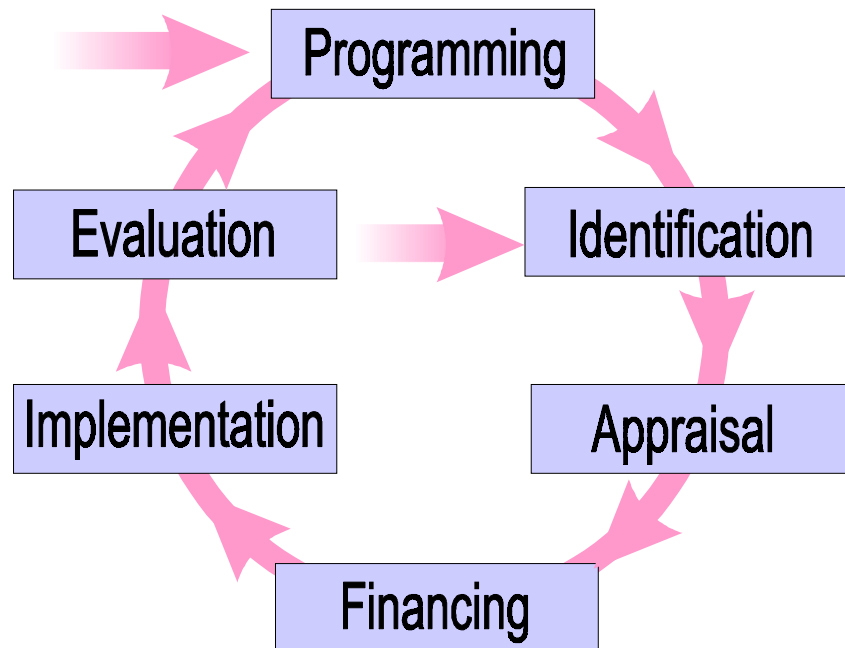




EUROPEAN COMMISSION
EuropeAid Co-operation Office
General Affairs
Evaluation

Manual

Project Cycle Management



March 2001

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Manual Project Cycle Management

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1. INTRODUCTION

In 1992 the Commission adopted “Project Cycle Management” (PCM), a set of project design and management tools based on the Logical Framework method of analysis, which was already widely used by many donors, including several Member States and encouraged by the Development Assistance Committee of the OECD. This manual, which updates the original 1993 version, presents the main features of PCM.

The *objective* of PCM was, and remains, to improve the management of external co-operation actions – projects and programmes of all kinds – by taking better account of essential issues and framework conditions in both designing and implementing projects and programmes:

1. *Clear and realistic objectives for projects and programmes:*

- ⇒ the drawing of a clear distinction between the objectives and the means of achieving them;
- ⇒ a clear and realistic definition of the Project Purpose which must always entail sustainable benefits for the target group(s);
- ⇒ risks and assumptions: major external factors which could significantly affect project success.

2. *“Quality” factors to enhance project benefits in the long run:*

- ⇒ the need for a *rational policy framework*, particularly for sectoral policies, “owned” by the recipient country;
- ⇒ the need to choose *appropriate technologies*, using, for example, locally renewable resources;
- ⇒ the respect for the *socio-cultural* values of the people involved;
- ⇒ the management *capacity of the institutions*, whether public or private, which are called upon to run the projects;
- ⇒ the *economic and financial* viability of project funding, and the sustainability of benefits in the longer term;
- ⇒ the cross-cutting issues of *environmental protection*; as well as
- ⇒ *gender* differences to be acknowledged and gender inequalities to be reduced, which are all part of the overarching policy objectives.

3. *Consistency with and contribution to “overarching policy objectives” by projects and programmes*

- ⇒ PCM is closely linked to the broader framework of external co-operation actions of the EC, for which *poverty reduction is the central objective*, while the *strategic areas* deriving from the Maastricht Treaty are the following¹:
 - *sustainable development*, in particular through promoting equitable growth, investment, employment, social and human development and environmental protection;

¹ See COM (2000) 212, COMMUNICATION FROM THE COMMISSION TO THE COUNCIL AND THE EUROPEAN PARLIAMENT: The European Community's Development Policy.

- *integration into the world economy*, including through support to regional co-operation and integration;
 - *fight against poverty*;
 - *democracy, human rights, rule of law* and when necessary peace-making and conflict prevention.
- ⇒ PCM seeks to consider these issues from the very beginning of the project cycle, trying to ensure that projects / programmes are consistent with and contribute to these “overarching policy objectives” of the Community’s external co-operation.

Compared to 1993, the PCM approach has been widened covering not only the traditional project approach, but also *sector programmes* for which its principles are equally applicable. Therefore, and to illustrate the basic elements of the approach, this manual uses two examples:

- a road sector support programme example, that shows the usefulness of the approach at sector level, and
- an example of a more traditional feeder roads project focusing on maintenance.

There is a considerable number of common elements to these examples, but while the sector example looks at the more broader issues, the project example deals with regional / local specificities.

On a more operational level, PCM seeks improvements by providing for proper feasibility / design studies, monitoring and evaluation, and informed decision-making at key stages in the preparation and implementation of projects and programmes. It entails the active participation of stakeholders (target groups, beneficiaries, local institutions and decision makers) throughout the project or programme cycle.

Finally, PCM is a collection of relatively simple concepts and tasks or techniques, including:

- ⇒ the concept of the project cycle
- ⇒ stakeholder analysis
- ⇒ the “Logical Framework” planning tool
- ⇒ key quality factors
- ⇒ activity and resource schedules
- ⇒ standardised, coherent structures for key project documents.

The use of these concepts, tools and standard document layouts throughout the life of a project is sometimes referred to as the “integrated approach” to managing the project cycle.

Like all concepts and tools, the *usefulness* of PCM depends on the quality of information available (especially from intended beneficiaries and target groups), and on how well it is used.

2. THE PROJECT CYCLE

The way in which projects² are planned and carried out follows a sequence beginning with an agreed strategy, which leads to an idea for a specific action, which then is formulated, implemented, and evaluated with a view to improving the strategy and further action.

2.1. Definitions: The Six Phases of the Project Cycle

Programming:

The establishment of general guidelines and principles for EU co-operation with a country. Based on analysis of the country's problems and opportunities, and taking account of the EU's and the local priorities, of other donors' actions and of local and EU capacities, *the sectoral and thematic focus of EU aid is agreed, and ideas for projects and programmes are broadly outlined*. The outcome is a Country Strategy Paper or a Country Support Strategy (terms used synonymously).

Identification:

Within the framework established by the Country Strategy Paper, problems, needs and interests of possible stakeholders are analysed and ideas for projects and other actions are identified and screened for eventual further study.

Sectoral, thematic or "pre-feasibility" studies may be done to *help identify, select or investigate specific ideas, and to define what further studies may be needed* to formulate a project or action. The outcome is a decision on whether or not the option(s) developed should be further studied in detail.

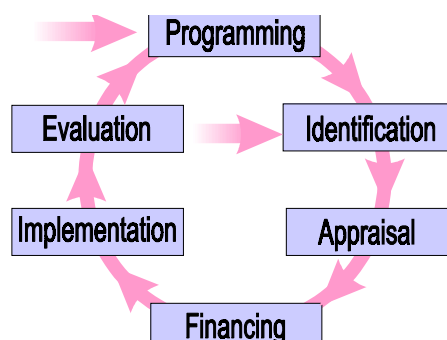
Appraisal³:

All significant aspects of the idea are studied, taking account of the orientations of the Country Strategy Paper, key quality factors (see Section 7) and the views of the main stakeholders. Beneficiaries and other stakeholders should actively participate in the detailed specification of the project idea. *Relevance to problems, and feasibility, are key issues*. Detailed implementation schedules, including a Logical Framework (see Section 3) with indicators of expected results and impact (see Section 5.1), and implementation and resource schedules (Section 6), should be produced. The outcome is a decision on whether or not to propose the project for financing.

Financing:

The financing proposal is completed and considered by the appropriate internal or external committee; and *a decision is taken whether or not to fund the project*. A formal agreement with the partner Government or another entity is then signed by both including essential financing implementation arrangements.

Figure 1: The Project Cycle



² Throughout this manual the word "project" refers both to a "project" – a group of activities to produce a project purpose in a fixed time frame – and a "programme" – a series of projects whose objectives together contribute to a common overall objective, at sector, country or even multi-country level.

³ Sometimes referred to as design, preparation, formulation, or ex-ante evaluation.

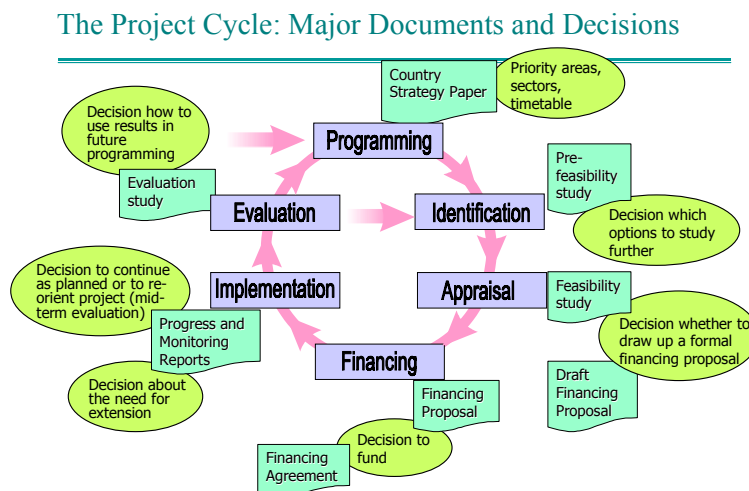
Implementation:

The agreed resources are used to achieve the project purpose (= the target group(s) receive the planned benefits) and the wider, overall objectives. This *usually involves contracts for studies, technical assistance, works or supplies*. Progress is assessed (= monitoring) to enable adjustment to changing circumstances. At the end of implementation, a decision should be taken to close or extend the project.

Evaluation:

Evaluation is an “assessment, as systematic and objective as possible, of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, developmental efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors”⁴. An evaluation can be done during implementation (“mid-term”), at its end (“final evaluation”) or afterwards (“ex-post evaluation”), either to help steer the project or to draw lessons for future projects and programming. An evaluation should *lead to a decision to continue, rectify or stop a project* and the conclusions and recommendations should also be taken into account when planning and implementing other similar future projects.

Figure 2: The Project Cycle: Main Documents and Decisions



2.2. Key PCM Principles

In practice, the duration and importance of each phase may vary but the basic process is the same for all projects of all kinds. The essential PCM principles are:

1. Use of the *Logical Framework Approach* to analyse the problems, and work out a suitable solution – i.e. project design.
2. Disciplined production of *good-quality key document(s)* in each phase, to ensure structured and well-informed decision-making.
3. Consulting and involving *key stakeholders* as much as possible.

⁴ OECD / DAC, 1991

4. Clearly formulating and focussing on the Project Purpose, in terms of *sustainable benefits for the intended target group(s)*.
5. Incorporation of *key quality issues* into the design from the beginning.

PCM brings together aid management principles, analytical tools and techniques, and applies them within the structured decision-making process of the cycle to ensure that:

- projects respect and contribute to *overarching policy objectives of the EC* such as respect of human rights, poverty reduction and to *cross-cutting issues* such as gender equality, respect of the environment (relevance to and compatibility with these issues in the broad sense);
- projects are relevant to the *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 the capabilities of the implementing agencies;
- *benefits* generated by projects are sustainable.

2.3. The Basic Format or Structure of Project and Programme Documents

The basic 'format' follows the core logic of the logframe (see Section 3):

- 1. Summary**
 - 2. Background:** Overall EC and Government policy objectives, and links with the Commission's country programme or strategy, commitment of Government to overarching policy objectives of the EC such as respect of human rights
 - 3. Sectoral and problem analysis,** including stakeholder analysis
 - 4. Project / programme description,** objectives, and the strategy to attain them
 - ⇒ Including lessons from past experience, and linkage with other donors' activities
 - ⇒ Description of the intervention (objectives, and strategy to reach them, including project purpose, results and activities and main indicators)
 - 5. Assumptions, Risks and Flexibility**
 - 6. Implementation Arrangements**
 - ⇒ Physical and non-physical means
 - ⇒ Organisation and implementation procedures
 - ⇒ Timetable, implementation schedule
 - ⇒ Estimated cost and financing plan
 - ⇒ Special conditions and accompanying measures by Government / partners
 - ⇒ Monitoring and Evaluation
 - 7. Quality factors**
 - ⇒ Participation and ownership by beneficiaries
 - ⇒ Policy support
 - ⇒ Appropriate technology
 - ⇒ Socio-cultural aspects
 - ⇒ Gender equality
 - ⇒ Environmental protection
 - ⇒ Institutional and management capacities
 - ⇒ Financial and economic viability
- Annex:** Logframe (completed or outline, depending on the phase)

The format mainly reflects the tasks involved in project preparation, but does not change significantly for the implementation (reporting on progress) or evaluation phases.

2.4. Sector Programmes

Major efforts have been made in recent years to ensure that projects are part of a national policy and that donor co-ordination is improved. However, such an approach is insufficient particularly in countries, which have sufficient national capacity to elaborate and implement national policies and co-ordinate donor activities. This has led the donor community to engage in the support of sector approaches (sector programmes).

A sector approach aims at broadening the notion of impact beyond the scope of one specific donor. It aims at providing a public expenditure framework for both local and external resources in support of the development and implementation of an equitable, well balanced, and satisfactory policy. As a result, donors evolve from supporting specific activities to co-financing a policy with the partner country and other donors. These co-ordinated efforts are made on the basis of objectives set by the government and in the framework of a coherent public sector expenditure programme. In this context it is clear that external assistance will be more and more directly integrated into government plans and the national budget.

Sector programmes have three main features:

1. Through a sectoral policy document and strategic framework *government takes responsibility* for setting policies, priorities and standards which apply to all public activity in the sector including that financed by donors.
2. *All significant funding* for the sector supports a single sector policy and expenditure programme under government leadership (sector expenditure framework and annual budget).
3. *Partners adopt common approaches* across the sector and for sub-sectors, and tend to develop, if conditions allow, towards co-financing and budget support.

The Sector Programme Cycle is comparable to the project cycle, the starting point being the Country Support Strategy:

1. During the *Programming* phase, the Country Support Strategy identifies the sectors to be supported by the EC. In a process of dialogue between government, donors and other stakeholders at the national and sector level, *macro-economic and budgetary situation, quality of public finance management, issues of good governance, sector policies* and the soundness of the objectives are assessed, the appropriateness of the expenditure framework and the coherence of the annual workplans and budgets are analysed. *The outcome is an agreement on which sectors to support.*
2. During the *Identification* phase, pre-appraisal of the sector programme takes place. Government and the donor reach broad agreement on the sector policy and strategy (normally agreed with other donors also). *The outcome is a decision on whether or not to go ahead with a sector programme to be jointly designed.*
3. During the *Appraisal* phase emphasis is on detailed design and on reaching agreement on *the principles that will govern the implementation of the programme.* Such principles might include issues such as the equitable allocation of resources between central and local administrations, the necessary transparency of the budgetary process and accounting system, the imple-

mentation of administrative and institutional reforms, etc. Details of programme priorities, sector reforms and investments are agreed, normally with both government and other donors. The outcome is a decision whether or not to propose the programme for financing. As for the issue of *conditionality*, only a limited number of strong pre-conditions should be identified under the sectoral approach, while medium-term implementation should be subject to *conditions based on performance and outcomes*. This will result in the amount of support being modulated on the basis of the level of achievement of objectives and the amount of services provided to the beneficiaries.

4. During the *Financing* phase, a decision is taken on whether or not to fund the programme.
5. During the *Implementation* phase, the sector programme is implemented within the framework of the public sector expenditure programme. Under joint funding arrangements, the follow-up of expenditure is not limited to the EC contribution only but extends to the entire sector financing, including government and other donors' funds also. Indicators of sector programmes are often linked to internationally set targets (OECD / DAC International Development Goals).
6. During the *Evaluation* phase, the focus is on conclusions and recommendations with regard to the outcomes of the programme, and possible improvements to the sector policy and programme.

3. THE LOGICAL FRAMEWORK

3.1. What is the Logical Framework?

The Logical Framework was developed in the 1970s and is now used by a large number of different agencies.

The method involves the presentation of the results of analysis in such a way that it is possible to set out the project / programme’s objectives in a systematic and logical way. This should reflect the causal relationships between the different levels of objectives, and indicate how to check whether these objectives have been achieved, and establish what assumptions outside the control of the project / programme may influence its success.

The main results of this process are summarised in a matrix (the “logframe”) which shows the most important aspects of a project / programme .

Figure 3: The Logical Framework Matrix

The Logical Framework Matrix

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Overall Objectives				
Project Purpose				
Results				
Activities		Means	Cost	
				Pre-conditions

There are close links between the Logical Framework and the basic document format, above all in the section / paragraph headings on overall objectives, project / programme purpose, results, activities, means and cost, assumptions and indicators. A critical analysis of *quality factors*⁵ allows adjustments to the quality of the logframe.

In addition to analysis and design, the logical framework is also useful for the implementation of a project / programme, as well as for its evaluation.

It thus plays a role in each phase of the cycle. The framework should be drawn up during preparation (identification) although it cannot be fully completed at this stage, but will fill up gradually in the ensuing phases. The logical framework thus becomes the tool for managing each phase of the project cycle and a “master tool” for creating other tools, such as the implementation schedule and a monitoring plan.

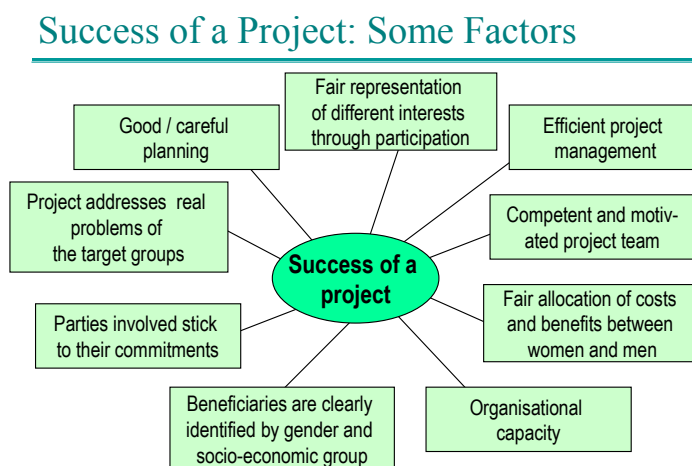
⁵ Often referred to as “sustainability factors”.

3.2. Limits of the Logframe Matrix

The Logical Framework has proved its usefulness in helping those who prepare and implement projects to better structure and formulate their ideas and to set them out in a clear, standardised way. If the policy is misconceived or if the logic is poor, the logframe should reveal the contradictions, though it cannot of itself design better policies.

The logframe is thus just a tool for improving project planning and implementation. However, a tool, however good it is, cannot alone guarantee successful results (*'garbage in, garbage out'*). Many other factors will also influence a project / programme's success, notably the organisational skills of the team or organisation in charge of implementation.

Figure 4: Success of a Project: Some Factors



The establishment of a logframe should not be a formal 'blueprint' exercise. Each logframe should be the fruit of a thorough analysis and a joint planning process whose quality depends upon a number of factors, including:

- The information available
- The ability of the planning team
- Good consultation of stakeholders, ensuring balanced representation of different interests, including of women and men
- Thorough consideration of lessons learnt

In particular, the logframe must also be seen as a *dynamic tool*, which has to be re-assessed and revised as the project itself develops and circumstances change during implementation.

3.3. The Logical Framework Approach: Two Stages

Drawing up a logframe has two stages, which are carried out progressively during the Identification and Appraisal phases of the project cycle:

1. The *Analysis Stage*, during which the existing situation is analysed to develop a vision of the 'future desired situation' and to select the strategies that will be applied to achieve it. The key idea is that projects / programmes are designed

to address the problems faced by target groups / beneficiaries, both women and men, as well as their needs and interests.

There are four steps to the Analysis Phase:

- ⇒ Stakeholder Analysis
- ⇒ Problem Analysis (image of reality)
- ⇒ Analysis of Objectives (image of an improved situation in the future)
- ⇒ Analysis of Strategies (comparison of different options to address a given situation)

2. The *Planning Stage* is when the project idea is further developed into a practical, operational plan ready to be implemented. In this stage, the logframe is drawn up, and activities and resources are defined and scheduled (see Section 6, where tools for activity and resource scheduling are described).

3.4. The Four Parts of Analysis

3.4.1. Stakeholder Analysis

Any individuals, groups of people, institutions or firms that may have a relationship with the project / programme are defined as stakeholders. In order to maximize the social and institutional benefits of the project / programme and minimise its negative impacts, stakeholder analysis identifies all likely to be affected (either positively or negatively), and how. It is important that stakeholder analysis take place at an early stage in the identification and appraisal phases of a project / programme.

In all societies, there are differences in the roles and responsibilities of women and men, and in their access to and control over resources and their participation in decision-making. Everywhere, women and men have inequitable access to services (e.g. transport, health, education) and to opportunities in economic, social and political life. Gender inequalities hinder growth and harm development. Failure to adequately address gender issues can damage the effectiveness and sustainability of projects and programmes, even unintentionally exacerbate existing disparities. It is therefore vital to analyse the gender differences and inequalities and to take them into account in the intervention, its objectives, strategies and resource allocation. The stakeholder analysis must therefore systematically identify all *gender differences*, as well as the specific interests, problems and potentials of women and men among the stakeholder groups.

In an ideal case the project / programme should be designed in a participatory planning workshop, involving representatives of the main stakeholders, ensuring balanced representation of the interests of women and men. Whenever logframes are re-considered during the life of a project, the original stakeholder analysis should be reviewed.

Stakeholder analysis and problem analysis are closely connected: without people's views on a problem, neither its nature, nor their needs, nor eventual solutions will become clear.

The following figure provides an example of a stakeholder analysis for a roads sector programme and for a feeder roads project. A number of stakeholders in this example are identical for the two levels. However, their importance for and contribution to the two types of intervention may vary considerably.

Figure 5: Example of a Stakeholder Analysis (Major Stakeholders)

Roads Sector Programme: Stakeholder Analysis

Stakeholder	Characteristics	Interest & expectations	Sensitivity to and respect of cross-cutting issues (environment, gender equality, etc.)	Potentials & deficiencies	Implications and conclusions for the project
Government, Ministry of Planning and Finance (MOPF), national level	<ul style="list-style-type: none"> social, economic gender differentiation structure, organisation, status attitudes... 	<ul style="list-style-type: none"> interests, objectives... Expectations 	<ul style="list-style-type: none"> EIA is part of policy, and should be done for each new road/upgrade 	<ul style="list-style-type: none"> resource endowment knowledge, experience... potential contribution 	<ul style="list-style-type: none"> possible action required how to deal with the group
Government, Ministry of Transport (MOT), national level	<ul style="list-style-type: none"> Highly centralised decisions of allocation of resources Road sector is not a priority 	<ul style="list-style-type: none"> Enhanced social and economic development Clear objectives for the road sector that fit within national framework Better quality of construction and rehabilitation works 	<ul style="list-style-type: none"> EIA is part of policy EIA only rarely done (time constraints, funds) Awareness exists on environmental problems as a consequence of changing lubricants Researching gender equality is part of policy, but in practice rarely applied 	<ul style="list-style-type: none"> Committed to take leading role and fulfil obligations, together with relevant ministries Well staffed and equipped Contribution: Planning capacities 	<ul style="list-style-type: none"> Take advantage of planning capacities of MOPF in the clarification of transport policies Support review of centralised planning and allocation of resources.
Government, Ministry of Transport (MOT), regional level	<ul style="list-style-type: none"> Highly centralised decisions of allocation of resources Planners and engineers: 90% male 	<ul style="list-style-type: none"> Increased and sustained exchange of goods (intra- and inter-regional), enhanced social and economic development Safe and fast journeys overland Funds to do the job better Improved skills and equipment to plan and manage road sector better Better quality of construction and rehabilitation works 	<ul style="list-style-type: none"> EIA is part of regional policy EIA never done (time constraints, funds) Awareness exists on environmental problems as a consequence of changing lubricants Researching gender equality is part of policy, but in practice rarely applied 	<ul style="list-style-type: none"> Committed to take leading role and fulfil obligations Budget allocation to MOT rather weak Transport policies partly unclear (responsibilities, resource allocation, etc.) Depreciated equipment and means of transportation Ministry only recently created Good knowledge of roads and critical sections Contribution: Human resources at central level (planners, engineers) Rather weakly qualified construction and rehabilitation teams 	<ul style="list-style-type: none"> Support clarification of transport policies Support review of centralised decisions and allocation of resources Support EIA as obligatory measure Support institutional development and qualification efforts Investigate more into fund-generating activities (road funds)
Government, MOT at regional level	<ul style="list-style-type: none"> Depends on highly centralised decisions of allocation of resources 	<ul style="list-style-type: none"> Safe and fast journeys overland Funds to do the job better Improved skills and equipment to plan and manage regional road network better Better quality of construction and rehabilitation works 	<ul style="list-style-type: none"> EIA is part of regional policy EIA never done (time constraints, funds) Awareness exists on environmental problems as a consequence of changing lubricants Researching gender equality is part of policy, but in practice rarely applied 	<ul style="list-style-type: none"> Budget allocation to regions weak and slow Obsolete equipment and depreciated means of transportation Qualification of rehabilitation and maintenance teams rather weak Good knowledge of roads and critical sections 	<ul style="list-style-type: none"> Build up capacity at regional level (institutional development) with regard to decision taking, resources management, fund-generating activities, etc. Support EIA as obligatory measure Review approach to maintenance
Private vehicle owners (private road users)	<ul style="list-style-type: none"> Middle and upper class owners, about 70% male and 30% female drivers Represented by National Automobile Federation (NAF) 	<ul style="list-style-type: none"> Safe and fast journeys overland (mainly men) Multi-purpose and safe journeys at different times of the day (mainly women) Reduction of cost Fewer accidents More shelter, lighting, telephones and road safety measures (mainly women) 	<ul style="list-style-type: none"> Can probably be sensitised to environmental issues Maintenance of vehicles often neglected Lubricants changed at garages without appropriate facilities 	<ul style="list-style-type: none"> Contribution: Higher tolls 	<ul style="list-style-type: none"> Consider shelter, lighting, telephones along roads Instigate ownership of road network, essentially for feeder roads, highlighting advantages for different types of users, women and men Sensitisation with regard to environmental issues (groups, individuals, newspaper, NAF, etc.) Collaboration with NAF to be researched for sensitisation, passenger and vehicle safety
Farming families/communities	<ul style="list-style-type: none"> Very heterogeneous Women do marketing of agricultural products, small scale, more perishable Partly organised in village co-operatives, with men dominating the organisations 	<ul style="list-style-type: none"> Transport as quick as possible, at reasonable prices, mainly for agricultural products Government to maintain primary and secondary roads 	<ul style="list-style-type: none"> Little awareness of possible pollution through transport and change of lubricants 	<ul style="list-style-type: none"> Contribution: participation in maintenance teams Will have to pay more tolls when marketing Men dominating village organisations 	<ul style="list-style-type: none"> Sensitise them to provide contribution to maintenance teams Contribution of men and women should be differential, otherwise costs will be higher for women
Road maintenance teams at village/communal level	<ul style="list-style-type: none"> Only in 50% of villages teams of 30 persons exist Decisions taken top-down, e.g. on priorities, timing Few women in leading roles 	<ul style="list-style-type: none"> Make villages benefit from access to markets and infrastructure (clinic) New/other means to do work 	<ul style="list-style-type: none"> Valuable wood sections mostly maintained when rehabilitating Men reluctant to more women in leading roles 	<ul style="list-style-type: none"> Maintenance equipment often obsolete Some teams well experienced and organised, but most not Little knowledge of maintenance requirements 	<ul style="list-style-type: none"> Instigate their ownership for feeder roads maintenance Train them in management, maintenance of basic infrastructure and in road maintenance Support creation of new teams Research more gender equality
EC	<ul style="list-style-type: none"> Positive attitude towards actions to support social and economic development Represented in the country 	<ul style="list-style-type: none"> Increased and sustained exchange of goods (intra- and inter-regional), enhanced social and economic development Alleviation of poverty Transparent, efficient and effective use of funds 	<ul style="list-style-type: none"> Impact on environment to be assessed before decision on financing possible Special attention to gender equality required 	<ul style="list-style-type: none"> Long-standing experience in financing transport sector projects and programmes 	<ul style="list-style-type: none"> Draw on experience gained
EU Member States, other major donors	<ul style="list-style-type: none"> Common approach to transport sector by major donors 	<ul style="list-style-type: none"> Close collaboration, coherence, complementarity, regular co-ordination See EU 	<ul style="list-style-type: none"> EIA rules to be respected Gender equality to be researched 	<ul style="list-style-type: none"> Mainly technical assistance, rather few financial assistance Long experience with TA Contribution: Qualified human resources to enhance co-ordination 	<ul style="list-style-type: none"> Regular meetings and consultation
National and international road hauliers	<ul style="list-style-type: none"> Wide range of company sizes (1 to 35 trucks) Represented in National Transport Organisation (NTO) 	<ul style="list-style-type: none"> Transport as much as possible as quick as possible Reduction of transport cost and depreciation 	<ul style="list-style-type: none"> Little awareness of possible pollution through transport and change of lubricants (lubricants changed at any place, groundwater pollution at numerous places alongside road network) Little awareness of causes of HIV/AIDS, and of impact of trucker behaviour on women 	<ul style="list-style-type: none"> Good knowledge of roads and critical sections Contribution: Knowledge of most relevant road and security improvements from their point of view Will have to pay more tolls 	<ul style="list-style-type: none"> Sensitisation with regard to environmental issues (groups, individuals, newspaper, NTO, etc.) Collaboration with NTO to be researched for sensitisation, loading arrangements and control, etc. Sensitisation to HIV/AIDS issue and their role in affecting women (and other drivers)
Private sector: Regional and local transport enterprises	<ul style="list-style-type: none"> Company sizes range from 1 to 5 trucks Organised in National Transport Organisation (NTO) 	<ul style="list-style-type: none"> Transport as much as possible as quick as possible Reduction of transport cost and depreciation 	<ul style="list-style-type: none"> Little awareness of possible pollution through transport and change of lubricants (lubricants changed at any place, groundwater pollution at numerous places alongside road network) Little awareness of causes of HIV/AIDS, and of impact of trucker behaviour on women 	<ul style="list-style-type: none"> Good knowledge of roads and critical sections Contribution: Knowledge of most relevant road and security improvements from their point of view Will have to pay more tolls 	<ul style="list-style-type: none"> Sensitisation with regard to environmental issues (groups, individuals, newspaper, NTO, etc.) Collaboration with NTO to be researched for sensitisation, loading arrangements and control, etc. Sensitisation to HIV/AIDS issue and their role in affecting women (and other drivers)
Private sector: National and regional manufacturers	<ul style="list-style-type: none"> Big enterprises (100 - 500 employees) regularly chartering hauliers General attitude: "Government is responsible for roads" 	<ul style="list-style-type: none"> Goods are rapidly and safely transported Quality of roads improved and maintained Less to pay for transport 	<ul style="list-style-type: none"> ?? 	<ul style="list-style-type: none"> Contribution: more respect of limits for loads 	<ul style="list-style-type: none"> Awareness to raise with regard to overload More control of loads, penalties to apply
Road construction companies	<ul style="list-style-type: none"> 5 medium to big enterprises (50 - 200 employees) that share market Organised in regional teams Private owners 	<ul style="list-style-type: none"> More contracts Less complaints about quality of work 	<ul style="list-style-type: none"> Mostly: Patches of biotopes are respected during construction Little awareness of causes of HIV/AIDS, and of impact of workers' behaviour on women 	<ul style="list-style-type: none"> Capital: high Most of them already working since 20 years Contribution: recruitment of more local staff for construction/ rehabilitation 	<ul style="list-style-type: none"> Awareness to raise with regard to recruitment of local and female staff More close monitoring of works Sensitisation to HIV/AIDS issue and their role in affecting women (and other drivers)
Road maintenance firms	<ul style="list-style-type: none"> 10 - 12 small to medium size firms (20 - 50 employees), mostly operating regionally Private owners 	<ul style="list-style-type: none"> More contracts Less complaints about quality of work Reduction of cost for inputs and equipment 	<ul style="list-style-type: none"> Rarely: Patches of biotopes are respected during construction Little awareness of causes of HIV/AIDS, and of impact of workers' behaviour on women 	<ul style="list-style-type: none"> Capital: weak (mostly) Most of them only working since 5 - 10 years Contribution: recruitment of more local staff for rehabilitation 	<ul style="list-style-type: none"> Awareness to raise with regard to recruitment of local and female staff More close monitoring of works Sensitisation to HIV/AIDS issue and their role in affecting women (and other drivers)
Consumers	<ul style="list-style-type: none"> General attitude: "Government and local government are responsible for roads" Not organised in pressure groups 	<ul style="list-style-type: none"> Goods are rapidly and safely transported Goods not depreciated through transport Less to pay for goods 	<ul style="list-style-type: none"> ?? 	<ul style="list-style-type: none"> Resources: variable Contribution: ? 	<ul style="list-style-type: none"> Inform them about present situation and improvements in road network and implications (radio, TV, etc.)
Traffic police	<ul style="list-style-type: none"> 3000 policemen and women (30%) Salaries and reputation low Responsible to regional government Represented by National Police Trade Union (NPTU) 	<ul style="list-style-type: none"> Roads are in better condition Fewer accidents More user charges Better control of traffic Higher penalties for traffic offenders Penalties are used to increase their salary 	<ul style="list-style-type: none"> Sensitivity to environment rather weak, can probably be sensitised to better enforce environmental regulations with regard to transport 	<ul style="list-style-type: none"> Know roads and bottlenecks Contribution: More strict enforcement of laws 	<ul style="list-style-type: none"> Training on environmental regulations Allow for better control measures
Public transport companies	<ul style="list-style-type: none"> Private and state owned companies, 3 - 40 busses of different size 2 companies are operating at national level Organised in National Association of Public Transport Enterprises (NAPTE) 	<ul style="list-style-type: none"> Persons can be transported more rapidly and safely transported Less vehicle operating cost 	<ul style="list-style-type: none"> Rules of proper removal of lubricants usually respected Often exclude female passengers with produce from overland busses and/or make them pay more for the transport 	<ul style="list-style-type: none"> Resources: 30% of the busses less than 3 years, 50%: 3 - 10 years 30% of the busses technically worn Contribution: more investment in car park, if roads are better Training of drivers 	<ul style="list-style-type: none"> Sensitisation of drivers concerning equal treatment of passengers Insist on renewal of worn busses (?)

Feeder Roads Project: Stakeholder Analysis

Stakeholder	Characteristics	Interest & expectations	Sensitivity to and respect of cross-cutting issues (environment, gender, etc.)	Potentials & deficiencies	Implications and conclusions for the project
Government, Ministry of Transport (MoT), at national level	<ul style="list-style-type: none"> • social, economic • gender differentiation • structure, organisation, status • attitudes... 	<ul style="list-style-type: none"> • interests, objectives... • Expectations 	<ul style="list-style-type: none"> • EIA is part of policy • EIA only rarely done (time constraints, funds) • Awareness exists on environmental problems as a consequence of changing lubricants • Researching gender equality is part of policy, but in practice rarely applied 	<ul style="list-style-type: none"> • resource endowment • knowledge, experience... • potential contribution 	<ul style="list-style-type: none"> • possible action required • how to deal with the group
Government, MOT at regional level	<ul style="list-style-type: none"> • Depends on highly centralised decisions of allocation of resources 	<ul style="list-style-type: none"> • Safe and fast journeys overland • Funds to do the job better • Improved skills and equipment to plan and manage regional road network better • Better quality of construction and rehabilitation works 	<ul style="list-style-type: none"> • EIA is part of regional policy • EIA never done (time constraints, funds) • Awareness exists on environmental problems as a consequence of changing lubricants • Researching gender equality is part of policy, but in practice rarely applied 	<ul style="list-style-type: none"> • Budget allocation to regions weak and slow • Obsolete equipment and depreciated means of transportation • Qualification of rehabilitation and maintenance teams rather weak • Good knowledge of roads and critical sections 	<ul style="list-style-type: none"> • Build up capacity at regional level (institutional development) with regard to decision taking, resources management, fund-generating activities, etc. • Support EIA as obligatory measure • Review approach to maintenance
Private vehicle owners (private road users)	<ul style="list-style-type: none"> • Middle and upper class owners, about 80% male and 20% female drivers • Represented by National Automobile Federation (NAF) 	<ul style="list-style-type: none"> • Safe and fast journeys overland (mainly men) • Multi-purpose and safe journeys at different times of the day (mainly women) • Better market access to sell products and better access to social infrastructure (mainly women) • Reduction of cost • Fewer accidents • More shelter, lighting, telephones and road safety measures (mainly women) 	<ul style="list-style-type: none"> • Can probably be sensitised to environmental issues • Maintenance of vehicles often neglected • Lubricants changed at garages without appropriate facilities 	<ul style="list-style-type: none"> • Contribution: Higher tolls 	<ul style="list-style-type: none"> • Consider shelter, lighting, telephones along roads • Instigate ownership for feeder roads, highlighting advantages for different types of users, women and men • Sensitisation with regard to environmental issues (groups, individuals, newspaper, NAF, etc.)
Farming families/communities	<ul style="list-style-type: none"> • Very heterogeneous • Women do marketing of agricultural products, small scale, more perishable • Partly organised in village co-operatives, with men dominating the organisations 	<ul style="list-style-type: none"> • Transport as quick as possible, at reasonable prices, mainly for agricultural products • Government to maintain primary and secondary roads 	<ul style="list-style-type: none"> • Little awareness of possible pollution through transport and change of lubricants • Men reluctant to more women in leading roles 	<ul style="list-style-type: none"> • Contribution: participation in maintenance teams • Will have to pay more tolls when marketing • Men dominating village organisations 	<ul style="list-style-type: none"> • Sensitise them to provide contribution to maintenance teams • Contribution of men and women should be differential, otherwise costs will be higher for women
Road maintenance teams at village/communal level	<ul style="list-style-type: none"> • Only in 20% of villages/communal teams of 15 persons exist • Decisions taken top-down, e.g. on priorities, timing • Few women in leading roles 	<ul style="list-style-type: none"> • Make villages benefit from access to markets and infrastructure (clinic) • New/other means to do work 	<ul style="list-style-type: none"> • Valuable wood sections mostly maintained when rehabilitating 	<ul style="list-style-type: none"> • Maintenance equipment often obsolete • Some teams well experienced and organised, but most not • Little knowledge of maintenance requirements 	<ul style="list-style-type: none"> • Instigate their ownership for feeder roads maintenance • Train them in management, maintenance of basic infrastructure and in road maintenance • Support creation of new teams • Research more gender equality
EC	<ul style="list-style-type: none"> • Positive attitude towards actions to support social and economic development • Represented in the country 	<ul style="list-style-type: none"> • Increased and sustained exchange of goods (intra- and inter-regional), enhanced social and economic development • Alleviation of poverty • Transparent, efficient and effective use of funds 	<ul style="list-style-type: none"> • Impact on environment to be assessed before decision on financing possible • Special attention to gender equality required 	<ul style="list-style-type: none"> • Long-standing experience in financing transport sector projects and programmes 	<ul style="list-style-type: none"> • Draw on experience gained
EU Member States, other major donors	<ul style="list-style-type: none"> • Common approach to transport sector by major donors • Only one donor also working in the region 	<ul style="list-style-type: none"> • Close collaboration, coherence, complementarity, regular co-ordination • See EC 	<ul style="list-style-type: none"> • EIA rules to be respected • Gender equality to be researched 	<ul style="list-style-type: none"> • Provide lessons learnt • Support further planning process 	<ul style="list-style-type: none"> • Regular meetings and consultation
Regional road maintenance firms	<ul style="list-style-type: none"> • 3 small to medium size firms (20 - 50 employees) • Private owners 	<ul style="list-style-type: none"> • More contracts • Less complaints about quality of work • Reduction of cost for inputs and equipment 	<ul style="list-style-type: none"> • Rarely: Patches of biotopes are respected during construction • Little awareness of causes of HIV/AIDS, and of impact of workers' behaviour on women 	<ul style="list-style-type: none"> • Capital: weak (mostly) • Most of them only working since 5 - 10 years • Contribution: recruitment of more local staff for rehabilitation 	<ul style="list-style-type: none"> • Awareness to raise with regard to recruitment of local staff • More close monitoring of works
Private sector: Regional and local transport enterprises	<ul style="list-style-type: none"> • Company sizes range from 1 to 5 trucks • Represented in National Transport Organisation (NTO) 	<ul style="list-style-type: none"> • Transport as much as possible as quick as possible • Reduction of transport cost and depreciation 	<ul style="list-style-type: none"> • Little awareness of possible pollution through transport and change of lubricants (lubricants changed at any place, groundwater pollution at numerous places alongside road network) • Little awareness of causes of HIV/AIDS, and of impact of trucker behaviour on women 	<ul style="list-style-type: none"> • Good knowledge of roads and critical sections • Contribution: Knowledge of most relevant road and security improvements from their point of view • Will have to pay more tolls 	<ul style="list-style-type: none"> • Sensitisation with regard to environmental issues (groups, individuals, newspaper, NTO, etc.) • Collaboration with NTO to be researched for sensitisation, loading arrangements and control, etc. • Sensitisation to HIV/AIDS issue and their role in affecting women (and other drivers)

3.4.2. Problem Analysis

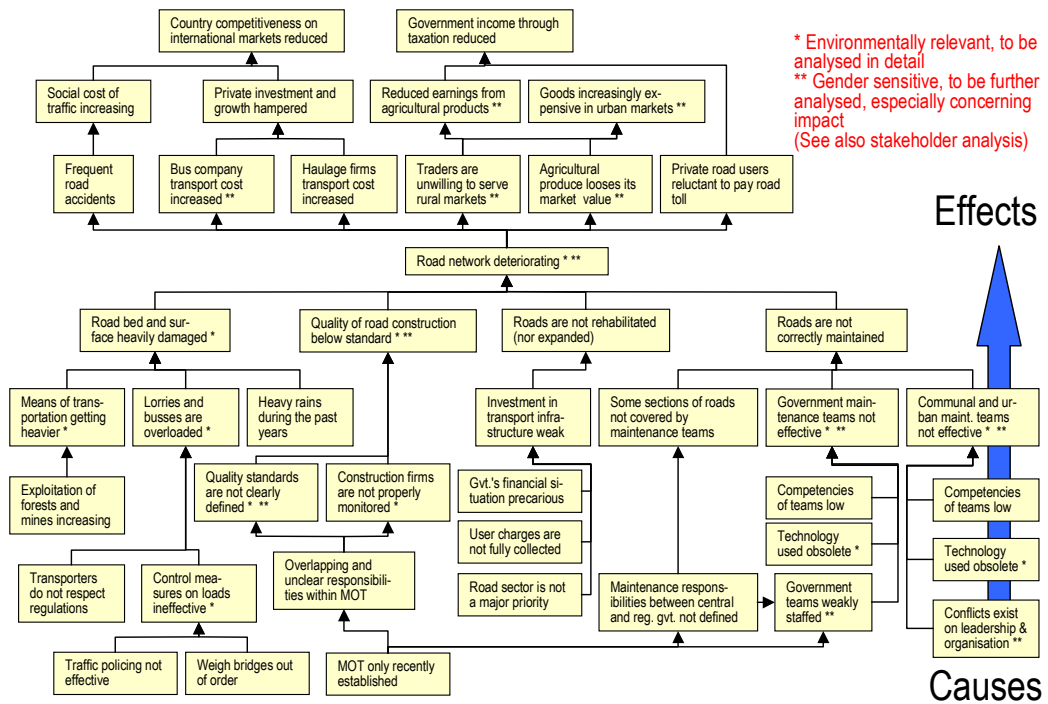
Problem analysis identifies the negative aspects of an existing situation and establishes the *'cause and effect' relationships* between the problems that exist. It involves three steps:

1. Precise 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?)
3. Visualisation of the problems in form of a diagram, called "problem tree" or "hierarchy of problems" to establish cause – effect relationships

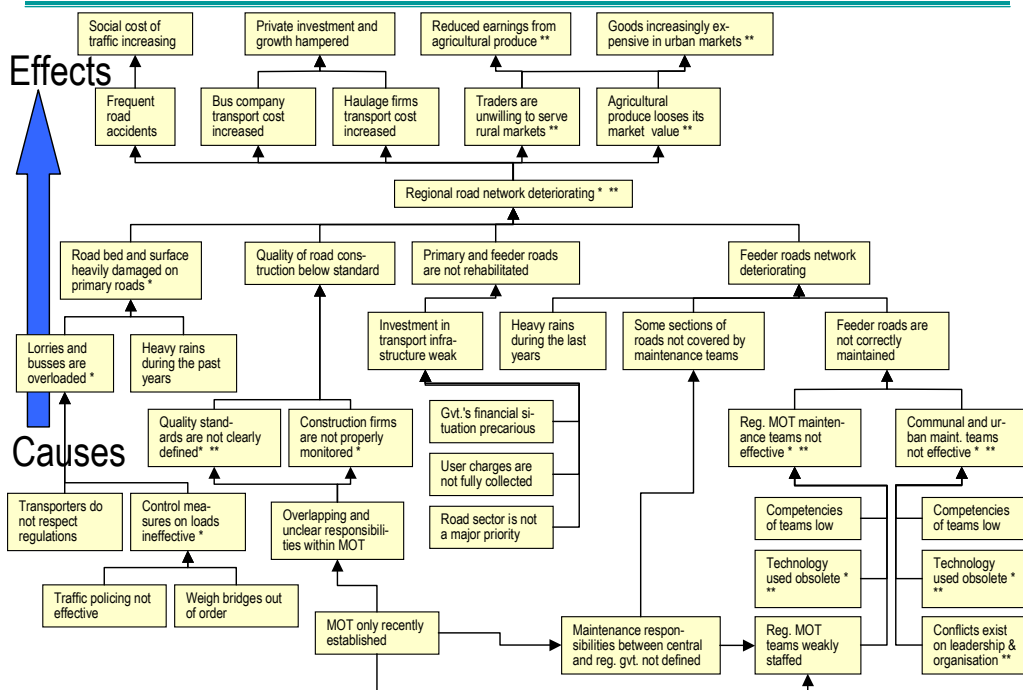
The analysis is presented in diagram form showing the effects of a problem on top and its causes underneath. The analysis is aimed at identifying the real bottlenecks to which the stakeholders attach priority and seek to overcome.

Figure 6: Example of a Problem Tree

Roads Sector Programme: Problem Tree



Feeder Roads Project: Problem Tree



Once complete, the problem tree represents a comprehensive picture of the *existing negative situation*.

The impact of this type of diagram is often greatest if it is prepared at a workshop of those concerned (who therefore know the situation) led by a person who understands the group's dynamic and is experienced in the method (a moderator).

This approach can be combined with others such as technical, economic or social studies, the results of which may complement the analyses of the group.

3.4.3. Analysis of Objectives

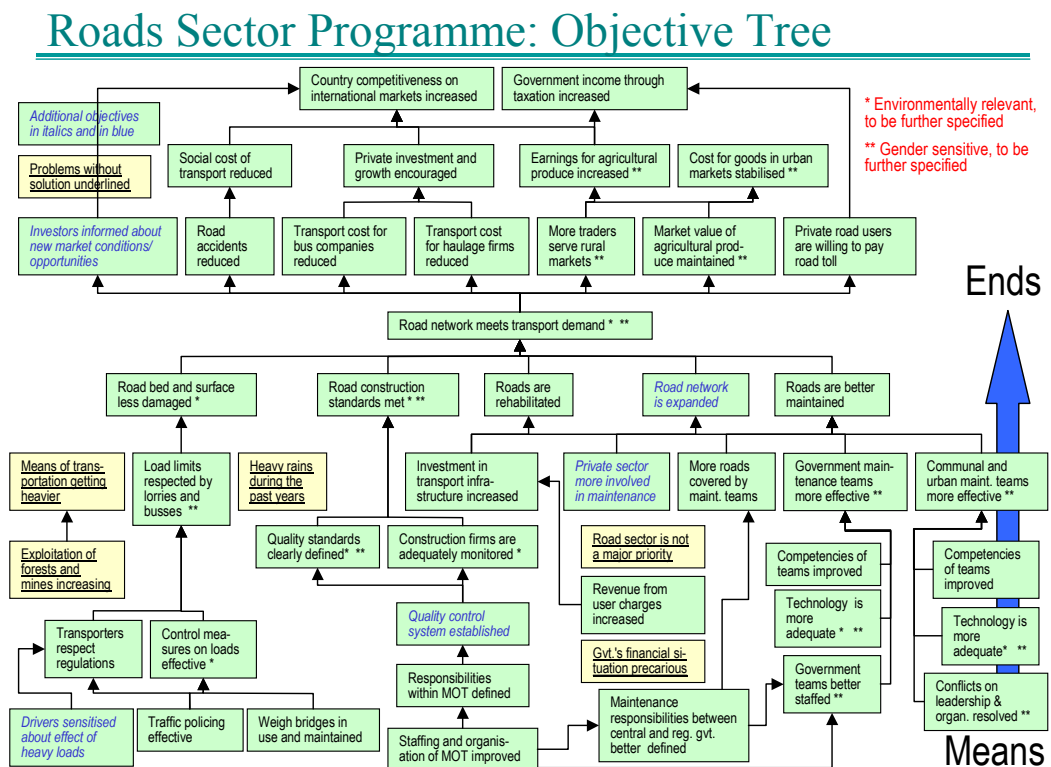
Analysis of objectives is a methodological approach employed to:

- Describe the situation in the future once problems have been remedied, with the participation of representative parties;
- Verify the hierarchy of objectives;
- Illustrate the means-end relationships in a diagram.

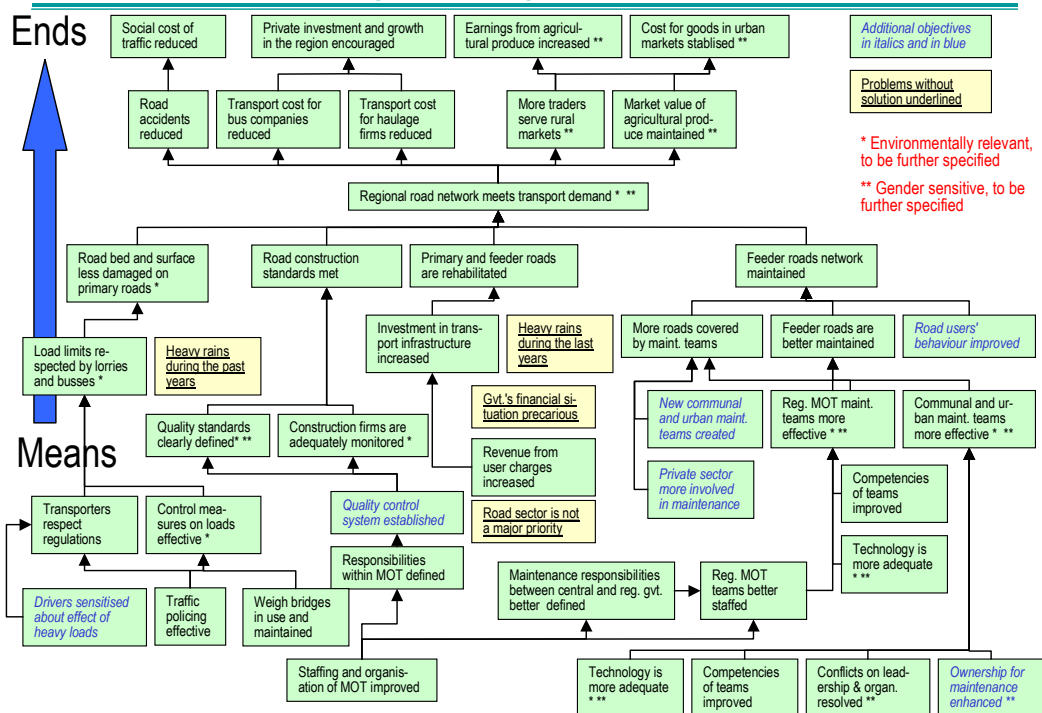
The ‘negative situations’ of the problem tree are converted into solutions, expressed as ‘positive achievements’. For example, ‘agricultural production is low’ is converted into ‘agricultural production increased’. These positive achievements are in fact *objectives*, and are presented in a diagram of objectives showing a means / end hierarchy. This diagram provides a clear overview of the desired future situation.

Often such a diagram shows some objectives that cannot be achieved by the project envisaged, and so have to be addressed in other projects. Some objectives may be unrealistic, so other solutions need to be found, or the attempt to solve them abandoned.

Figure 7: Example of an Objective Tree



Feeder Roads Project: Objectives Tree



3.4.4. Analysis of Strategies

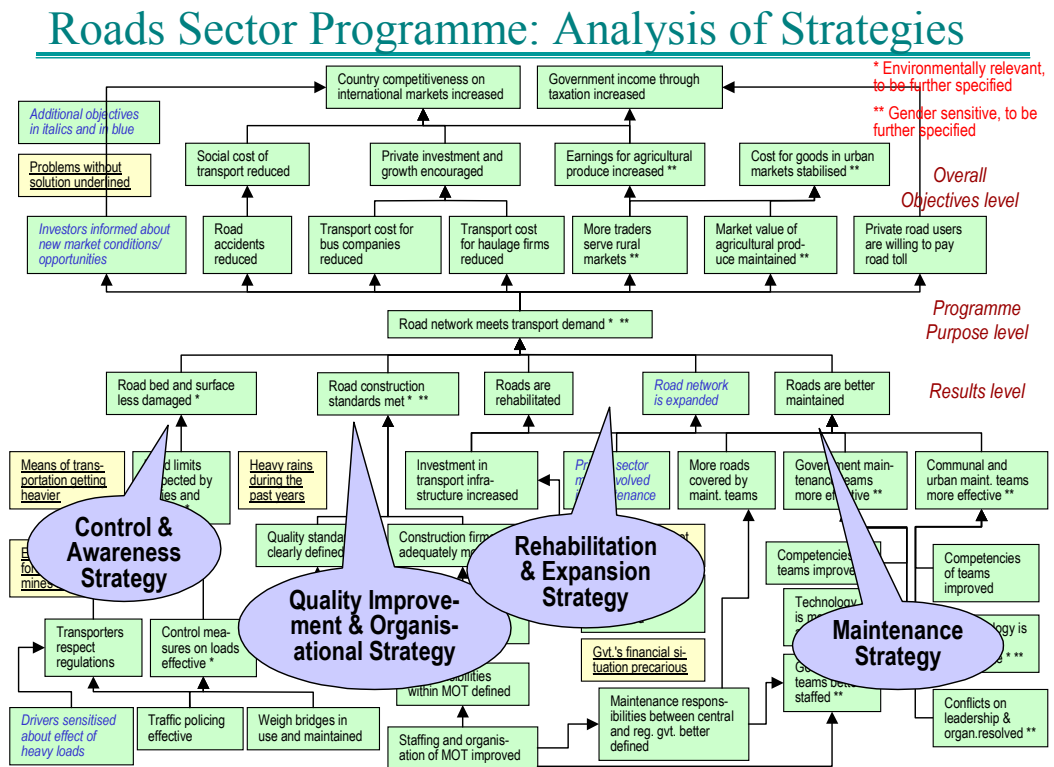
The final step of the Analysis Stage involves selecting the strategy(ies) which will be used to achieve the desired objectives. Analysis of Strategies involves deciding what objectives will be included IN the project, and what objectives will remain OUT, and what the project purpose and overall objectives will be. This step requires:

- Clear criteria for making the choice of strategies
- The identification of the different possible strategies to achieve the objectives
- The choice of the project strategy

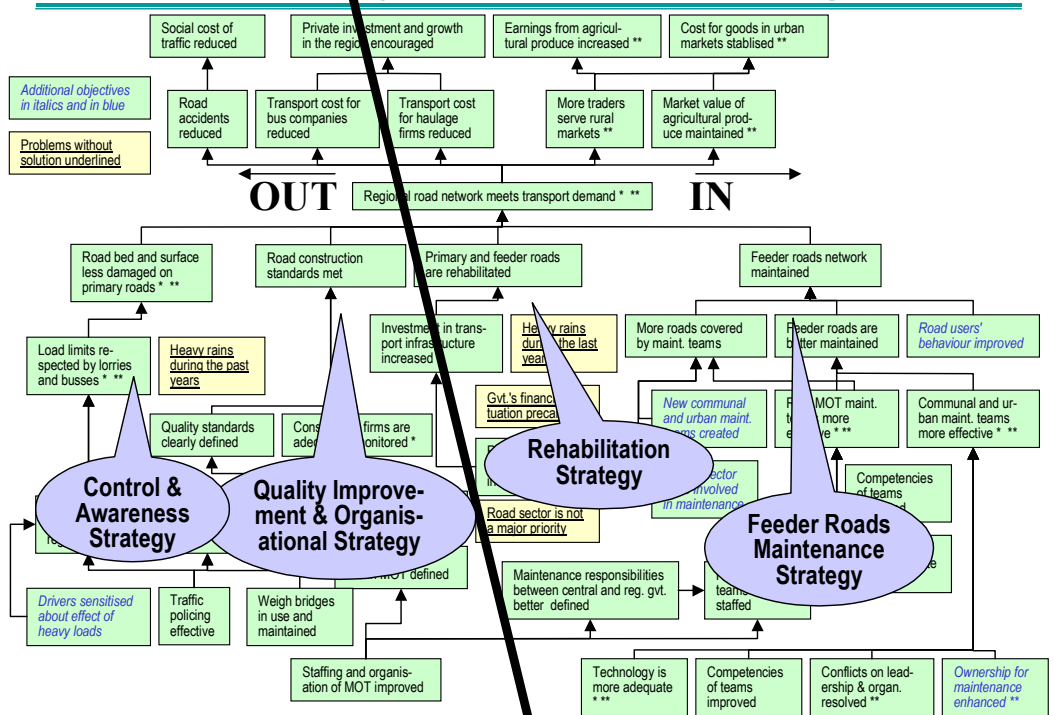
In the hierarchy of objectives, the different clusters of objectives of the same type are all called strategies. One or more of them will be chosen as the strategy for future operation. The most relevant and feasible strategy is selected on the basis of a number of criteria, for instance: priorities of stakeholders (both women and men), likelihood of success, budget, relevance of the strategy, time required, contribution to reducing inequalities, including gender inequalities, etc.

Depending on the scope and amount of work entailed, the selected clusters or strategy may form a 'project-sized' intervention, or a programme consisting of a number of projects.

Figure 8: Example of a Strategy Selection



Feeder Roads Project: Selection of Strategies



3.5. The Planning Stage

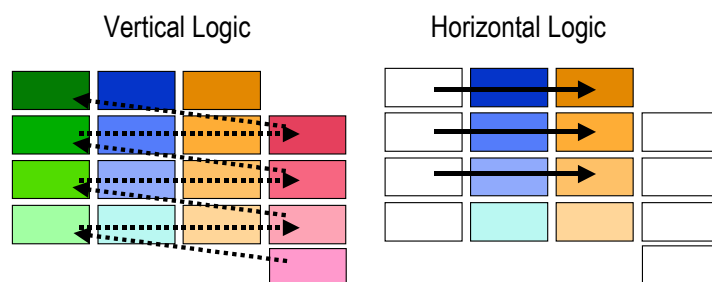
3.5.1. Building the Logframe Matrix

The logical framework is a way of presenting the substance of a project / programme in a comprehensive and commonly understandable form. The matrix has four columns and four rows:

- The *vertical logic* identifies what the project intends to do, clarifies the causal relationships and specifies the important assumptions and uncertainties beyond the project manager’s control.
- The *horizontal logic* relates to the measurement of the effects of, and resources used by, the project through the specification of key indicators, and the sources where they will be verified.

Figure 9: Vertical and Horizontal Logic

Vertical and Horizontal Logic



3.5.2. First Column: Intervention Logic

The first column of the logical framework is called the “Intervention logic”. It sets out the basic strategy underlying the project:

- The activities and means (inputs, both physical and non-physical) to be mobilised (2nd column, 4 row);
- By carrying out these Activities, the Results are achieved;
- Results collectively lead to the achievement of the Purpose;
- The Project Purpose contributes to the Overall Objectives.

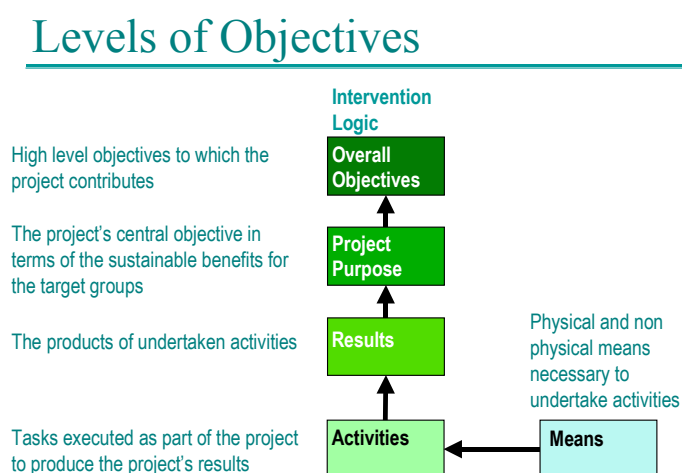
Usually, Results, Purpose and Overall Objectives are referred to globally as “objectives”. The four levels of objectives are defined as follows:

1. The *Overall Objectives* of the project / programme explain why it is important to society, in terms of the longer-term benefits to final beneficiaries and the wider benefits to other groups. They also help to show how the programme fits into the regional / sectoral policies of the government / organisations concerned and of the EC, as well as into the overarching policy objectives of EC co-operation. The Overall Objectives will not be achieved by the project alone (it will only provide a contribution to the achievement of the Overall Objec-

tives), but will require the contributions of other programmes and projects as well.

2. The *Project Purpose* is the objective to be achieved by implementing the project and likely to outlive the project. The Purpose should address the core problem, and be defined in terms of sustainable benefits for the target group(s). The Purpose should also express the equitable benefits for women and men among the target group(s). There should only be one Project Purpose per project. Having more than one Project Purpose could imply an excessively complex project, and hence possible management problems. Multiple Project Purposes may also indicate unclear or conflicting objectives. Clarifying and agreeing precisely what will define the project's success is therefore a critical step in project design.
3. *Results* are “products” of the activities undertaken, the combination of which achieve the Purpose of the project, namely the start of enjoyment of sustainable benefits by the target groups.
4. *Activities* – the actions (and means) that have to be taken / provided to produce the results. They summarise what will be undertaken by the project.

Figure 10: Level of Objectives



3.5.3. Second Column: Objectively Verifiable Indicators

They are the operational description⁶ of:

- the Overall Objectives
- the Project Purpose
- the Results

The physical and non-physical *Means* (inputs) necessary to carry out the planned activities are placed in the ‘bottom’ row of the second column, i.e. there are no indicators for activities in the logical framework matrix. A rough estimation of the

⁶ They describe the project's objectives in terms of quantity, quality, target group(s), time, place. A good OVI should be SMART, i.e.: Specific: measure what it is supposed to measure – *Measurable* and – *Available* at an acceptable cost – *Relevant* with regard to the objective concerned, and cover it – *Time-bound*.

necessary resources should be presented in this box. The activities are related to the different results. Indicators for activities are usually defined during the preparation of an activity schedule specifying the activities in more detail.

3.5.4. Third Column: Sources of Verification

Sources of verification indicate where and in what form information on the achievement of the Overall Objectives, the Project Purpose and the Results can be found (described by the objectively verifiable indicators).

The costs and sources of financing (EC, Government, etc.) are placed in the bottom row of the third column.

3.5.5. Fourth Column: Assumptions

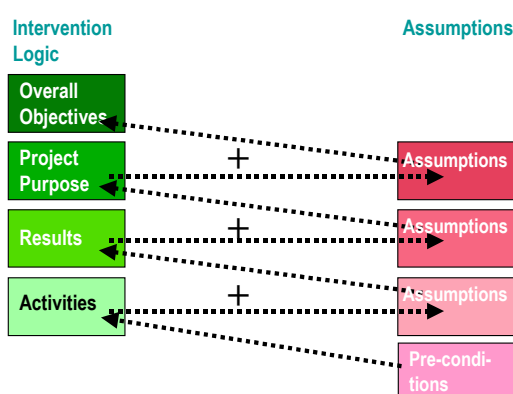
It will have become apparent during the Analysis Stage that the project alone cannot achieve all the objectives identified in the objective tree. Once a strategy has been selected, objectives not included in the intervention logic and other *external factors* remain. These will affect the project's implementation and long-term sustainability but lie outside its control. These conditions must be met if the project is to succeed, and are included as assumptions in the fourth column of the Logframe. So, Assumptions are the answer to the question: "What external factors are not influenced by the project, but may affect its implementation and long-term sustainability?"

The vertical logic in the logframe, i.e. the relationship between the 1st and the 4th column, works as follows:

- once the pre-conditions are met, the activities can start up;
- 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;
- 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.

Figure 11: The Vertical Logic

The Vertical Logic



3.5.6. How to Identify the Intervention Logic?

Once agreement can be reached among stakeholders on what should be the Project Purpose, then the *objectives that lie within the scope of the project can be transposed from the objective tree into the matrix*. The objectives selected for inclusion in the project are transposed into the first column of the Logframe. There are four levels of objectives. During this stage it is important to ensure that the levels of objectives are correct.

Table 1: How to Identify the Intervention Logic?

<p>1. Identification of the Purpose</p> <p>Select from the hierarchy of objectives the objective that describes a sustainable benefit to the target groups, including both women and men. To do so, it is helpful to start at the bottom of the tree. By moving higher, objectives that reflect sustainable benefits can be identified.</p> <p>2. Identification of the Overall Objectives</p> <p>Select from the objective tree one or more objectives at the top which describe long term benefits for society or the sector, to which the project will contribute.</p> <p>3. Identification of Results</p> <p>Select from the objective tree the objectives that – by the “means-to-end” logic – achieve the purpose, and are thus results.</p> <p>Add other results that also further the achievement of the purpose. These can be identified following a supplementary analysis of the opportunities and risks of the situation in question.</p> <p>4. Identification of activities</p> <ul style="list-style-type: none"> • Select from the objectives tree the objectives that – by the “means-to-end” – produce the results and translate them into activities. Activities are formulated with the verb in front: “Organise training sessions”, “Co-ordinate with major stakeholders”, etc. • Add other activities identified after supplementary analysis of the opportunities and risks of the situation in question, e.g. through additional studies, through discussions with stakeholders (e.g. in a planning workshop), paying attention to the specific interests of under-represented groups. <p>5. The means-ends relationships are again analysed, and additional results and activities may be incorporated, as denoted below by the boxes with an asterisk.</p> <p><i>Note:</i></p> <ul style="list-style-type: none"> • <i>Add only main activities in the Logframe</i> • <i>Relate them to the Results by attributing numbers to each activity (Activity 1.1 is related to Result 1, Activity 4.3 to Result 4.). This helps maintaining means to ends relationships.</i>
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Figure 12: Building the Logframe: Specifying the Intervention Logic

Roads Sector Programme: Building the Logframe: Specifying the Intervention Logic

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Overall Objectives	Country competitiveness on international markets improved			
	Investments into agricultural export crops increased			
	Food supply stabilised			
Programme Purpose	Road network meets transport demand			
Results	1. Heavy-vehicle overload reduced on roads			
	2. Roads are upgraded and rehabilitated			
	3. Road network is expanded			
	4. Roads are better maintained			
Activities		Means	Costs	
	1.1 Sensitise lorry and bus owners and drivers about the effect of heavy loads			
	1.2 Improve traffic police controls			
	1.3 Repair and maintain weigh bridges			
	2.1 Define quality standards for all types of roads			
	2.2 Identify priority roads to rehabilitate/upgrade*			
	2.3 Monitor road rehabilitation and upgrading			
	2.4 Improve collection of road tolls and taxes*			
	3.1 Identify priorities for road network expansion*			
	3.2 Construct new roads*			
	3.3 Monitor road construction closely			
	3.4 Improve collection of road tolls and taxes*			
	4.1 Review and improve approach to maintenance*			
	4.2 Involve private sector more in maintenance			
	4.3 Improve road coverage by maintenance teams			
	4.4 Increase effectiveness of maintenance teams (reg. MOT, communal and urban)			
				Pre-conditions

Feeder Roads Project: Building the Logframe: Specifying the Intervention Logic

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Overall Objectives	Supply, of urban markets, with agricultural produce from the region stabilised			
	Region's competitiveness on national & international markets improved			
Project Purpose	Feeder roads network meets transport demand			
Results	1. Feeder roads are rehabilitated			
	2. Quality of feeder roads network is increased			
Activities		Means	Costs	
	1.1 Identify priority feeder roads to rehabilitate*			
	1.2 Monitor road rehabilitation, including shelter, lighting, telephones and road safety measures where appropriate			
	1.3 Improve collection of road tolls and taxes*			
	2.1 Review and improve approach to maintenance*			
	2.2 Increase competences of all types of maintenance teams (reg. MOT, communal and urban)			
	2.3 Improve and adapt technology to working conditions			
	2.4 Involve private sector more in maintenance			
	2.5 Initiate creation of new maintenance teams			
	2.6 Enhance teams' ownership for maintenance			
2.7 Support organisational adjustments of maintenance teams				
2.8 Monitor and support all types of maintenance works*				
2.9 Increase ownership of feeder roads by all types of users (traders, men, women, etc.), including sensitisation on improved driving behaviour, environment, etc.*				
			Pre-conditions	

3.5.7. How to Identify Assumptions?

The probability and significance of external conditions being met should be estimated as part of assessing the degree of risk of the project. Some will be critical to project success, and others of marginal importance. A useful way of assessing the importance of assumptions is with the following flowchart. Once assumptions have been identified, they are stated in terms of the desired situation. In this way they can be verified and assessed. Then, these external factors are transposed at the appropriate level of the logframe.

Figure 13: Assessment of Assumptions

Assessment of Assumptions

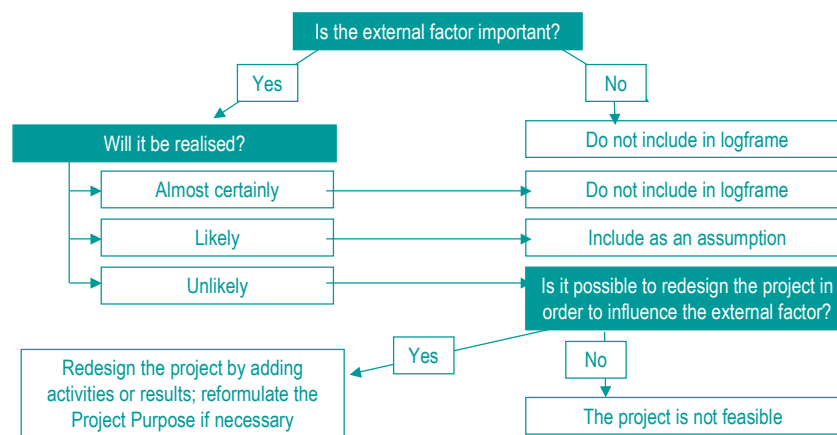


Figure 14: Building the Logframe: Completing Assumptions**Roads Sector Programme: Building the Logframe: Completing Assumptions**

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Overall Objectives	Country competitiveness on international markets improved			
	Investments into agricultural export crops increased			
	Food supply stabilised			
Programme Purpose	Road network meets transport demand			<ul style="list-style-type: none"> • Interest in products from country remains the same • Climatic conditions remain stable • Price policy remains favourable
Results	1. Heavy-vehicle overload reduced on roads			Traffic flow increases at the same rate as before
	2. Roads are upgraded and rehabilitated			
	3. Road network is expanded			
	4. Roads are better maintained			
Activities		Means	Costs	
	1.1 Sensitise lorry and bus owners and drivers about the effect of heavy loads			Weather conditions: Rainfall does not get worse
	1.2 Improve traffic police controls			
	1.3 Repair and maintain weigh bridges			
	2.1 Define quality standards for all types of roads			
	2.2 Identify priority roads to rehabilitate/upgrade			
	2.3 Monitor road rehabilitation and upgrading			
	2.4 Improve collection of road tolls and taxes			
	3.1 Identify priorities for road network expansion			
	3.2 Construct new roads			
	3.3 Monitor road construction closely			
	3.4 Improve collection of road tolls and taxes			
	4.1 Review and improve approach to maintenance			
	4.2 Involve private sector more in maintenance			
	4.3 Improve road coverage by maintenance teams			
	4.4 Increase effectiveness of maintenance teams (reg. MOT, communal and urban)			
				Pre-conditions

Feeder Roads Project: Building the Logframe: Completing Assumptions

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Overall Objectives	Supply, of urban markets, with agricultural produce from the region stabilised			
	Region's competitiveness on national & international markets improved			
Project Purpose	Feeder roads network meets transport demand			<ul style="list-style-type: none"> • Primary road network rehabilitated & maintained • Interest in products from region at least stable • Road construction firms are adequately monitored
Results	1. Feeder roads are rehabilitated			
	2. Quality of feeder roads network is increased			Load limits are respected by lorries and busses
Activities		Means	Costs	
	1.1 Identify priority feeder roads to rehabilitate			
	1.2 Monitor road rehabilitation, including shelter, lighting, telephones and road safety measures where appropriate			
	1.3 Improve collection of road tolls and taxes			
	2.1 Review and improve approach to maintenance			
	2.2 Increase competences of all types of maintenance teams (reg. MOT, communal and urban)			
	2.3 Improve and adapt technology to working conditions			
	2.4 Involve private sector more in maintenance			
	2.5 Initiate creation of new maintenance teams			
	2.6 Enhance teams' ownership for maintenance			
	2.7 Support organisational adjustments of maintenance teams			
2.8 Monitor and support all types of maintenance works				
2.9 Increase ownership of feeder roads by all types of users (traders, men, women, etc.), including sensitisation on improved driving behaviour, environment, etc.				
			Pre-conditions	1. Quality standards for feeder roads are set 2. Sector policy framework clear, including maintenance responsibilities

QUALITY FACTORS⁷

A project can be said to be sustainable when it continues to deliver benefits to the project / programme target groups for an extended period after the main part of the donor assistance has been completed. In the past it has been found that projects have failed to deliver sustainable benefits because they did not take sufficient account of a number of critical success factors. Quality is not an issue only to be considered shortly before the end of a project, but should be kept in mind from the planning stage onwards.

4.1. What are Quality Factors?

Experience has demonstrated that the longer-term sustainability of project benefits depends on the following factors:

1. *Ownership by beneficiaries* – the extent to which target groups and beneficiaries of the project / programme (including men and women) have participated in its design and are involved so that it can have their support and be sustainable after the end of the EC financing.
2. *Policy support* – the quality of the relevant sector policy, and the extent to which the partner government has demonstrated support for the continuation of project services beyond the period of donor support.
3. *Appropriate technology* – whether the technologies applied by the project can continue to operate in the longer run (e.g. availability of spare parts; sufficiency of safety regulations; local capabilities of women and men in operation and maintenance).
4. *Socio-cultural issues* – how the project will take into account local socio-cultural norms and attitudes, and which measures have been taken to ensure that all beneficiary groups will have appropriate access to project services and benefits during and after implementation.
5. *Gender equality* – how the project will take into account the specific needs and interests of women and men and will lead to sustained and equitable access by women and men to the services and infrastructures, as well as contribute to reduced gender inequalities in the longer term.
6. *Environmental protection* – the extent to which the project will preserve or damage the environment and therefore support or undermine achievement of longer term benefits.
7. *Institutional and management capacity* – the ability and commitment of the implementing agencies to deliver the project / programme, and to continue to provide services beyond the period of donor support.
8. *Economic and financial viability* – whether the incremental benefits of the project / programme outweigh its costs, and the project represents a viable long-term investment.⁸

The substance and relative importance of these factors will depend on the context and on the specific features of the project / programme. Consideration of these issues may lead to changes in the project design.

⁷ Here, “Quality” replaces the DAC term “Sustainability” to emphasise that quality is an issue that applies from the beginning of project / programme design, whereas sustainability per se occurs, or not, after the life of a project / programme.

⁸ The Financial and Economic Analysis Manual (EC 1997) provides a comprehensive methodology to be used at the different phases of the project cycle.

4.2. How to Plan for Quality

Having established the intervention logic (first column) and the assumptions (fourth column), the preparation of the logframe continues with a review (questions) concerning the project / programme's quality.

Table 2: Basic Questions to be Addressed to Ensure Quality

1. <i>Ownership by beneficiaries</i>	What evidence is there that all target groups, including both women and men, support the project? How actively are and will they be involved / consulted in project preparation and implementation? How far do they agree and commit themselves to achieve the objectives of the project?
2. <i>Policy support</i>	Is there a comprehensive, appropriate sector policy by the Government? Is there evidence of sufficient support by the responsible authorities to put in place the necessary supporting policies and resource allocations (human, financial, material) during and following implementation?
3. <i>Appropriate technology</i>	Is there sufficient evidence that the chosen technologies can be used at affordable cost and within the local conditions and capabilities of all types of users, during and after implementation?
4. <i>Environmental protection</i>	Have harmful environmental effects which may result from use of project infrastructure or services been adequately identified? Have measures been taken to ensure that any harmful effects are mitigated during and after project implementation?
5. <i>Socio-cultural issues</i>	Does the project take into account local socio-cultural norms and attitudes, also those of indigenous people? Will the project promote a more equitable distribution of access and benefits?
6. <i>Gender equality</i>	Have sufficient measures been taken to ensure that the project will meet the needs and interests of both women and men and will lead to sustained and equitable access by women and men to the services and infrastructures, as well as contribute to reduced gender inequalities in the longer term?
7. <i>Institutional and management capacity</i>	Is there sufficient evidence that the implementing authorities will have the capacity and resources (human and financial) to manage the project effectively, and to continue service delivery in the longer term? If capacity is lacking, what measures have been incorporated to build capacity during project implementation?
8. <i>Economic and financial viability</i>	Is there sufficient evidence that the benefits of the project will justify the costs involved, and that the project represents the most viable way to addressing the needs of women and men in the target groups?

Figure 15: Building the Logframe: Planning for Quality

Roads Sector Programme: Building the Logframe: Planning for Quality

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Overall Objectives	Country competitiveness on international markets improved			
	Investments into agricultural export crops increased			
	Food supply stabilised			
Programme Purpose	Road network meets transport demand			<ul style="list-style-type: none"> Interest in products from country remains the same Weather conditions remain stable Price policy remains favourable
Results	1. Heavy-vehicle overload reduced on roads			Traffic flow increases at the same rate as before
	2. Roads are upgraded and rehabilitated			
	3. Road network is expanded			
	4. Roads are better maintained			
	5. Performance of MOT improved			
Activities		Means	Costs	
	1.1 Sensitise lorry and bus owners and drivers about the effect of heavy loads, <u>on environmental pollution prevention, on gender issues, e.g. HIV/AIDS</u>			Weather conditions: Rainfall does not get worse
	1.2 Improve traffic police controls			<u>Haulage firms do not increase the size of their vehicles beyond the maximum approved limits by the MOT.</u>
	1.3 Repair and maintain weigh bridges			
	1.4 Co-ordinate with Ministry of Agriculture and Ministry of Natural Resources concerning reduction of loads from forests and mines			
	2.1 Define quality standards for all types of roads			
	2.2 Identify priority roads to rehabilitate/upgrade			
	2.3 Monitor road rehabilitation and upgrading, <u>including shelter, lighting, telephones and road safety measures</u>			
	2.4 Improve collection of road tolls and taxes			
	2.5 Devise and apply system for reinvestment			
	3.1 Identify priorities for road network expansion			
	3.2 Construct new roads			
	3.3 Monitor road construction closely			
	3.4 Improve collection of road tolls and taxes			
	4.1 Review and improve approach to maintenance			
	4.2 Involve private sector more in maintenance			
	4.3 Improve road coverage by maintenance teams			
	4.4 Increase effectiveness of maintenance teams (reg. MOT, communal and urban) <u>(motivation, training, equipment, monitoring, planning, gender equality, environment, etc.)</u>			
	4.5 Improve ownership of feeder roads network maintenance by village/communal teams			
	5.1 Improve sector policy framework			
	5.2 Improve organisational set-up including allocation of responsibilities, both at central and regional level			
	5.3 Develop quality control system			
	5.4 Devise and publish training and publicity material for broad public			
	5.5 Train relevant staff in: <u>planning, management, maintenance, road fund management, environment and EIA, etc.</u>			
	5.6 Ensure gender equality in staff employment, training and promotion			
	5.7 Sensitise stakeholders on environment, their role and contribution to sector development, the role/impact of HIV/AIDS, loading arrangements, passenger and vehicle safety, treatment of passengers, etc.			
	5.8 Implement EIA as required, apply recommendations			
5.9 Co-ordinate regularly with major donors, relevant ministries, traffic police, and major stakeholders in sector				
			Pre-conditions	<ol style="list-style-type: none"> Road sector development retains at least its present level of priority Traffic police committed to more strict application of control measures Returns on capital invested are sufficient to warrant private sector involvement in maintenance

Feeder Roads Project: Building the Logframe: Planning for Quality

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Overall Objectives	Supply, of urban markets, with agricultural produce from the region stabilised			
	Region's competitiveness on national & international markets improved			
Project Purpose	Feeder roads network meets transport demand			<ul style="list-style-type: none"> • Primary road network rehabilitated & maintained • Interest in products from region at least stable • Road construction firms are adequately monitored
Results	1. Feeder roads are rehabilitated			
	2. Quality of feeder roads network is increased			Load limits are respected by lorries and busses
	3. <i>Performance of Regional MOT improved</i>			
Activities		Means	Costs	
	1.1 Identify priority feeder roads to rehabilitate			
	1.2 Monitor road rehabilitation, including shelter, lighting, telephones and road safety measures where appropriate			
	1.3 Improve collection of road tolls and taxes			
	1.4 <i>Devise and apply system for reinvestment</i>			
	2.1 Review and improve approach to maintenance			
	2.2 Increase competences of all types of maintenance teams (reg. MOT, communal and urban) (<i>training, equipment, monitoring, planning, environment, etc.</i>)			
	2.3 Improve and adapt technology to working conditions			
	2.4 Involve private sector more in maintenance			
	2.5 Initiate creation of new maintenance teams			
	2.6 Enhance teams' ownership for maintenance			
	2.7 Support organisational adjustments of maintenance teams			
	2.8 Monitor and support all types of maintenance works			
	2.9 Increase ownership of feeder roads by all types of users (traders, men, women, etc.), including sensitisation on improved driving behaviour, environment, etc.			
	2.10 <i>Enhance gender equality in maintenance teams and in decision making</i>			
	3.1 <i>Improve organisational set-up of Regional MOT including allocation of responsibilities</i>			
	3.2 <i>Apply quality control system</i>			
	3.3 <i>Train relevant staff in: planning, management, maintenance, road fund management, environment, etc.</i>			
	3.4 <i>Ensure gender equality in staff employment, training and promotion</i>			
	3.5 <i>Sensitise stakeholders on environment, passenger and vehicle safety, etc.</i>			
	3.6 <i>Implement EIA as required</i>			
	3.7 <i>Manage revenues from user charges</i>			
	3.8 <i>Co-ordinate regularly with other relevant ministries (in the region), communes, traffic police, donors, etc.</i>			
			Pre-conditions	1. Quality standards for feeder roads are set 2. Sector policy framework clear, including maintenance responsibilities

5. COMPLETING THE LOGICAL FRAMEWORK

5.1. How to Identify Objectively Verifiable Indicators (OVIs) and Sources of Verification (SOV)?

Objectively Verifiable Indicators describe the project's objectives in operationally measurable terms (quantity, quality, target group(s), time, place). Specifying OVIs helps checking the viability of objectives and forms the basis of the project monitoring system. OVIs should be measurable in a consistent way and at an acceptable cost.

Sources of Verification are documents, reports and other sources providing information that makes it possible to check the indicators.

A good OVI should be SMART:

- Specific: measure what it is supposed to measure
- Measurable
- Available at an acceptable cost
- Relevant with regard to the objective concerned
- Time bound

Indicators at the level of the results should not be a summary of what has been stated at the activity level, but should describe the consequences. Often, it is necessary to establish *several indicators for one objective*. Together, these will provide reliable information on the achievement of objectives. At the same time, the trap of including too many indicators should be avoided.

OVIs should already be defined during identification and formulation, but they often need to be *specified in greater detail during implementation*, once additional information is available and the demands of monitoring become apparent. Care should be taken to ensure that the OVIs for the project purpose - the project's "centre of gravity" - do in practice incorporate the notion of 'sustainable benefits for the target group'.

Figure 16: Indicators: An Example

Indicators: An Example

Objective: Access to rural/regional markets improved

Select the indicator: Average journey time to the closest market

Define the targets:

- **Define the quantity:** Average journey time to the closest market is reduced by 25% compared to year x level ...
- **Define the quality:** ... during the wet season ...
- **Define the target group:** ... for all travellers, female and male, on private vehicles ...
- **Define the place :** ... in the Blue Mountain region ...
- **Determine the time:** ... 5 years after project start

Figure 17: Building the Logframe: Identifying OVI and SOV

Roads Sector Programme: Building the Logframe: Identifying OVI and SOV

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Overall Objectives	Country competitiveness on international markets improved	Quantity of agricultural exports increased from X to Y tons by 2015	Export statistics	
	Investments into agricultural export crops increased	Bank loans to private investors increased by 30% by 2015	Loan register of banks	
	Food supply stabilised	Price of agricultural produce (staple crops and vegetables) on urban and rural markets reduced by 10% by 2015 (calculated on the average price of years 2012 – 2015)	National market and price statistics	
Programme Purpose	Road network meets transport demand	Vehicle operating cost reduced for haulage firms, bus companies, traders, private owners by 10% until 2006, and by 15% until 2010	Calculations of firms and NAA	<ul style="list-style-type: none"> • Interest in products from country remains the same • Weather conditions remain stable • Price policy remains favourable
		By 2010, average journey time from points X to Z reduced: <ul style="list-style-type: none"> - by 15% for haulage firms and overland busses - by 20% for female drivers on private vehicles, and - by 15% for male drivers on private vehicles 	User survey reports 2001 and 2010	
		By 2010, losses of market value of agricultural produce during transport to urban markets reduced by 30% for export crops and by 40% for perishable crops of female producers	Market surveys	
Results	1. Heavy-vehicle overload reduced on roads	Number of vehicles found to be overloaded at weigh bridges and during road controls reduced from 60% to 20% by 2008	Traffic police reports	Traffic flow increases at the same rate as before
	2. Roads are upgraded and rehabilitated	High priority roads for international traffic upgraded by 2006, including standard road safety measures, to the MOT approved standards	End-of-rehabilitation / construction reports MOT road condition survey reports	
		Primary roads rehabilitated to the MOT approved standards: 50% until 2006, 90% until 2008		
		Secondary/feeder roads rehabilitated to the MOT approved standards: 50% until 2007, 90% until 2009		
	3. Road network is expanded	400 km of high priority primary roads constructed until early 2005, to the MOT approved standards 1000 km of high priority feeder roads constructed until early 2006, to the MOT approved standards	End-of-construction reports, MOT road condition survey reports	
4. Roads are better maintained	The length of primary roads maintained when required is increased by 40% between 2001 and 2010, to the MOT approved standards, out of which Y% by private enterprises	MOT road condition survey reports, Contracts with private enterprises		
	The length of feeder roads maintained when required is increased by 30% between 2001 and 2010, to the MOT approved standards, out of which X% by the village teams and Y% by private enterprises	MOT road condition survey reports, Contracts with private enterprises, Reports MOT, Regional Offices		
5. Performance of MOT improved	Quality standards for maintenance, upgrading and construction of roads are verified at least once during works and at the end of the works from 2004 onwards Sector planning and annual budgeting done to the standard required by MOPF, and within the time framework set, by 2004	MOT field monitoring reports, Correspondence with MOPF, minutes of meetings with MOPF		
Activities		Means	Costs	
	1.1 Sensitise lorry and bus owners and drivers about the effect of heavy loads, on environmental pollution prevention, on gender issues, e.g. HIV/AIDS			Weather conditions: Rainfall does not get worse
	1.2 Improve traffic police controls			Haulage firms do not increase the size of their vehicles beyond the maximum approved limits by the MOT
	1.3 Repair and maintain weigh bridges			
	1.4 Co-ordinate with Ministry of Agriculture and Ministry of Natural Resources concerning reduction of loads from forests and mines			
	2.1 Define quality standards for all types of roads			
	2.2 Identify priority roads to rehabilitate/upgrade			
	2.3 Monitor road rehabilitation and upgrading, including shelter, lighting, telephones and road safety measures			
	2.4 Improve collection of road tolls and taxes			
	2.5 Devise and apply system for reinvestment			
	3.1 Identify priorities for road network expansion			
	3.2 Construct new roads			
	3.3 Monitor road construction closely			
	3.4 Improve collection of road tolls and taxes			
	4.1 Review and improve approach to maintenance			
	4.2 Involve private sector more in maintenance			
	4.3 Improve road coverage by maintenance teams			
	4.4 Increase effectiveness of maintenance teams (reg. MOT, communal and urban) (motivation, training, equipment, monitoring, planning, gender equality, environment, etc.)			
	4.5 Improve ownership of feeder roads network maintenance by village/communal teams			
	5.1 Improve sector policy framework			
	5.2 Improve organisational set-up including allocation of responsibilities, both at central and regional level			
	5.3 Develop quality control system			
	5.4 Devise and publish training and publicity material for broad public			
	5.5 Train relevant staff in: planning, management, maintenance, road fund management, environment and EIA, etc.			
	5.6 Ensure gender equality in staff employment, training and promotion			
	5.7 Sensitise stakeholders on environment, their role and contribution to sector development, the role/impact of HIV/AIDS, loading arrangements, passenger and vehicle safety, treatment of passengers, etc.			
	5.8 Implement EIA as required, apply recommendations			
	5.9 Co-ordinate regularly with major donors, relevant ministries, traffic police, and major stakeholders in sector			
				Pre-conditions

Feeder Roads Project: Building the Logframe: Identifying OVI and SOV

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Assumptions
Overall Objectives	Supply, of urban markets, with agricultural produce from the region stabilised	Total number and scale of suppliers for perishable produce to urban areas increased by 15% by 2015 Total number of small scale suppliers for perishable produce to urban areas at least maintained by 2015	Regional market statistics	
	Region's competitiveness on national & international markets improved	Quantity of agricultural exports from the region increased from X to Y tons by 2015	Regional export statistics	
Project Purpose	Feeder roads network meets transport demand	By 2010, average journey time from any point within the rehabilitated or maintained feeder road network to the next primary road section reduced: - by 15% for traders - by 20% for female drivers on private vehicles, and - by 15% for male drivers on private vehicles By 2010, losses of market value of agricultural produce during transport to urban markets reduced by 20% for export crops and by 30% for perishable crops of female producers	User survey reports 2001 and 2010 Market surveys	<ul style="list-style-type: none"> Primary road network rehabilitated & maintained Interest in products from region at least stable Road construction firms are adequately monitored
Results	1. Feeder roads are rehabilitated	Priority feeder roads rehabilitated to the MOT approved standards: 400 km by 2007, 1000 km by 2009	End-of-rehabilitation/construction reports MOT road condition survey reports	
	2. Quality of feeder roads network is increased	By 2005, 40% of the feeder roads are maintained, to the MOT approved standards, out of which a minimum of 40% by communal and urban teams, and a minimum of 10% by private enterprises By 2010, 90% of the feeder roads are maintained, to the MOT approved standards, out of which a minimum of 55% by communal and urban teams, and a minimum of 20% by private enterprises	MOT road condition survey reports, Contracts with private enterprises, Reports MOT, Regional and District Offices	Load limits are respected by lorries and busses
	3. Performance of Regional MOT improved	Quality standards for rehabilitation and maintenance of roads are verified at least once during works and at the end of the works from 2004 onwards Regional sector planning and annual budgeting done to the standard required by MOPF, and within the time framework set, from 2004 onwards	Regional MOT field monitoring reports, Correspondence with MOPF (regional and national), minutes of meetings with MOPF	
Activities		Means	Costs	
	1.1 Identify priority feeder roads to rehabilitate			
	1.2 Monitor road rehabilitation, including shelter, lighting, telephones and road safety measures where appropriate			
	1.3 Improve collection of road tolls and taxes			
	1.4 Devise and apply system for reinvestment			
	2.1 Review and improve approach to maintenance			
	2.2 Increase competences of all types of maintenance teams (reg. MOT, communal and urban) (training, equipment, monitoring, planning, environment, etc.)			
	2.3 Improve and adapt technology to working conditions			
	2.4 Involve private sector more in maintenance			
	2.5 Initiate creation of new maintenance teams			
	2.6 Enhance teams' ownership for maintenance			
	2.7 Support organisational adjustments of maintenance teams			
	2.8 Monitor and support all types of maintenance works			
	2.9 Increase ownership of feeder roads by all types of users (traders, men, women, etc.), including sensitisation on improved driving behaviour, environment, etc.			
	2.10 Enhance gender equality in maintenance teams and in decision making			
	3.1 Improve organisational set-up of Regional MOT including allocation of responsibilities			
	3.2 Apply quality control system			
	3.3 Train relevant staff in: planning, management, maintenance, road fund management, environment, etc.			
	3.4 Ensure gender equality in staff employment, training and promotion			
	3.5 Sensitise stakeholders on environment, passenger and vehicle safety, etc.			
	3.6 Implement EIA as required			
	3.7 Manage revenues from user charges			
	3.8 Co-ordinate regularly with other relevant ministries (in the region), communes, traffic police, donors, etc.			
			Pre-conditions	1. Quality standards for feeder roads are set 2. Sector policy framework clear, including maintenance responsibilities

When indicators are formulated, the source of verification should be specified at the same time. The SOV should specify:

- the *format* in which the information should be made available (e.g. progress reports, project accounts, project records, official statistics etc.)
- *who* should provide the information
- *how regularly* it should be provided (e.g. monthly, quarterly, annually, etc.)

Sources outside the project should be assessed for accessibility, reliability and relevance. The work and costs of collecting information to be produced by the project itself should also be estimated and adequate means provided. 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 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 survey on incomes of farm households, the changes of household expenditure may be assessed, e.g. sales of veterinary suppliers and pharmacies, or of tools or household goods (clothes, energy saving stoves, etc.) might be counted.

5.2. How to Identify Means and Costs?

The boxes “Means” and “Costs” replace OVIs and SOV at the level of Activities. OVIs and SOV are thus not specified for Activities in the Logframe, but may be specified later when preparing an Activity Schedule.

Means are *physical and non-physical resources* (often referred to as “Inputs”) that are necessary to carry out the planned activities and manage the project. A distinction can be drawn between:

- human resources and
- material resources.

Costs are the translation into financial terms of all the identified resources (means). They should be presented in a standardised format, which will specify the contribution of the EC, the Government and any other party, such as target groups and beneficiaries. The Activities should therefore be worked out sufficiently to enable estimates of the necessary physical and non-physical means. This will include the means and costs required for management support activities. An area for particular attention is the cost of collecting data on OVIs. This estimate should be completed at the end of the formulation phase.

5.3. Final Quality Check of the Logframe

Once the means and costs have been established, the logical framework matrix is complete. It should now be reviewed one last time to check, whether:

- the vertical logic is complete and accurate;
- indicators and sources of verification are accessible and reliable;
- the pre-conditions are realistic;
- the assumptions are realistic and complete;
- the risks are acceptable;
- the likelihood of success is reasonably strong;
- quality issues have been taken into account and, where appropriate, translated into activities, results or assumptions;
- the benefits justify the costs;
- additional studies are needed.

This check should be carried out first at the end of the planning workshop during formulation, but it can also be carried out independently by persons other than those who drew up the logical framework, particularly EC and partner country officials.

The following figures show what a completed logframe for the example sector programme and feeder roads project might look like.

Figure 18: An Example of a Completed Logframe

Roads Sector Programme: Building the Logframe: Completed Logframe

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Assumptions						
Overall Objectives	Country competitiveness on international markets improved	Quantity of agricultural exports increased from X to Y tons by 2015	Export statistics							
	Investments into agricultural export crops increased Food supply stabilised	Bank loans to private investors increased by 30% by 2015 Price of agricultural produce (staple crops and vegetables) on urban and rural markets reduced by 10% by 2015 (calculated on the average price of years 2012 – 2015)	Loan register of banks National market and price statistics							
Programme Purpose	Road network meets transport demand	Vehicle operating cost reduced for haulage firms, bus companies, traders, private owners by 10% until 2006, and by 15% until 2010	Calculations of firms and NAA	<ul style="list-style-type: none"> Interest in products from country remains the same Weather conditions remain stable Price policy remains favourable 						
		By 2010, average journey time from points X to Z reduced: - by 15% for haulage firms and overland busses - by 20% for female drivers on private vehicles, and - by 15% for male drivers on private vehicles	User survey reports 2001 and 2010							
		By 2010, losses of market value of agricultural produce during transport to urban markets reduced by 30% for export crops and by 40% for perishable crops of female producers	Market surveys							
Results	1. Heavy-vehicle overload reduced on roads	Number of vehicles found to be overloaded at weigh bridges and during road controls reduced from 60% to 20% by 2008	Traffic police reports	Traffic flow increases at the same rate as before						
	2. Roads are upgraded and rehabilitated	High priority roads for international traffic upgraded by 2006, including standard road safety measures, to the MOT approved standards Primary roads rehabilitated to the MOT approved standards: 50% until 2006, 90% until 2008 Secondary/feeder roads rehabilitated to the MOT approved standards: 50% until 2007, 90% until 2009	End-of-rehabilitation / construction reports MOT road condition survey reports							
	3. Road network is expanded	400 km of high priority primary roads constructed until early 2005, to the MOT approved standards 1000 km of high priority feeder roads constructed until early 2006, to the MOT approved standards	End-of-construction reports, MOT road condition survey reports							
	4. Roads are better maintained	The length of primary roads maintained when required is increased by 40% between 2001 and 2010, to the MOT approved standards, out of which Y% by private enterprises The length of feeder roads maintained when required is increased by 30% between 2001 and 2010, to the MOT approved standards, out of which X% by the village teams and Y% by private enterprises	MOT road condition survey reports, Contracts with private enterprises MOT road condition survey reports, Contracts with private enterprises, Reports MOT, Regional Offices							
	5. Performance of MOT improved	Quality standards for maintenance, upgrading and construction of roads are verified at least once during works and at the end of the works from 2004 onwards Sector planning and annual budgeting done to the standard required by MOPF, and within the time framework set, by 2004	MOT field monitoring reports, Correspondence with MOPF, minutes of meetings with MOPF							
Activities	Means		Costs (M€)							
			EC	A	B	C	D	Gvt	Tot	
1.1 Sensitise lorry and bus owners and drivers about the effect of heavy loads, on environmental pollution prevention, on gender issues, e.g. HIV/AIDS	Human resources (expertise in: maintenance, road funds, village sensitisation, public relations, etc.)	800 PM	5	2	1.5	1.5	2		12	Weather conditions: Rainfall does not get worse
1.2 Improve traffic police controls	Investment (vehicles, equipment, houses, offices, etc.)		6	3	2	2	2		15	Haulage firms do not increase the size of their vehicles beyond the maximum approved limits by the MOT
1.3 Repair and maintain weigh bridges	Maintenance	120 months	3	2	2	1	1	1	10	
1.4 Co-ordinate with Ministry of Agriculture and Ministry of Natural Resources concerning reduction of loads from forests and mines	Office running	120 months	1	0.2	0.5	0.2		0.5	2.4	
2.1 Define quality standards for all types of roads	Working capital		2				1	1	4	
2.2 Identify priority roads to rehabilitate/upgrade	Contingencies	10%	1.7	0.7	0.6	0.5	0.6	0.3	4.3	
2.3 Monitor road rehabilitation and upgrading, including shelter, lighting, telephones and road safety measures	Total		18.7	7.9	6.6	5.2	6.6	2.8	47.7	
2.4 Improve collection of road tolls and taxes										
2.5 Devise and apply system for reinvestment										
3.1 Identify priorities for road network expansion										
3.2 Construct new roads										
3.3 Monitor road construction closely										
3.4 Improve collection of road tolls and taxes										
4.1 Review and improve approach to maintenance										
4.2 Involve private sector more in maintenance										
4.3 Improve road coverage by maintenance teams										
4.4 Increase effectiveness of maintenance teams (reg. MOT, communal and urban) (motivation, training, equipment, monitoring, planning, gender equality, environment, etc.)										
4.5 Improve ownership of feeder roads network maintenance by village/communal teams										
5.1 Improve sector policy framework										
5.2 Improve organisational set-up including allocation of responsibilities, both at central and regional level										
5.3 Develop quality control system										
5.4 Devise and publish training and publicity material for broad public										
5.5 Train relevant staff in: planning, management, maintenance, road fund management, environment and EIA, etc.										
5.6 Ensure gender equality in staff employment, training and promotion										
5.7 Sensitise stakeholders on environment, their role and contribution to sector development, the role/impact of HIV/AIDS, loading arrangements, passenger and vehicle safety, treatment of passengers, etc.										
5.8 Implement EIA as required, apply recommendations										
5.9 Co-ordinate regularly with major donors, relevant ministries, traffic police, and major stakeholders in sector										
			Pre-conditions							
								1. Road sector development retains at least its present level of priority 2. Traffic police committed to more strict application of control measures 3. Returns on capital invested are sufficient to warrant private sector involvement in maintenance		

Feeder Roads Project: Building the Logframe: Completed Logframe

	Intervention Logic	Objectively Verifiable Indicators	Sources of Verification	Assumptions			
Overall Objectives	Supply of urban markets, with agricultural produce from the region stabilised	Total number and scale of suppliers for perishable produce to urban areas increased by 15% by 2015 Total number of small scale suppliers for perishable produce to urban areas at least maintained by 2015	Regional market statistics				
	Region's competitiveness on national & international markets improved	Quantity of agricultural exports from the region increased from X to Y tons by 2015	Regional export statistics				
Project Purpose	Feeder roads network meets transport demand	By 2010, average journey time from any point within the rehabilitated or maintained feeder road network to the next primary road section reduced: - by 15% for traders - by 20% for female drivers on private vehicles, and - by 15% for male drivers on private vehicles	User survey reports 2001 and 2010	<ul style="list-style-type: none"> Primary road network rehabilitated & maintained Interest in products from region at least stable Road construction firms are adequately monitored 			
		By 2010, losses of market value of agricultural produce during transport to urban markets reduced by 20% for export crops and by 30% for perishable crops of female producers	Market surveys				
Results	1. Feeder roads are rehabilitated	Priority feeder roads rehabilitated to the MOT approved standards: 400 km by 2007, 1000 km by 2009	End-of-rehabilitation/construction reports MOT road condition survey reports				
	2. Quality of feeder roads network is increased	By 2005, 40% of the feeder roads are maintained when required, to the MOT approved standards, out of which a minimum of 40% by communal and urban teams, and a minimum of 10% by private enterprises By 2008 and beyond, 90% of the feeder roads are maintained when required, to the MOT approved standards, out of which a minimum of 55% by communal and urban teams, and a minimum of 20% by private enterprises	MOT road condition survey reports, Contracts with private enterprises, Reports MOT, Regional and District Offices	Load limits are respected by lorries and busses			
	3. Performance of Regional MOT improved	Quality standards for rehabilitation and maintenance of roads are verified at least once during works and at the end of the works from 2004 onwards Regional sector planning and annual budgeting done to the standard required by MOPF, and within the time framework set, from 2004 onwards	Regional MOT field monitoring reports, Correspondence with MOPF (regional and national), minutes of meetings with MOPF				
Activities		Means	Costs (M€)				
			EC	Gvt.	Total		
	1.1 Identify priority feeder roads to rehabilitate	Human resources (expertise in: maintenance, road funds, etc.)	180 PM	2.7		2.7	
	1.2 Monitor road rehabilitation, including shelter, lighting, telephones and road safety measures where appropriate	Investment (vehicles, equipment, houses, offices, etc.)		1.5	0.2	1.7	
	1.3 Improve collection of road tolls and taxes	Maintenance	120 months	2.0	1.0	3.0	
	1.4 Devise and apply system for reinvestment	Office running	120 months	1.0	0.5	1.5	
	2.1 Review and improve approach to maintenance	Working capital		1.0	0.2	1.2	
	2.2 Increase competences of all types of maintenance teams (reg. MOT, communal and urban) (training, equipment, monitoring, planning, environment, etc.)	Contingencies	10%	0.8	0.2	1.0	
	2.3 Improve and adapt technology to working conditions	Total		9.0	2.1	11.1	
	2.4 Involve private sector more in maintenance						
	2.5 Initiate creation of new maintenance teams						
	2.6 Enhance teams' ownership for maintenance						
	2.7 Support organisational adjustments of maintenance teams						
	2.8 Monitor and support all types of maintenance works						
	2.9 Increase ownership of feeder roads by all types of users (traders, men, women, etc.), including sensitisation on improved driving behaviour, environment, etc.						
	2.10 Enhance gender equality in maintenance teams and in decision making						
	3.1 Improve organisational set-up of Regional MOT including allocation of responsibilities						
	3.2 Apply quality control system						
	3.3 Train relevant staff in: planning, management, maintenance, road fund management, environment, etc.						
	3.4 Ensure gender equality in staff employment, training and promotion						
	3.5 Sensitise stakeholders on environment, passenger and vehicle safety, etc.						
	3.6 Implement EIA as required						
	3.7 Manage revenues from user charges						
	3.8 Co-ordinate regularly with other relevant ministries (in the region), communes, traffic police, donors, etc.						
				Pre--conditions			1. Quality standards for feeder roads are set 2. Sector policy framework clear, including maintenance responsibilities

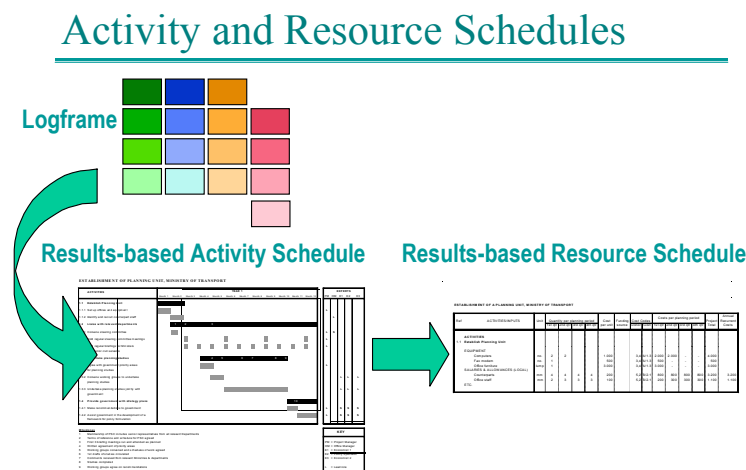
6. USING THE LOGICAL FRAMEWORK TO DEVELOP ACTIVITY AND RESOURCE SCHEDULES

The Logical Framework for a project describes often quite broadly, what activities are to be undertaken. After the logframe matrix has been completed, usually during the formulation phase, further planning can take place to add operational detail.

An activity schedule is a method of presenting the activities of a project, which identifies their logical sequence and any dependencies that exist between them, and provides a basis for allocating management responsibility for completing each activity. With the activity schedule prepared, further specification of means and scheduling of costs can start. Both activity and resource schedules ought to be drafted during the feasibility study. Detailed information about net recurrent cost implications of the project may then lead to reformulation of the scope and ambition of the project.

The overall activity schedule (sometimes also called “implementation schedule”) is updated and detailed activity and resource schedules are to be prepared during the first months of project implementation (inception phase).

Figure 19: Activity and Resource Schedules

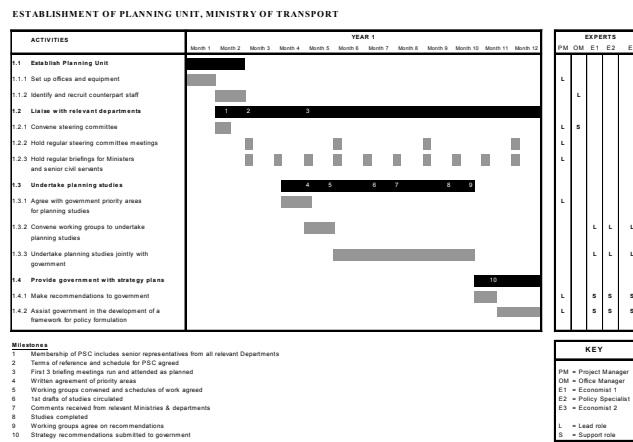


6.1. Preparing Activity Schedules

All information in an activity schedule can be summarised in graphical format. This is called a *Gantt Chart*. An example is shown below. The format can be adapted to fit with the expected duration of the project. An overall project schedule may only specify activities on a quarterly or monthly basis, while an individual’s quarterly workplan may use a weekly format.

Figure 20: Example of an Activity Schedule

Example of an Activity Schedule



6.2. Preparing Resource Schedules

Cost estimates must be based on careful and thorough budgeting. They will have significant influence over the investment decision at project appraisal and subsequently on the smooth implementation of the project if the go-ahead is given. Again, the list of activities should be copied into an input and cost schedule proforma. Each activity should then be used as a checklist to ensure that all necessary means under that activity are provided for. This list may become very detailed.

Then, the means necessary to undertake the activities must be specified. It will probably be necessary to aggregate or summarise the cost information. Project costings should allow the allocation of costs to the different funding sources so that each party is clear about their respective contributions.

Once *Total Costs* have been calculated, it is important to remember that the implementing agency will be required to meet any recurrent costs of maintaining service provision beyond the life of the project. *Recurrent Costs* may be covered (fully or partly) through increased revenue that has been generated through project activities. Whether or not this is the case, it is important that the net recurrent cost implications of the project are clearly specified so that the future impact on the implementing agency's budget can be determined.

Figure 21: Example of a Resource Schedule

Example of a Resource Schedule

ESTABLISHMENT OF A PLANNING UNIT, MINISTRY OF TRANSPORT

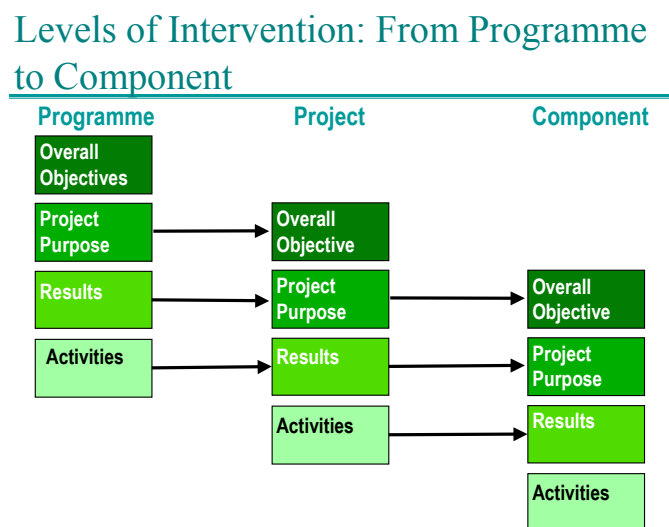
Ref	ACTIVITIES/INPUTS	Unit	Quantity per planning period				Cost per unit	Funding source	Cost Codes		Costs per planning period				Project Total	Annual Recurrent Costs
			1st qtr	2nd qtr	3rd qtr	4th qtr			Donor	Govt	1st qtr	2nd qtr	3rd qtr	4th qtr		
ACTIVITIES																
1.1	Establish Planning Unit															
	EQUIPMENT															
	Computers	no.	2	2			1,000		3,4	A/1.3	2,000	2,000	-	-	4,000	
	Fax modem	no.	1				500		3,4	A/1.3	500	-	-	-	500	
	Office furniture	lump	1				3,000		3,4	A/1.3	3,000	-	-	-	3,000	
	SALARIES & ALLOWANCES (LOCAL)															
	Counterparts	mm	4	4	4	4	200		5,2	B/2.1	800	800	800	800	3,200	3,200
	Office staff	mm	2	3	3	3	100		5,2	B/2.1	200	300	300	300	1,100	1,100
	ETC.															

7. USING THE LOGICAL FRAMEWORK TO PLAN COMPLEX INTERVENTIONS: INTERLOCKING LOGFRAMES

Complex interventions comprising a number of components or projects are usually called “Programmes”. These may be sector-wide programmes, nation-wide programmes or regional programmes with a number of concerned sectors. The principles of LFA equally apply to this type of intervention, i.e. that to properly plan them it will be necessary to run through the Analysis and Planning Stage.

In principle, each logical framework can be worked out in sub-logframes. Each of these describes components of the “master” logical framework on a more detailed level.

Figure 22: Levels of Intervention: From Programme to Component



The system of sub-dividing a “master” logical framework is useful to show the coherence of components in a programme or project and to develop each component in more detail.

However, when preparing interlocking logframes, we should be clear about what exactly we mean by “Purpose” or “Result” and who the target groups and beneficiaries are.

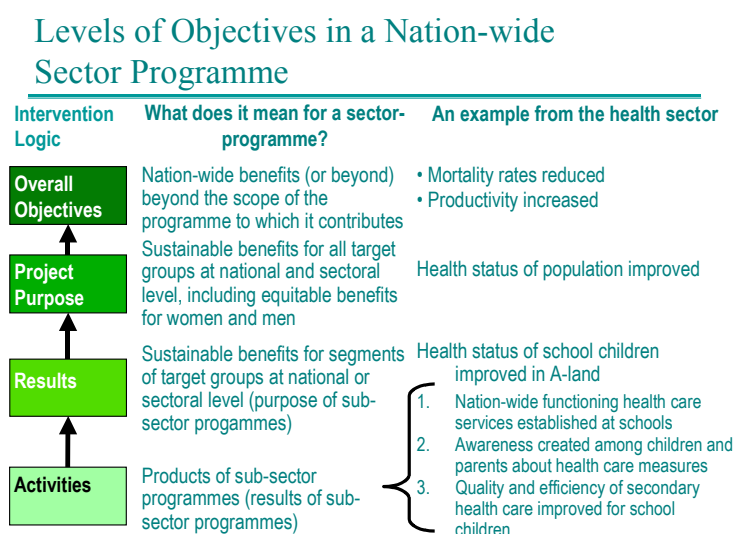
Table 3: Levels of Intervention: From Programme to Component

Sector Programme Roads	Maintenance Project	Private Sector Component
<p>Overall objectives: Country competitiveness on international markets improved Investments into agricultural export crops increased Food supply stabilised</p>		
<p>Project purpose: Road network meets traffic demands</p>	<p>Overall objectives Road network meets traffic demands</p>	
<p>Results: 1. Heavy-vehicle overload reduced on roads 2. Roads are upgraded and rehabilitated 3. Road network is expanded 4. Roads are better maintained 5. Performance of MOT improved</p>	<p>Project purpose: 4. Roads are better maintained</p>	<p>Overall objectives 4. Roads are better maintained</p>
<p>Activities: 4.1 Review and improve approach to maintenance 4.2 Involve private sector more in maintenance 4.3 Improve road coverage by maintenance teams 4.4 Increase effectiveness of maintenance 4.5 Improve ownership of feeder roads network maintenance by village/communal teams</p>	<p>Results: 4.1 Approach to maintenance reviewed and improved 4.2 Private sector involvement in maintenance effective 4.3 Coverage of roads by maintenance teams improved 4.4 Effectiveness of maintenance teams increased 4.5 Ownership of feeder roads network maintenance by village/communal teams improved</p>	<p>Project purpose: 4.2 Private sector involvement in maintenance effective</p>
	<p>Activities: 4.1.1 4.2.1 Screen competences of private sector maintenance firms 4.2.2 Devise and implement capacity building measures for private firms 4.2.3 Provide incentives for company creation 4.2.4 Tender maintenance works 4.2.5 Monitor works regularly 4.3.1</p>	<p>Results: 4.1.1 4.2.1 Competences of private sector maintenance firms screened 4.2.2 Capacity building measures for private firms devised and implemented 4.2.3 Incentives for company creation provided 4.2.4 Maintenance works tendered 4.2.5 Works regularly monitored</p>
		<p>Activities: 4.1.1.1 ... 4.2.1.1 List existing firms 4.2.1.2 Devise survey 4.2.1.3 Implement survey 4.2.1.4 Draw conclusions 4.2.2.1</p>

The following should provide guidance in defining the different levels of *objectives in a nation-wide sector programme*:

- Worldwide, supra-regional, nation-wide benefits beyond the scope of the programme at the level of the *overall objectives*, referring to the overarching policy objectives of the EC;
- Sustainable benefits for all target groups and beneficiaries at national and overall sectoral level, including equitable benefits for women and men, at the level of the *purpose*;
- Sustainable benefits for segments of target groups at national or regional sectoral level, at the level of the *results*.

Figure 23: Levels of Objectives in a Nation-wide Sector Programme



The *objectives of one of the possible projects within the nation-wide sector programme* should correspond to the following levels of objectives described in Chapter 3.5.2 (“First Column: Intervention Logic“):

- sustainable benefits for all target groups and beneficiaries at national and overall sectoral level, at the level of the *overall objectives*, referring, where applicable, to the overarching policy objectives of the EC, including gender equality;
- sustainable benefits for segments of target groups at national or regional sectoral level, including equitable benefits for women and men, at the level of the *purpose*;
- “products” of activities undertaken (ends) at national or regional sectoral level, at the level of the *results*;

This, again, shows that the Logical Framework is a useful tool for both project planning and management, from large sector programmes to small interventions, and provided it is not used as a ‘blueprint’ only. As a *dynamic tool*, logframes have to be re-assessed and revised as the project itself develops and circumstances change.

8. GLOSSARY OF TERMS

Activities	The actions (and means) that have to be taken / provided to produce the results. They summarise what will be undertaken by the project.
Activity Schedule	A Gantt chart, a graphic representation similar to a bar chart, setting out the timing, sequence and duration of project activities. It can also be used to identify milestones for monitoring progress, and to assign responsibility for achievement of milestones.
Analysis of Objectives	Identification and verification of future desired benefits to which the beneficiaries attach priority. The output of an analysis of objectives is the objective tree / hierarchy of objectives.
Analysis of Strategies	Critical assessment of the alternative ways of achieving objectives, and selection of one or more for inclusion in the proposed project.
Appraisal	Analysis of a proposed project to determine its merit and acceptability in accordance with established criteria. This is the final step before a project is agreed for financing. It checks that the project is feasible against the situation on the ground that the objectives set remain appropriate and that costs are reasonable. Term often synonymously used: Feasibility study / Ex-ante evaluation.
Appraisal Phase	The third phase in the project cycle. It involves the establishment of the details of the project on the basis of a feasibility study, followed by an examination by EC staff to assess the project's merits and consistency with sectoral policies.
Assumptions	External factors which could affect the progress or success of the project, but over which the project manager has no direct control. They form the 4 th column of the logframe, and are formulated in a positive way, e.g.: "Reform of penal procedures successfully implemented".
Bar Chart	See "Gantt Chart".
Beneficiaries	<p>Are those who benefit in whatever way from the implementation of the project. Distinction may be made between:</p> <ul style="list-style-type: none"> (a) Project partners / direct beneficiaries: those who are supported by EC funds in order to manage design and implementation of a project, i.e. usually: ministries, implementation agencies; (b) Intermediate beneficiaries: those who are supported within the project in order to better perform services to the target group(s), e.g. agricultural extension staff, benefiting from training measures to better perform their advisory services to "female and male members of farm households"; (c) Target group(s): the group / entity who will be positively affected by the project at the Project Purpose level and with whom the project will work very closely, as well as for whom, e.g. the "female and male members of farm households" in the case of the above extension project; (d) Final beneficiaries: those who, beyond the level of the target groups, 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, or "the state" as such due to increased export earnings from improved agricultural production and marketing.
Commission	The European Commission.

Commitment	A commitment is a formal decision taken by the Commission to set aside a certain amount of money for a particular purpose. No expenditure can be incurred in excess of the authorised commitment.
Contractor	The public or private organisation, consortium or individual with whom the contracting authority enters into a contract. The firm, individual or consortium to which a contract is awarded.
Cost	Costs are the translation into financial terms of all the identified resources (“Means”).
Country Strategy Papers	Country Strategy Papers (CSPs) are an instrument for guiding, managing and reviewing EC assistance programmes. The purpose of CSPs is to provide a framework for EU assistance programmes based on EU / EC objectives, the Partner Country government policy agenda, an analysis of the partner country’s situation, and the activities of other major partners. CSPs are drawn up for all ACP, MEDA (except Cyprus, Malta and Turkey) and ALA countries.
Country Support Strategy	Term used as a synonym for Country Strategy Papers (CSP).
DAC	Development Assistance Committee of the OECD (Organisation for Economic Co-operation and Development).
Delegation	The diplomatic office representing the European Commission accredited to countries or international institutions at the level of an Embassy. The Head of Delegation is often called Delegate or Ambassador.
Effectiveness	An assessment of the contribution made by results to achievement of the project purpose, and how Assumptions have affected project achievements.
Efficiency	The fact that the results were obtained at reasonable cost, i.e. how well Means and Activities were converted into Results, and the quality of the results achieved.
European Commission	The executive arm of the European Union. It initiates European Union policy and implements programmes and policies established by the EU legislative and budgetary authorities.
Evaluation	A periodic assessment of the efficiency, effectiveness, impact, sustainability and relevance of a project in the context of stated objectives. It is usually undertaken as an independent examination of the background, objectives, results, activities and means deployed, with a view to drawing lessons that may guide future decision-making.
Evaluation Phase	The sixth and final phase of the project cycle during which the project is examined against its objectives, and lessons are used to influence future actions.
Feasibility	Addresses the issue whether the project objectives can be really achieved.
Feasibility Study	A feasibility study, conducted during the Appraisal phase, verifies whether the proposed project is well-founded, and is likely to meet the needs of its intended target groups / beneficiaries. The study should design the project in full operational detail, taking account of all policy, technical, economic, financial, institutional, management, environmental, socio-cultural, gender-related aspects. The study will provide the European Commission and partner government with sufficient information to justify acceptance, modification or rejection of the proposed project for further financing.
Financing Agreement / Memorandum	The document signed between the European Commission and the partner country or countries subsequent to a financing decision. It includes a description of the particular project or programme to be funded. It represents the formal commitment of the European Union and the partner country to finance the measures described.

Financing Memorandum	See “Financing Agreement”.
Financing Phase	The fourth phase of the project cycle during which projects are approved for financing.
Financing Proposal	Financing proposals are draft documents, submitted by the Commission’s services to the relevant Financing Committee for opinion and to the Commission for decision. They describe the general background, nature, scope and objectives and modalities of measures proposed and indicate the funding foreseen. After having received the favourable opinion of the Financing Committee, they are the subject of the Commission’s subsequent financing decision and of the Financing Agreement which is signed with the respective partner country.
Gantt Chart	A method of presenting information graphically, often used for activity scheduling. Similar to a bar chart.
Gender	The social differences that are ascribed to and learned by women and men, and that vary over time and from one society or group to another. Gender differs from sex, which refers to the biologically determined differences between women and men.
Gender Analysis	EU policy on gender mainstreaming in development co-operation requires the integration of gender analysis at macro, meso and micro levels, throughout the project cycle. A gender analysis allows the identification and integration of the dynamics of change in a given situation, as well as the monitoring of their evolution, particularly in relation to the disparities between women and men. A gender analysis includes attention to: the different roles (productive, reproductive, decision-making) of women and men; their differential access to and use of resources and their specific needs, interests and problems; and the barriers to the full and equitable participation of women and men in project activities and to equity between women and men in the benefits obtained.
Gender Equality	The promotion of equality between women and men in relation to their access to social and economic infrastructures and services and to the benefits of development is vital. The objective is reduced disparities between women and men, including in health and education, in employment and economic activity, and in decision-making at all levels. All programmes and projects should actively contribute to reducing gender disparities in their area of intervention.
Hierarchy of Objectives	A diagrammatic representation of the proposed project interventions planned logically, following a problem analysis, and showing a means to ends relationship. Synonym: Objectives tree.
Identification Phase	The second phase of the project cycle. It involves the initial elaboration of the project idea in terms of objectives, results and activities, with a view to determining whether or not to go ahead with a feasibility study.
Impact	The effect of the project on its wider environment, and its contribution to the wider sectoral objectives summarised in the project’s Overall Objectives, and on the achievement of the overarching policy objectives of the EC.
Implementation Phase	The fifth phase of the project cycle during which the project is implemented, and progress towards achieving objectives is monitored.
Inception Period	The period from project start-up until the writing of the inception report, usually two to three months.
Inception Report	The first report produced at the end of the inception period, which updates the project design and or the terms of reference and sets the workplan for the rest of the project.

Indicative Programmes	These are prepared by the European Commission in co-ordination with partner country governments. They provide general guidelines and principles for co-operation with the European Union. They specify focal sectors and themes within a country or region and may set out a number of project ideas.
Inputs	See “Means”.
Integrated Approach	The continuous examination of a project throughout all the phases of the project cycle, to ensure that issues of relevance, feasibility and sustainability remain in focus.
Intervention Logic	The strategy underlying the project. It is the narrative description of the project at each of the four levels of the ‘hierarchy of objectives’ used in the logframe.
Logframe	The matrix in which a project’s intervention logic, assumptions, objectively verifiable indicators and sources of verification are presented.
Logical Framework Approach (LFA)	A methodology for planning, managing and evaluating programmes and projects, involving stakeholder analysis, problem analysis, analysis of objectives, analysis of strategies, preparation of the logframe matrix and activity and resource schedules.
Means	The boxes “Means” and “Costs” replace OVIs and SOV at the level of Activities. Means are physical and non-physical resources (often referred to as “Inputs”) that are necessary to carry out the planned activities and manage the project. A distinction can be drawn between human resources and material resources.
Milestones	A type of OVI providing indications for short and medium-term objectives (usually activities) which facilitate measurement of achievements throughout a project rather than just at the end. They also indicate times when decisions should be made or action should be finished.
Monitoring	The systematic and continuous collecting, analysis and using of information for the purpose of management and decision-making.
Objective	Description of the aim of a project or programme. In its generic sense it refers to activities, results, project purpose and overall objectives.
Objective Tree	A diagrammatic representation of the situation in the future once problems have been remedied, following a problem analysis, and showing a means to ends relationship.
Objectively Verifiable Indicators (OVI)	Measurable indicators that will show whether or not objectives have been achieved at the three highest levels of the logframe. OVIs provide the basis for designing an appropriate monitoring system.
Overall Objectives	They explain why the project is important to society, in terms of the longer-term benefits to final beneficiaries and the wider benefits to other groups. They also help to show how the programme fits into the regional / sectoral policies of the government / organisations concerned and of the EC, as well as into the overarching policy objectives of EC co-operation. The Overall Objectives will not be achieved by the project alone (it will only provide a contribution to the achievement of the Overall Objectives), but will require the contributions of other programmes and projects as well.
Pre-Conditions	Conditions that have to be met before the project can commence, i.e. start with activities. Pre-conditions (if any) are attached to the provision of aid.

Pre-feasibility Study	The pre-feasibility study, conducted during the identification phase, ensures that all problems are identified and alternative solutions are appraised, and selects a preferred alternative on the basis of Quality Factors. The study will provide the European Commission and partner government with sufficient information to justify acceptance, modification or rejection of the proposed project for further appraisal.
Problem Analysis	A structured investigation of the negative aspects of a situation in order to establish causes and their effects.
Problem Tree	A diagrammatic representation of a negative situation, showing a cause-effect relationship.
Programme	A series of projects with a common overall objective.
Programming Phase	The first phase of the project cycle during which the Indicative Programme is prepared. See also “Indicative Programme”.
Progress Report	An interim report on progress of work on a project submitted by the project management / contractor to the partner organisation and the Commission within a specific time frame. It includes sections on technical and financial performance. It is usually submitted quarterly.
Project	A series of activities with set objectives, designed to produce a specific outcome within a limited time frame.
Project Cycle	The project cycle follows the life of a project from the initial idea through to its completion. It provides a structure to ensure that stakeholders are consulted, and defines the key decisions, information requirements and responsibilities at each phase so that informed decisions can be made at each phase in the life of a project. It draws on evaluation to build the lessons of experience into the design of future programmes and projects.
Project Cycle Management	A methodology for the preparation, implementation and evaluation of projects and programmes based on the integrated approach and the logical framework approach.
Project Purpose	The central objective of the project. The purpose should address the core problem, and be defined in terms of <u>sustainable benefits for the target group(s)</u> . The Purpose should also express the <u>equitable</u> benefits for women and men among the target group(s). There should only be one Project Purpose per project.
Quality Factors	Criteria that are known to have had a significant impact on the sustainability of benefits generated by projects in the past, and which have to be taken into account in the design and implementation of each project (previously: “Sustainability Criteria”): ownership by beneficiaries, policy support, economic and financial factors, socio-cultural aspects, gender, appropriate technology, environmental aspects, and institutional and management capacity.
Recurrent Costs	Costs for operation and maintenance that will continue to be incurred after the implementation period of the project.
Relevance	The appropriateness of project objectives to the real problems, needs and priorities of the intended target groups and beneficiaries that the project is supposed to address, and to the physical and policy environment within which it operates.
Resource Schedule	A breakdown of the project budget where means and costs are linked to activities, and detailed per time period selected.

Results	The “products” of the activities undertaken, the combination of which achieve the Purpose of the project, namely a start of enjoyment of sustainable benefits for the target groups.
Risks	See also “Assumptions”. External factors and events that could affect the progress or success of the project, and that are not very likely to hold true. They are formulated in a negative way, e.g.: “Reform of penal procedures fails”.
Sources of Verification	They form the third column of the logframe and indicate where and in what form information on the achievement of the Overall Objectives, the Project Purpose and the Results can be found (described by the objectively verifiable indicators).
Stakeholder Analysis	Stakeholder analysis involves the identification of all stakeholder groups likely to be affected (either positively or negatively) by the proposed intervention, the identification and analysis of their interests, problems, potentials, etc. The conclusions of this analysis are then integrated into the project design.
Stakeholders	Any individuals, groups of people, institutions or firms that may have a relationship with the project / programme are defined as stakeholders. They may – directly or indirectly, positively or negatively – affect or be affected by the process and the outcomes of projects or programmes. Usually, different sub-groups have to be considered.
Start-up Period	The period of project implementation immediately after the arrival of the contractor / technical assistance.
Sustainability	The likelihood of a continuation in the stream of benefits produced by the project after the period of external support has ended.
Sustainability Criteria	See “Quality Factors”.
SWOT Analysis	Analysis of an organisation’s S trengths and W eaknesses, and the O pportunities and T hreats that it faces. A tool that can be used during all phases of the project cycle.
Target Group(s)	The group / entity who will be positively affected by the project at the Project Purpose level and with whom the project will work very closely, as well as for whom.
Technical Assistance	Specialists, consultants, trainers, advisers, etc. contracted for the transfer of know-how and skills and the creation and strengthening of institutions.
Terms of Reference	Terms of Reference define the tasks required of a contractor and indicate project background and objectives, planned activities, expected inputs and outputs, budget, timetables and job descriptions.
Workplan	The schedule that sets out the activities and resources necessary to achieve a project’s results and purpose.