Chapter 7: The Logframe as evaluation tool

7.1 Introduction

The logical framework or Logframe is one of the most important evaluation tools. The logical framework integrates the outcomes construct, but add value to the outcomes construct by presenting it in a useable framework integrated with qualitative and quantitative aspects. The Logframe puts logical development thinking, explained in Chapter 6, into a practical framework.

7.2 The Logframe approach

7.2.1 Defining the Logframe approach

The Logical Framework Approach is based on the "Logical Framework" method, which is a way of structuring the main elements in a project, highlighting logical linkages between intended inputs, planned activities and expected results (NORAD, 1990:8). The Logical Framework Approach involves Problem analysis, Stakeholder analysis, Objectives analysis and selecting a preferred Implementation strategy. "The logical framework (Logframe) helps to clarify objectives of any project, program, or policy. It aids in the identification of the expected causal links ... in the following results chain: inputs, processes, outputs (including coverage or "reach" across beneficiary groups), outcomes, and impact" (OED 2002b:9).

7.2.2 Using the Logframe approach

The Logical Framework approach, also known as ZOPP, has become the defacto standard for International Development project design (Logframe 2002). The Logframe approach is an analytical, presentational and management tool which can help planners and managers to:

- Analyse the existing situation during project preparation;
- Establish a logical hierarchy of means by which objectives will be reached;
- Establish how outputs and outcomes might best be monitored and evaluated;
- Identify some of the potential risks; and
- Present a summary of the project in a standard format (OEU, 2002).

The Logframe is also a vehicle for engaging partners in clarifying objectives and designing activities. During implementation the Logframe serves as a useful tool to review progress and take corrective action (OED 2002b:9).

7.2.3 Problem analysis and the Logframe approach

Problem analysis involves identifying what the main problems are and establishing the cause effect situation. The key purpose of this analysis is to try and ensure that 'root causes' are identified and subsequently addressed in the project design, not just the symptoms of the problem.

Stakeholders analysis give further consideration to who these problems actually impact on most, and what the roles and interest of different stakeholders might be in addressing the problems and reaching solutions. It is useful to distinguish between the 'target group' and the broader group of stakeholders. The target group are those who are directly affected by the problems in question and who might be beneficiaries.

7.2.4 Problem tree analysis and the Logframe approach

Analysis of Objectives: An objectives tree should be prepared after the problem tree has been completed and an initial stakeholder analysis has been undertaken. While the problem tree shows the cause and effect relationship between problems, the objective tree shows the means and end relationship between objectives. LFA can be used not only during initial planning, but also as a management tool during project implementation (NORAD, 1990:11).

Analysis of implementation strategies will be a choice between different variables. E.g. should all the identified problems and/or objectives be tackled, or a selected few, what is the combination of interventions that are most likely to bring about the desired results and promote sustainability of benefits, what are the likely capital and recurrent cost implications of different possible interventions, and what can be realistically afforded and which strategy will best support participation by all?

Criteria that may be used to make a broad assessment of different options could include the benefits to target groups, total cost and recurrent cost implications, financial and economic viability, technical feasibility, ability to repair and maintain assets, sustainability, and contribution to institutional strengthening, environmental impact and compatibility with priorities (OEU, 2002). Identify substantial and direct effect of the focal problem. A problem tree shows the cause and effect relationships between the problems (NORAD, 1990:12).

7.2.5 Logframe Approach (LFA) versus the Logframe Matrix (LFM)

A distinction is made between what is known as the Logical Framework Approach (LFA) and the Logical Framework Matrix (LFM) (OEU, 2002). The Logical Framework

Approach involves Problem analysis, Stakeholder analysis, Objectives analysis and selecting a preferred Implementation strategy, mainly tree analysis.

The product of this analytical and Logical Framework Approach is the Logical Framework Matrix (the Logframe), which summarises what the product intends to do and how, what the key assumptions are, and how outputs and outcomes will be monitored and evaluated. Experienced evaluators sometimes start directly with the Logframe matrix. Team Technologies, Inc. specializes in introducing flexible, results-oriented and client-centred Project Cycle Management (PCM) systems based on the Logical Framework Approach (Logframe 2002).

7.3 Logframe matrix

7.3.1 Defining Logframes

The Logframe is a vehicle for engaging partners in clarifying objectives and designing activities by requiring the specification of clear objectives, the use of performance indicators, and assessment of risks (OED 2002b:9). The Logframe is a project improvement tool that has the power to communicate a complex and costly project clearly and understandably on a single sheet of paper (TEAM Technologies 1994:4). Similar to a logic model the Logframe makes explicit expected or hypothesised relationships (Scheifer 2000:143). The Logical Framework is the up-front planner on which the implementation and operations tools are based and the Logframe provides the basis for formative and summational evaluation efforts aimed at assessing the project's actual impact (TEAM Technologies 1994:2). Logframe or Zopp are compasses, which help with objectives, oriented project planning (ZOPP 1999).

7.3.2 The aim, origin, need and development of Logframes

Aim: Logframe helps strengthen the three main stages of the project cycle. Better project design, implementation, and evaluation leads to better project. The logical Framework helps provide the implementation team with essential planning decisions for developing operational plans (TEAM Technologies 1994:1).

Origin: Logical frameworks were initially developed for USAID in 1970 (TEAM Technologies 1994:4). The Logframe in its 4x4 format is designed for DFI projects by USAID in 1979 (OEU, 2000).

Development Finance institutions became frustrated with the emphasis put on output presented by techniques such as PERT (Program Evaluation and Review Technique), CPM (Critical Path Methods), etc. These programs ensure successful

completion or outputs of projects or endeavours without asking the questions: WHAT NOW? or SO WHAT? After several failures and "White Elephants" it can no more assumed that the successful completion or output of a business endeavour or project would automatically lead to an OUTCOME or IMPACT. Logframe origins can be traced back to private sector management theory, such as the 'management by objectives' approach, which was popular in the 1960s (OEU, 2002).

7.3.3 The Logframe 4x4 matrix

The result of the logical framework approach is presented in a matrix. The matrix usually has four columns and four rows. A Logframe table is built up from four main logic components namely the Activities, Outputs, Objectives and Goal. For each of them a Description, Indicators, Means of Verification and Assumptions should be provided. A typical Logframe table therefore consists of 16 blocks or cells. Activities and Outputs are supply related and driven by the project team, while the Project Objectives and Project Goal are demand driven to suit the needs of the beneficiary.

The vertical logic identifies what the endeavour intends to do, and clarifies the causal relationships between them. The horizontal logic defines how the endeavour's objectives are specified in the description, how it will be measured, the means by which the measurement will be verified, and assumptions. The project or endeavour's description is completed, the assumptions, indicators and the means of verification (Also refer to the trains and chains of Chapter 6).

Figure 7.1: Logframe 4x4 matrix

	Descriptions	Indicators	Verifications	Assumptions
Goal (Impact)				
Objectives (Outcomes)				
Outputs (Products)				
Activities (Inputs)				

The Logframe has four sections, namely:

- ✓ GOAL (or expected impact), e.g. Economic development or creation of jobs, Socio economic impact.

- ✓ OBJECTIVE (or purpose, or outcome), e.g. whether the project is socially, environmentally, institutionally accepted and utilised by the clients or envisaged beneficiaries in order to set the scene for the expected impact under the abovementioned GOAL;
- ✓ OUTPUTS (or deliverables or products) the technical output e.g. the dam built or report published, the institutional, environmental and social arrangements, or tangible asset delivered that will provide an outcome; and
- ✓ ACTIVITIES (or tasks and inputs) needed to accomplish the outputs, e.g. teams, meetings, budgets, and financial arrangements.

For each of these sections DESCRIPTION, INDICATORS, VERIFICATION and ASSUMPTION columns are presented. For every goal, purpose, output and activity, the framework requires specification of objectively verifiable indicators, means of verification (types of data), and important assumptions about the linkage between activities and outputs, outputs to purposes, and purposes to goals.

The four rows and four columns therefore present the 4X4 Logframe matrix often referred to. Working from the bottom upwards, ensure that cause-effect relationships have become means-end relationships (NORAD, 1990:12).

7.3.4 The description column of the Logframe 4x4 matrix

The description column provides a narrative summary of what the project intends to achieve and how. It describes the means by which desired ends are to be achieved (the vertical logic). The purpose describes the desired impact the project will hopefully have, or how the world will be changed as a result of producing the project's outputs (TEAM Technologies 1994:4).

Goal: Refers to the sectoral or national objectives to which the project is designed to contribute, e.g. Increased incomes. It can also be referred to as describing the expected impact of the project. The goal is thus a statement of intention. The goals of an endeavour should be clearly set. It is meaningless to say: "You're sure you've about arrived" if you were not sure where you have been going (Patton, 1997:183). For example, if farm production is increased (purpose), then farm family income will be increased (goal). Very often a portfolio of projects will share a common goal statement. Goals are derived from the borrower's Strategic Development Plans and supported by World Bank and Borrower collaboration (TEAM Technologies 1994:6).

Objectives/Purpose (Logframe Outcomes): Refers to what the project is expected to achieve in terms of development outcome e.g.: Increased agricultural production, or cleaner water. The purpose outcome is very often the change in behaviour of the project beneficiaries. For example, a purpose typically describes the use of project outputs: New production methods USED or new systems IMPLEMENTED (TEAM Technologies 1994:5). There is an important difference between outputs and outcomes. It is the same as "leading a horse to the water vs. getting a horse to drink the water." Giving the horse water might be the output of an endeavour. Only when the horse drinks the water there is an outcome. The water that the horse accepted and utilised might now have an influence on the impact and performance of the horse (Also explained in Chapter 6). The shift of thinking to outcomes often proves difficult in programs and agencies with a long history of focusing on services, activities and outputs (Patton, 1997:157). Some models even exclude the outcome aspect: "In developing gender impact indicators a threefold distinction can be made between input, output, and impact indicators" (Moser 1995:130). When the outcomes aspect is excluded the logic model is incomplete.

Outputs: Refers to the specific results and tangible products (goods and services) produced by undertaking a series of tasks or activities e.g.: Irrigation systems or water supplies constructed, areas planted/developed, buildings or other infrastructure built, or policy guidelines produced.

Activities: Refers to the specific tasks undertaken to achieve the required outputs e.g.: For a new community water supply might include: further design, establishing water users committee and maintenance procedures, site preparation, collection of local materials, tank construction and pipe laying. The Logframe should not include too much detail on activities, and should not replace PERT.

Activity Clusters give a detailed description how the project will be done. The main action components the project team must implement to accomplish the outputs. How many should you include at this stage of the project design? For the purposes of the Project Matrix, the activities are a brief summary of three to seven actions for each output objectives, just enough to outline the strategy for accomplishing each and to provide the basis for a Work Breakdown Structure (WBS) analysis or a more elaborate Activity Chart, Bar Chart or Gantt Chart (TEAM Technologies 1994:6).

Inputs are normally part of Activities: It refers to the resources required to undertake the activities and produce the outputs e.g. as personnel, equipment, and materials.

7.3.5 The indicator column of the Logframe 4x4 matrix

Indicators refer to the information needed to help determine progress towards meeting project objectives. Although gender-differentiated output indicators have long been used in the social sectors such as health, education, and family planning, initiatives to develop performance indicators focused on the clients / users of physical infrastructure provide important opportunities for identifying critical entry points for gender indicators (Moser 1995:132). The World Bank is making use of indicators for a wide variety of purposes (World Bank 2002f).

An indicator should provide, where possible, a clearly defined unit of measurement and a target detailing QQT the quantity, quality and timing of expected results. A logical framework identifies performance indicators at each stage in the logic chain (OED 2002b:9). "An indicator is just that, an indicator" (Patton, 1997:159). It's not the same as the phenomenon of interest, but only an indicator of that phenomenon. A score on a reading test is an indicator of reading ability but should not be confused with a particular person's true ability. Indicators are inevitably approximations, are imperfect and vary in validity and reliability (Patton, 1997:159).

How many indicators? "The fewer the better" (TEAM Technologies 1994:8). Use only the number of indicators required to clarify what must be accomplished to satisfy the objective stated in the Hierarchy of Objectives column (TEAM Technologies 1994:8).

"Good indicators should be **SMART**" (ITAD, 1999):

- **S**pecific: to project outcome in question;
- **M**easurable: using current techniques;
- **A**ttainable: within the time period of the project;
- **R**ealistic: and meaningful measure; and
- **T**ime-bound: to establish achievable targets (ITAD, 1999).

Indicators are important for because of the following reasons:

- Indicators provide the quantitative basis that will ensure evaluability;
- Indicators are an integral part of the Logical Framework,
- Indicators summarise complex information 'at a glance';
- Indicators measure development impact.
- Indicators provide a balanced presentation of financial, economic, social, institutional, technical, environmental and risk factors instead of a single measure (ITAD, 1999).

Using the **QQT** principle in indicators means:

Quality- regarding the nature of the indicator,
Quantity- number or percentage;
Time- timeframe to be provided.

Sectoral indicators can be developed for different sectors of the economy (ITAD, 1999): Agriculture, Economic adjustment, Education, Environment, Financial sector, Industry and mining, Oil and gas, Population, health and nutrition, Poverty reduction, Power, Private sector development, Technical assistance, Telecommunications, Transportation, Urban development, Water and waste water (ITAD, 1999).

These KPIs could normally be found and verified in:

- ✓ Tracer studies of alumnae students;
- ✓ Economic development studies and reports;
- ✓ Manpower studies; and
- ✓ Employment records.

Sectoral performance indicators also have the potential to be used as "trigger points" for donor funding. To the extent that this occurs, it will make performance indicators more than a technical issue — they might also become a political one, and this could create difficulties for sector ministries and national statistical offices which might perceive pressures to produce the "right" results. This again underlines the benefits of having independent judgements, from outside government, concerning the validity, objectivity and reliability of M&E findings (Mackay 2000:43).

Some of these indicators can only be fully quantified by means of impact studies between 5 and 10 years after completion of the project.

Using the Logframe indicators as a reporting tool can be problematic in a number of ways. Setting formal indicators at an early stage, and making them explicit in the framework can be good for accountability, however it also reduces flexibility and increases the tendency for indicators to become targets (Pasteur 2001).

Input indicators that measure the number of women as intended beneficiaries, identified through gender-disaggregated data on intended project beneficiaries, are widespread (Moser 1995:130).

7.3.6 The means of verification column of the Logframe 4x4 matrix

Means of Verification (MOVs) should clearly specify the expected source of the information for the indicator. Consider how the information will be collected (method), where it is available, who will be responsible, and the frequency with which the information should be provided. Indicators with complex information bases are often useless.

7.3.7 The assumption column of the Logframe 4x4 matrix

The lower the uncertainty that certain assumptions will hold true, the stronger the project design (TEAM Technologies 1994:4). Assumptions refer to conditions that could affect the progress or success of the project, but over which the project manager has no direct control e.g. price changes, rainfall etc. An assumption is a positive statement of a condition that must be met in order for project objectives to be achieved. A risk is a negative statement of what might prevent objectives being achieved. Assumptions are external conditions, which are outside the control of the project. The achievement of objectives depends on whether or not assumptions hold true (TEAM Technologies 1994:4).

7.3.8 Logframe halves

The upper half of the Logframe is DEMAND driven. This includes the Goal and Objective that are set with the client or beneficiary at project identification stage. The upper half is also known as the EFFECTIVENESS part, where the project is EVALUATED to determine whether the right project was done.

The lower half of the Logframe is SUPPLY driven. This includes the Activities and Output that are usually driven by the DFI (DBSA) at the project appraisal stage. The lower half is also known as the EFFICIENCY and OUTPUT QUALITY part where the project is MONITORED but also evaluated to determine whether the project was done right. W. Edwards Deming and Joseph M. Juran – were preaching quality in manufacturing before World War II (Patton 2002:146). In the 1930s, for example, Juran was applying concepts of empowered worker teams and continuous quality improvement to reduce defects (Patton 2002:146).

7.4 The Advantages of Logframe

Sartorius (1991) used the Logical Framework to offer a format for connecting levels of "impact with evidence." It is used during project planning to develop the overall design of a project (TEAM Technologies 1994:4). The Logframe is also used as a

tool to improve project implementation planning, monitoring and evaluation. The Logframe is a participatory planning tool (TEAM Technologies 1994:4).

- It ensures that fundamental questions are asked and weaknesses are analysed in order to provide decision makers with better and more relevant information.
- It guides systematic and logical analysis of the inter-related key elements, which constitute a well-designed project.
- It improves planning by highlighting linkages between project elements and external factors.
- It facilitates common understanding and better communication between decision makers, managers and other parties involved in the project.
- The use of the logical Framework and systematic monitoring ensures continuity of approach when original project staff is replaced.
- As more institutions adopt the Logical Framework concept, it may facilitate communication between governments and donor agencies.
- Widespread use of the Logical Framework format makes it easier to undertake both sectoral studies and comparative studies in general (TEAM Technologies 1994:2).

The World Bank (OED 2002b:9) agrees with TEAM Technologies (1994:2) and lists the following uses and advantages:

- Improving quality of project and programme designs—by requiring the specification of clear objectives, the use of performance indicators, and assessment of risks.
- Summarizing design of complex activities.
- Assisting the preparation of detailed operational plans.
- Providing objective basis for activity review, monitoring, and evaluation.
- Ensures that decision-makers ask fundamental questions and analyse assumptions and risks.
- Engages stakeholders in the planning and monitoring process.
- When used dynamically, it is an effective management tool to guide implementation, monitoring and evaluation (OED 2002b:9).

The cost of the Logframe is low to medium, depending on extent and depth of participatory process used to support the approach (OED 2002b:9).

7.5 The Limitations of Logframe

Although many practitioners find Logframes useful, they have also received considerable criticism from staff within development agencies; from trainers who try to convey appropriate methodologies for generating them; and from partners who are required to produce them in order to get funding (Pasteur 2001).

The Norwegian Development Agency already warned in 1990 that "Rigidity in project administration may arise when objectives and external factors specified at the outset are over-emphasised" (NORAD, 1990:12). The World Bank agrees with Pasteur but warned that if it is managed rigidly, it "stifles creativity and innovation" (OED 2002b:9).

"Hence it is an imposed procedure, thus maintaining a relationship of control and domination that does not reflect the Sustainable Livelihood (SL) principles of participation and partnership" (Pasteur 2001):

- Rigidity in project administration may arise when objectives and external factors specified at the outset are over-emphasised. This can be avoided by regular project reviews where the key elements can be re-evaluated and adjusted.
- The Logical Framework is a general analytic tool. It is policy-neutral on questions of income distribution, employment opportunities, access to resources, local participation, cost and feasibility of strategies and technology, or effects on the environment.

Training and follow-up are often required (OED 2002b:9). The Logical Framework is, therefore, only one of several tools to be used during project preparation, implementation and evaluation, and it does not replace target group analysis, time planning, impact analysis, etc (TEAM Technologies 1994:2). However, "If not updated during implementation, it can be a static tool that does not reflect changing conditions" (OED 2002b:9).

According to Patton (1997:235) the language of the Logframe can be confusing because what the logical framework calls a goal is what other models more commonly call mission; and purposes are similar to objectives or outcomes; outputs are short-term, end-of-project deliverables.

7.6 Computer models for Logframe

7.6.1 Computer tools needed for Logframes

The World Bank's Economic Development institute (EDI) and Team Technologies, Inc., a US management technology firm, developed a computer-based approach to upgrading managerial skills, especially team-based methods (EDI 1995:2).

The venture's innovative training tools are now becoming operational tools that can be used by project planners, managers, implementation teams, evaluators and development agencies to strengthen project impact and boost productivity (EDI 1995:2). The EDI/Team Technologies joint endeavour resulted in the development of software packages:

7.6.2 PC/Logframe

PC/Logframe was developed to meet critical requirements in managing project design. The software employs the Logical Framework matrix for project design (EDI 1995:3). PC/Logframe requires planners to set project objectives, define indicators of success, identify key activity groups, define critical project assumptions, identify means of verifying project accomplish and define resources required for implementation (EDI 1995:3).

7.6.3 PC/Logframe R&D

PC/Logframe R&D is a design and management tool for international development and research projects. PC/Logframe R&D can communicate a complex and costly project clearly and understandably on a single sheet of paper. It enables project managers to summarize the key features of project design before using project management scheduling software such a Primavera, TimeLine or Super Project (EDI 1995:3).

7.6.4 The PC/Team UP

The PC/Team UP methodology flows from the Logical framework Matrix and is used for building high-performance teams equipped with detailed implementation plans. PC/Team UP can be used at any time in the project cycle, but is best used at project launch (EDI 1995:4).

These packages do not provide all the answers to better project management, but they can provide the basic structures within which project teams can build their internal management fabric (EDI 1995:4)

7.7. Summarised guidelines for the 4x4 Logframe matrix (OEU, 2000)

Figure 7.2: Information to be included into the Logframe 16 cells (4x4)

Narrative Summary	Key Performance Indicators (KPI)	Means of Verification (MoV)	Critical Assumptions
Goal (Impact): Provide a one-sentence statement of the long-term strategic goal to which the project is designed to contribute.	Indicators of the sector-related goal are generally monitored and/or evaluated via various sector or country reports generated outside the project.	This column identifies where the information for verifying each indicator will be found, and the quantification process involved.	**(from Goal to Mission)** These assumptions often involve conditions, actions, or responses outside of the project and outside of the sector.
Project Objective (Outcomes): 1. From the standpoint of the beneficiary, provide a statement on client satisfaction, acceptance and utilisation at the end of the project as a result of the project outputs. 2. The purpose should express a single development aim that is realistic, specific and measurable.	1. These key indicators relate to the project's outcome. 2. Indicators at the project purpose level are not a restatement of those at the output level. 3. Collection of data for measurement of these indicators is generally funded by the project.	1. Indicators accompanying the project purpose are generally monitored via and quantified in various project reports. 2. Where data collection is required, specific mention should be made of methods and responsibilities, which may include inquiries from beneficiaries.	**(from Project Objective to Goal)** 1. Assuming that the project purpose is achieved, what additional assumptions are needed, if any, to justify the project's contribution to the stated overall objective? 2. These assumptions refer to the contribution(s) of additional projects, additional inputs, or additional responses from beneficiaries, which are critical to the achievement of the objective.
Project Outputs: 1. State here the end-of-project-milestone achieved by DBSA at the implementation of each component. 2. The DBSA project team is responsible for ensuring the delivery of the outputs as part of good design, and good implementation. 3. There should be one output statement for each corresponding project component and module.	1. Output indicators are verifiable in terms of QQT 2. These indicators generally include measures of cost efficiency. 3. For complex projects, a separate table may be used to provide a more detailed listing of specific indicators. 4. It is better to have only a few meaningful easily measured KPIs	1. Output indicators are generally monitored and/or evaluated via various project reports, supervision missions, and evaluation (mid-term & final). 2. Collection of data for measurement of these indicators is funded by the project.	**(From Outputs to Objectives)** 1. What additional assumptions are needed, if any, to achieve the project purpose? 2. These assumptions may encapsulate conditions, policies changes, or expected behaviours of beneficiaries that are necessary for project success. 3. These assumptions are critical to the achievement of the stated project purpose, but are outside the direct control of the project.
Project Activities 1. Activities can be clustered by component and contribute to a single project output. 2. List each project component as a main heading, followed by a list of the major sub-components. 3. Use sub-headings, or use a descriptive phrases	1. Activities will each have quantifiable elements (completion dates, numbers produced, days trained) 2. Again it is better to concentrate on the most important activities (those falling on the critical path), rather than expend time and resources collecting unnecessary detail.	**Project Inputs:** (budget for each component) 1. List component inputs in terms of the total cost of each component including contingencies 2. Inputs are generally monitored and evaluated via progress reports and disbursement reports.	**(from Activities to Outputs)** 1. Assuming that the components and activities listed in the far left box are implemented successfully, what additional assumptions are needed, if any, to achieve the stated outputs? 2. These assumptions are conditions outside the direct control of the project. 3. The project itself should not be spending money to achieve any of these conditions.

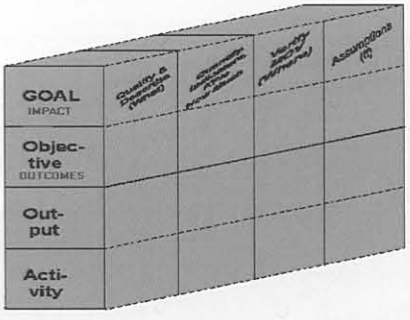
7.8 Logical model's range and scope

Projects and endeavours should not be "over motivated". It cannot be expected that one single project would save the world. When these endeavours fail to provide the envisaged impact, the Logframe is often blamed.

The Logframe is in the first place a design tool. If the incorrect information is fed into the Logframe, the results will be incorrect. The computer world created the term "Garbage in, garbage out" which is true for any framework, including the logical framework. In designing the project through the Logframe, the goal and objectives should not be stated too ambitiously. For the financier it might sound attractive, but for the evaluator to evaluate these statements a few years later becomes a dilemma.

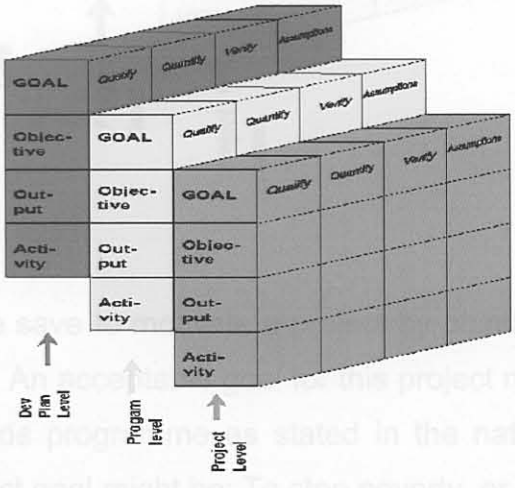
In order to point out the range of the Logframe, the 4x4 matrix needs to be drawn three-dimensionally:

Figure 7.3: Three-dimensional Logframe matrix.



The Logframe matrix presented in Figure 7.3 is the same as the ones presented in Figures 7.1 and 7.2. The reason for drawing it three-dimensionally is to illustrate its relationship between projects, programmes and national planning goals.

Figure 7.4: Logframes in relation to projects, programmes and national goals



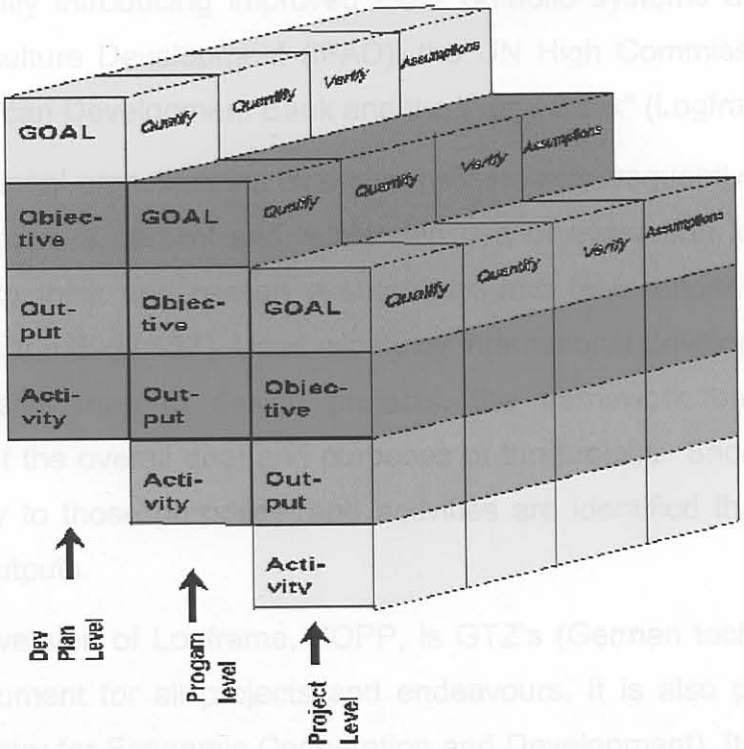
When combining the three Logframes for projects, programmes and national goals into one figure, it is clear that there is a hierarchical difference between them.

The goal of the project is only the outcome or objective of the programme, while the objective of the programme might only be one of the outputs of the national development plan.

For example: The goal of the national development plan might be Job Creation. In order to create jobs one of the many programmes might be a programme of erecting roads by means of block paving methods with its objective to be acceptable, cost effective and to be utilised by the communities. An entrepreneur might take up one of the projects in Township A. This output of erecting say 5km of paved roads is a project output into a larger programme objective impacting on the national goal.

Figure 7.5 illustrates this difference (Developed from TEAM Technologies 1994).

Figure 7.5: Logframe range limitations



It would therefore be save to motivate a project by pointing out its contribution within the above hierarchy. An acceptable goal for this project might be: To contribute to job creation via the roads programme as stated in the national development plan. An over-ambitious project goal might be: To stop poverty, or to halt unemployment.

7.9 International organisations prescribing logical models and frameworks

Logframes are used and prescribed for funding by the following Development Finance Institutions (DTIs): USAid (USA); CIDA (Canada); GTZ (Germany); AusAid (Australia); NORAD (Norway); DANIDA (Denmark); SIDA (Sweden); JICA (Japan); DFID (Britain); UNDP (United Nations); World Bank; AfDB (Africa); ADB (Asia); EU of Europe (OEU, 2000; TEAM Technologies, 1994:4; Pasteur 2001; World Bank 2002, ZOPP 1999). The World Bank prescribes logical models as the "bottom line" for the World Bank's "development effectiveness" (World Bank 2002b). The International Development Evaluation Association, IDEAS (2003:2) encourages an outcome-driven rather than an input-driven approach. Business plans can benefit from Logframes.

"We created TeamUp/PCM and established it at the British Department for International Development (DFID) and the British Council. We have also introduced MPDE at the African Development Bank, LogFRAME at the Pan American Health Organization, the LFA, and a variety of NGO's and government ministries worldwide. We are currently introducing improved PCM portfolio systems at the International Fund for Agriculture Development (IFAD), the UN High Commission for Refugees, the Inter American Development Bank and the World Bank" (Logframe 2002).

These international organisations evaluate their projects frequently. "While this thrust remains important, a parallel and reinforcing use of evaluation focuses on helping people learn to think and reason evaluatively, and how rendering such help can contribute" (Patton 2002:187). Used widely by international development agencies as a comprehensive map to design projects, the framework begins by requiring specification of the overall goal and purposes of the project. Short-term outputs are linked logically to those purposes, and activities are identified that are expected to produce the outputs.

The German version of Logframe, ZOPP, is GTZ's (German technical cooperation) planning instrument for all projects and endeavours. It is also prescribed by BMZ (German Ministry for Economic Cooperation and Development). Its baseline features are quality and process orientation. ZOPP incorporates GTZ's many years of cooperation experience (ZOPP 1999).

Not everybody is happy to fill in logical frameworks: "Correspondence between all parties during the preparation of the Logframes, including that from the donor itself, makes explicitly clear that the main driver behind the preparation of the Logframes

was the necessity of meeting the bureaucratic requirements of the donor" (Pasteur 2001). For this reason: "Prequalification of suppliers and contractors will be required for some contracts of the World Bank" (World Bank 2002).

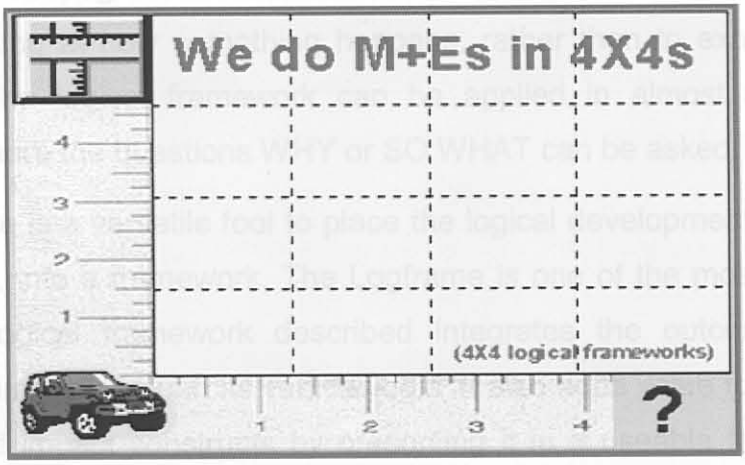
7.10 Logframe and M&E at the Development Bank (DBSA)

From the above it is clear that the Logframe matrix is a quantitative foundation for Monitoring and Evaluation (M&E). The M&E is a module of the CORE (Corporate Recording) System of DBSA. The M&E module has the facility to link into other system screens and utilise the information contained within those screens to assist in the monitoring and evaluation of projects on an ongoing basis. CORE is designed to streamline the M&E process.

From January 2003 it is compulsory for all development projects and programmes at DBSA to have a logical framework. The Operations Evaluation Unit (OEU) at DBSA is assisting project and programme managers to design their projects and programmes along the lines of logical development thinking. The move away from output designs to outcome designs in the DBSA's endeavours seems to be promising.

In order to propagate development logic, the Logframe and the 4x4 matrix OEU developed the following logo to attract attention:

Figure 7.6: Logframe 4x4 logo of OEU



The metaphor of the four-wheel drive vehicle points to the 4x4 matrix and the rough development terrain some of the projects find them both literally and figural. The 16-cell matrix behind it needs to be filled in before the CORE screens could be completed, while the ruler sign is the CORE activating button on the system and the question mark refers to the development effectiveness questions 'Why' and 'So what'.

7.11 Conclusions

Business plans could benefit tremendously from the Logframe concept. Managers and entrepreneurs already have to include Logframes in business plans where international or development funding is at stake in order to answer the WHY question.

Whether logical development thinking is called ZOPP, Logical Framework, Logframe, LogFrame, LogFRAME, TeamUp, PCM, Development Logic, Outcomes orientation or Reality testing, it has become the defacto standard for International Development project design and evaluation (Logframe 2002). No endeavour will ever again be regarded as complete only when the output is completed. This is a good thing as this will diminish the building of "white elephants".

For many bureaucrats, managers and even entrepreneurs who are process orientated the development logical thinking has this lesson: Processes are important, but they are only the first step towards outputs, outcomes and finally impact. A process can never be a goal in itself, unless the goal is to create unproductive jobs. Placing too much emphasis on processes (activities) might be like rocking chair motion: Movement without progress! It is a pity that so many performance appraisals are still placing so much emphasis on process. Auditing financial and process efficiency is important but should proceed to evaluating development effectiveness. The Logframe concepts could break these stereotypes.

Patton (2002:159) agrees with this conclusion when he states that a focus on process involves looking at how something happens, rather than to examining outputs and outcomes. The logical framework can be applied in almost all aspects of live, especially where the questions WHY or SO WHAT can be asked.

The Logframe is a versatile tool to place the logical development thinking, explained in Chapter 6, into a framework. The Logframe is one of the most flexible evaluation tools. The logical framework described integrates the outcomes construct with outputs and impact through its vertical logic. It also adds value to the activity, output, outcome and impact constructs by presenting it in a useable framework integrated with qualitative and quantitative aspects through its horizontal logic.

The logical framework will be illustrated in two case studies to follow in Chapters 10 and 11. The main constructs within the Logframe namely 'Outcomes: Acceptability and Utilisation' will now be tested empirically in Chapters 8 and 9.