

Using the Logical Framework Approach for PEM PAL

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What is Logical Framework?

- Widely used planning system for (international) cooperation and development
- Used in some countries (e.g. Canada) more widely by different parts of government (known as “*RBM*”)
- It is a **RESULTS-based** management system: what you want to achieve (not *Activity-based* or *Resource-based*)
- It is a **thinking tool** not a *formatting exercise*
- Wide use for many years means that there are many “dialects” with subtle differences in terms and definitions
- Use as programming aid is often promoted by Courts of Auditors, Evaluation Units, Financial Controllers.
- Tested and tried system (since the 70’s): benefits and limitations well known

What is a *Theory of Change*?

- Logical Framework Approach (LFA) makes use of what is known as *Theory of Change (ToC)*
- ToC is a description of how one (intended) objective or change will lead to another
- A Theory of Change allows the implied logic to be checked and tested
- **Gaps** in the logic may be uncovered if it is made explicit

Example of a Theory of Change

- ***Problem:*** *drivers drive too fast in built-up area*
- ***Solution:*** *Traffic calming measures (e.g. speed bumps)*
- **Theory of Change** (*'if – then' logic*):
 - IF WE install speed bumps (humps) in the road,
 - THEN it will be uncomfortable for car drivers and their passengers if they drive too fast
 - IF it is uncomfortable, THEN they will slow down to pass over the speed bump
 - IF they slow down, THEN they will not immediately speed up again
 - Therefore the average speed along the street will be lower after the intervention than before.

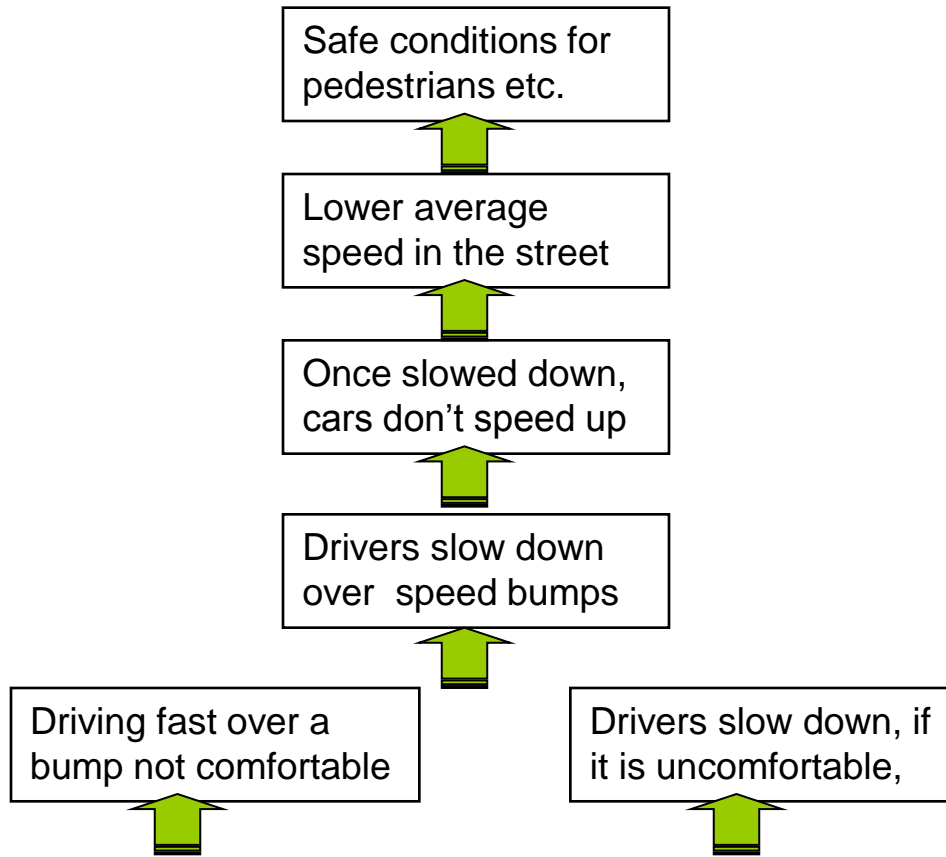
We must slow cars
down on the streets



Cars drive too fast
on our streets



Many pedestrians in
accidents on streets



Safe conditions for
pedestrians etc.



Lower average
speed in the street

Gaps in the logic: *speed bumps*

- Some people enjoy a bumpy ride and see it as a challenge to drive as fast as possible over the bumps
- Some people object to being made to slow down, and speed up afterwards to compensate
- Some people “race” as fast as possible between bumps (so average speed may not be lower)
- Speed cameras on motorways suffer similar effects (continuous monitoring helps: increasing the chance of being caught works better).

Importance of the *'right'* result

- Semi-privatization of the Dutch Railways
- Parliament wanted to ensure quality of service by imposing an agreement on result
- Agreement “Trains run on time”
- (more accurately, a given percentage arrive at the destination within a given time)
- What could possibly go wrong?

“We tried to do good ...”

- Trains often arrive on time, but connecting trains do not wait,
- so passengers may miss their connection and arrive later than scheduled.
- Trains which arrive too late are cancelled (a train which does not run, arrives on time?)
- Timetables are changed to ensure higher punctuality by splitting the service,
- but this causes more inconvenience to passengers and they take longer to travel

Focusing on the wrong result

- Choosing and monitoring the wrong result has unintended effects
- The police are given a target of X numbers of fines for driving offences per month*
- The hospital commits to have fewer people die in hospital**

* *They set up a mobile speed camera just before the speed limit changes at the city limits*

** *Send the really sick people home before they die*

Why we should be concerned

- These results may be met:
 - Trains arrive mostly on time
 - Police catch enough motorists driving too fast
 - Fewer patients die in hospital

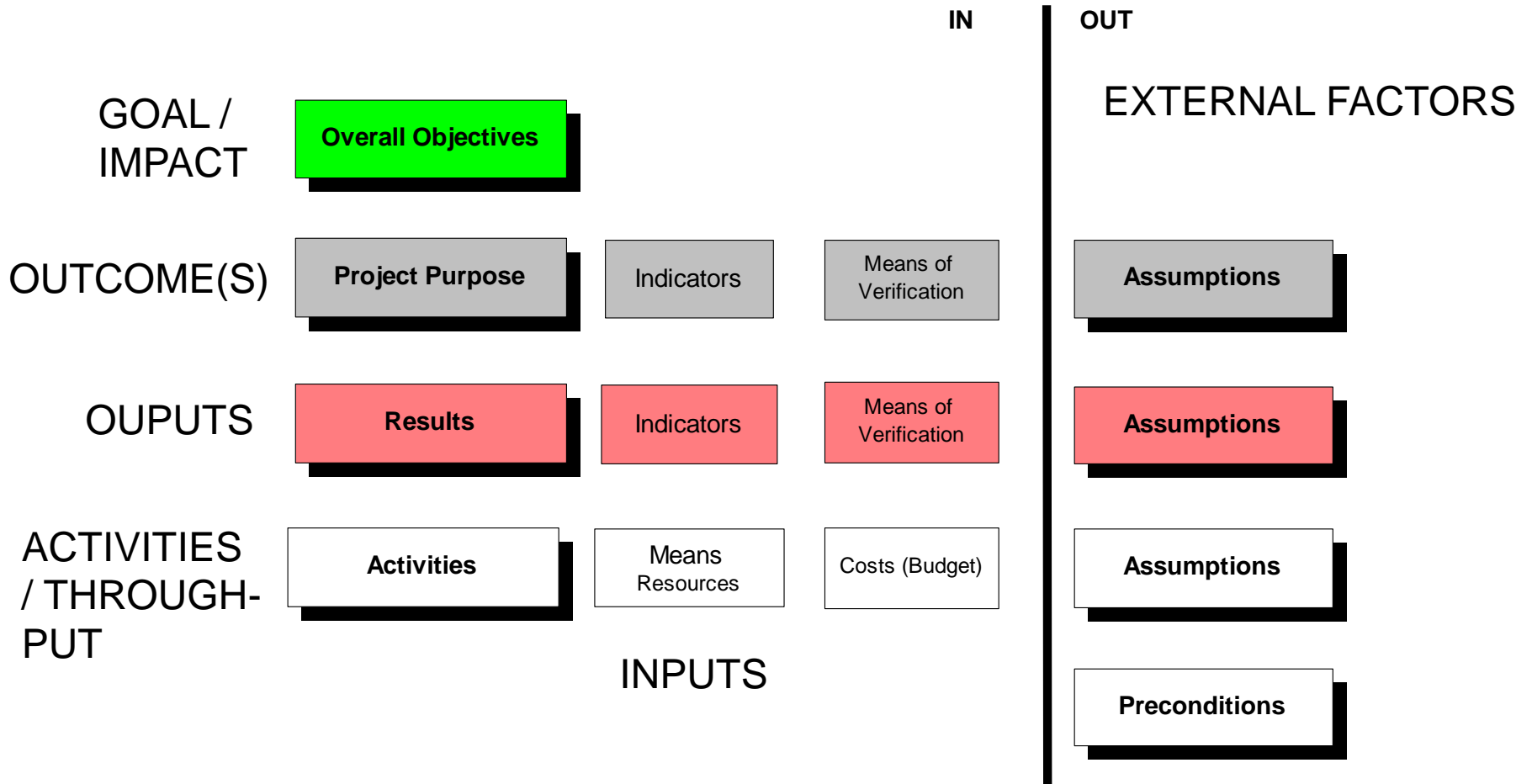
BUT

- The desired change does not come about:
 - Passengers are inconvenienced and take longer to get to their destination
 - Motorists do not drive more carefully and learn to distrust the police (and ignore rules if they are not present)
 - Quality of hospital care does not go up but actually goes down.

Accountability, Efficiency, Effectiveness

- Court of Auditors often concludes
 - Money is spent “legally” (i.e. for the activities which were foreseen)
 - Programme contractors can explain what targets or *Outputs* will be met by doing the activities, but
 - Government officials fail to set these targets/outputs ahead of time,
 - so it is difficult to determine the *efficiency* (could these targets have been met in a less expensive, quicker way)
 - The higher level *Outcomes* are so broad that everything fits within them,
 - so it is not possible to determine the *effectiveness*.
- In other words: the *Theory of Change* cannot be tested.

The basic Logframe (EU)



Intervention logic (“In”)

Goals / Impact

Why it is important; social and economic impact. (Justification).



Outcome

*Why it is needed (Relevance).
How beneficiaries use the services.
Satisfaction!*



Outputs

What will be delivered to the direct recipients by the project. (Change).



Activities

What will be done under project responsibility. (Action).



Inputs

What is needed to do the work.

Generic LF Examples

	<i>Business</i>	<i>Education</i>	<i>EU Project</i>
Goal	Shareholder and public benefit	Parents, children and general society benefit	Regional or general European benefit
Outcome	Client/customer service delivery by department	Schooling delivered to pupils	Intermediate organization capacity improvement
Output	Internal departmental changes	Changes in the way teachers work	Specific innovations or learnings/best practices
Activity	Project or task force actions	Project actions to support teachers	Project activities to prove or achieve the results
Input	Allocated resources for project/task force	Allocation from school or education department budget	Budgets allocated to project from EU and local sources

Dealing with risk (“Out”)

Goals / Impact:



Outcome(s)



Outputs



Activities



Inputs

Outside project control



External factors needed to achieve the Overall Goals



External factors needed to achieve the Outcome(s)



External factors needed to achieve the intended Outputs (or Results)



Pre-conditions for starting or continuing the Activities

Intervention Logic

Farm households in rural area have higher income and living standard



Farmers achieve higher yields per hectare with same or lower effort



New farming systems transferred to YYY farmers (by extension workers).



We train X extension workers in transfer of new methods.



We have expertise and funding to develop and deliver training to extension workers.

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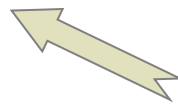
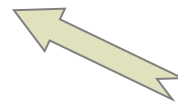
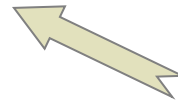
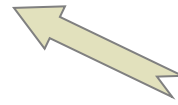
Assumptions (external factors)

[And if] there is a market for the higher yields of the farms

[And if] the farmers want to take the risk and apply new farming systems

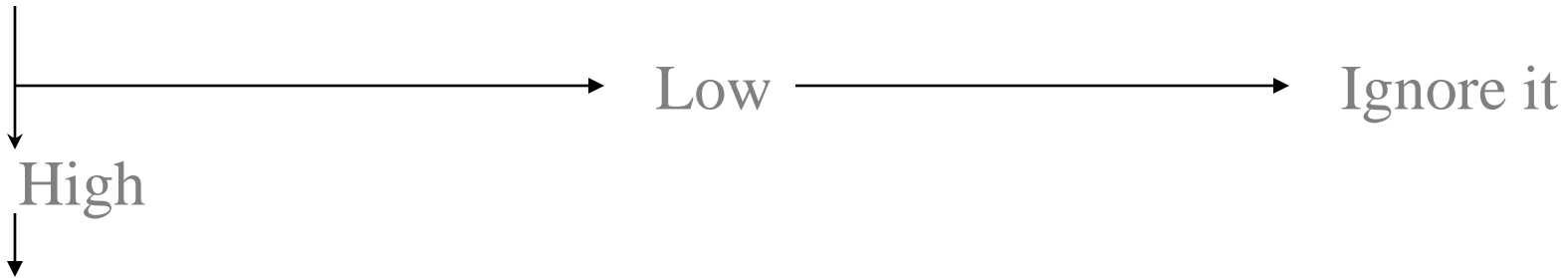
[And if] extension workers visit enough farmers regularly

[And if] we know which new farming systems are appropriate to the farmers' situation

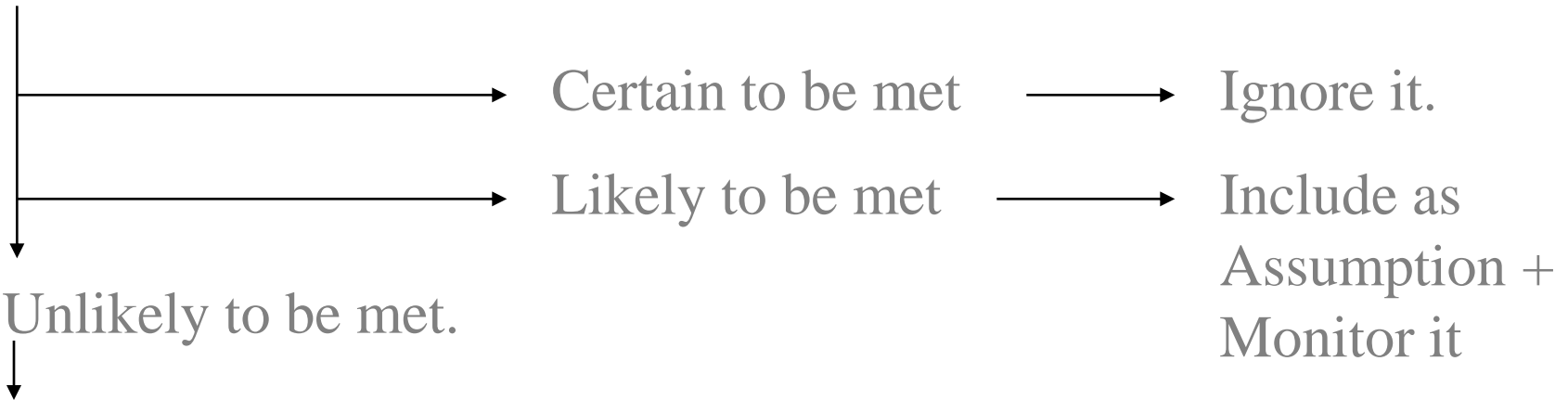


Testing risk

How important is [condition] for achieving [higher level objective]?



How likely is it that [the condition] will be met?



Can we design measures to reduce risk or include achievement of the condition in our project design?



PEMPAL
Intervention Logic

PEMPAL member Governments
better equipped to apply practical
and effective PFM solutions



Individual members have
strengthened capacities and apply
learnings and benchmarking



1. Action plans
defined and
executed that
address priority
PFM reform
areas



2. Quality
resources and
services are
available to
members



3. Improved
membership
quality and
sustainability



4. Higher
political levels
engaged in
PEMPAL



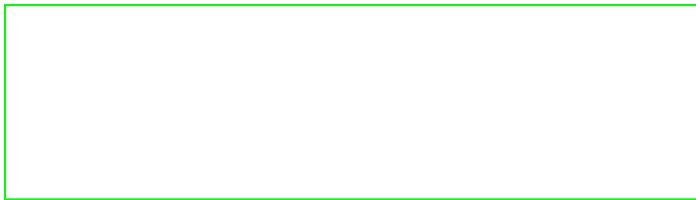
Action 1.
Develop an
internalized,
agreed vision

Action 2.

Implement 2 yr
budgetary
priorities > PFM
priorities

Etc.

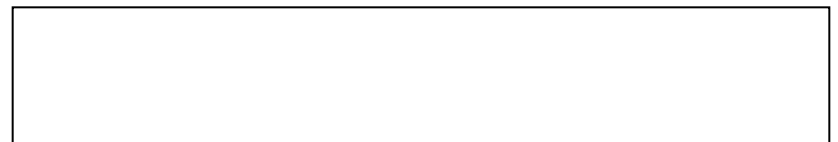
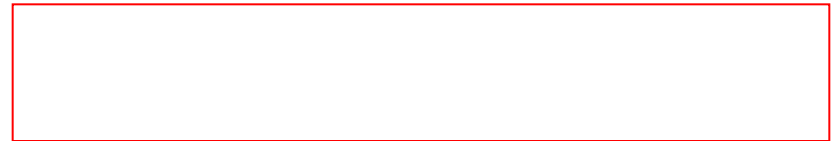
Intervention Logic



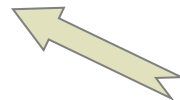
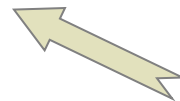
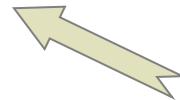
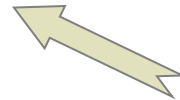
Action 1: Develop an internalized, agreed vision .



Assumptions (external factors)



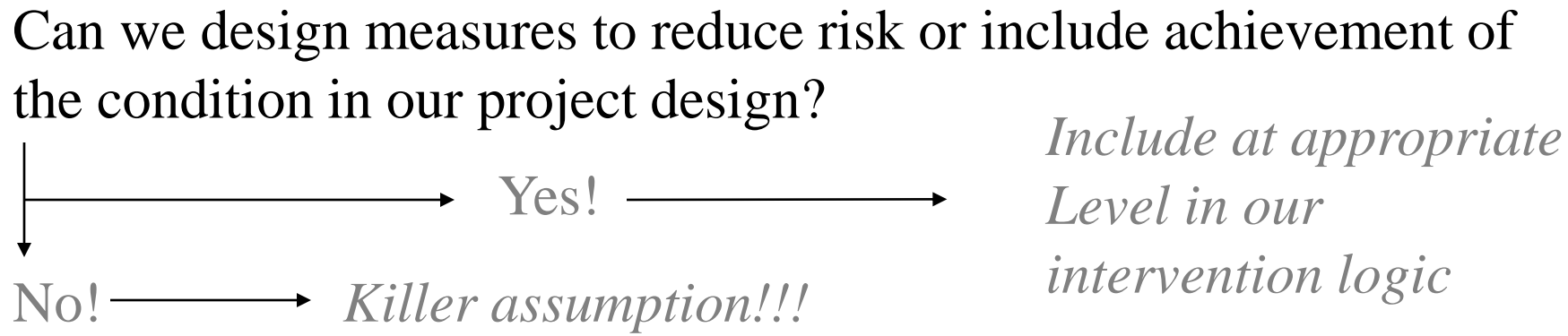
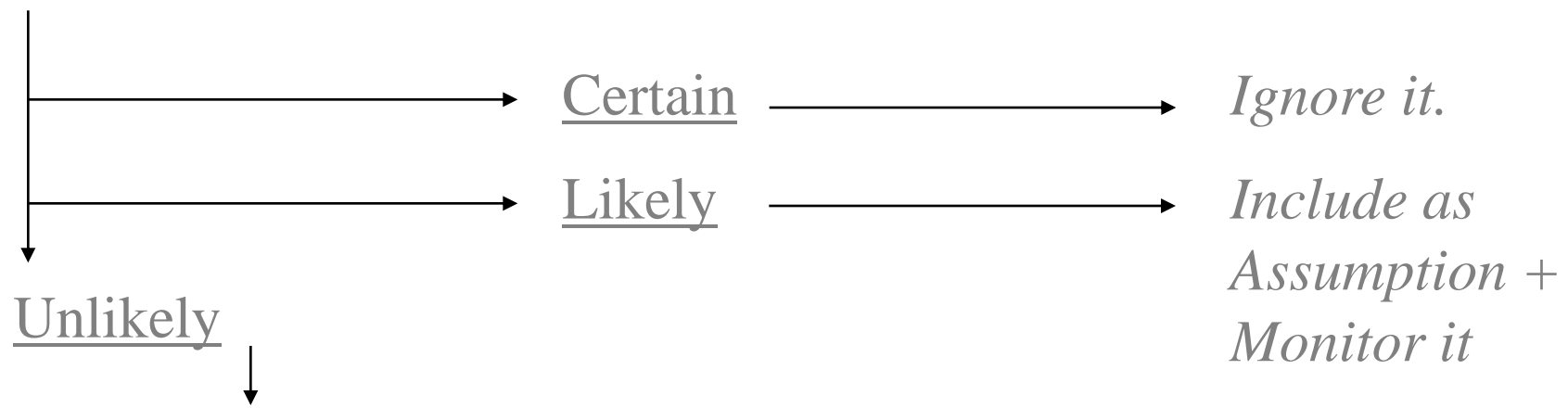
World Bank ECA region PFM study available within timeframe to consider in biennial meeting



How important is it that World Bank ECA region PFM study available within timeframe to consider in biennial meeting for Action 1: Develop an internalized, agreed vision . ?



High
↓
How likely is it that *the PFM study will be available in timeframe?*



Intervention Logic

Member Governments better equipped to apply practical and effective PFM solutions

Individual members have strengthened capacities /apply learnings and benchmarking

1. Action plans defined and executed that address priority PFM reform areas

Action 1: Develop an internalized, agreed vision .

Assumptions (external factors)

PEMPAL offers effective, efficient and sustainable peer learning and exchange

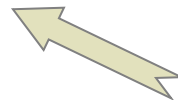
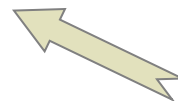
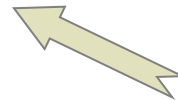
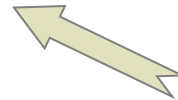
Funding of Action Plans continues.

Action plans identify and define priority PFM reform areas.

A.P.driven/implemented by Exec Committees and resource teams.

COP Executive Committees remain engaged and active.

World Bank ECA region PFM study available within timeframe to consider in biennial meeting



Defining an indicator

Change

Quantity (amount of change)

Quality (what variable should change)

Under conditions
.....

Benchmark

t_0

t_{deadline}

Time

