

Participatory Approaches for an *Impact-Oriented*
Project Cycle

Strengthening the impact orientation of
IFAD's project cycle



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Executive Summary

IFAD's Action Plan for 2000 to 2002 repeatedly calls for greater and more explicit impact in its poverty alleviation projects. The insistence on more impact assessment and performance improvement requires a mobilization of different skills and resources. And for innovations to be documented and shared, a different priority on learning and dissemination is required.

In May 2000, the Fund's Working Group on Impact Achievement throughout the Project Cycle was charged with exploring ways to re-orient the project cycle to enhance impact. The working group developed a framework for IFAD's project cycle geared towards better achievement of impact in the field. The framework also contributes to the Fund's capacity to learn with its partners from the implementation and evaluation of IFAD projects, i.e. to enhance IFAD's capacity to acquire and share relevant knowledge.



Certainly, the implications of this framework, and the many specific recommendations that form it, require further analysis. One vehicle for gaining a better understanding of the changes necessary for achieving greater impact was the workshop on Participatory Approaches for an Impact Orientated Project Cycle, held at IFAD from 14 to 16 November 2000. The objective of this workshop was to analyse project management methods and approaches that support the planning, monitoring and achievement of impact.

Discussions at the workshop centered around three themes:

- increasing project impact through participatory approaches;
- integrating management tools with the project management process; and
- introducing greater impact orientation at the institutional level.

With respect to participatory approaches, participants agreed that participation means more than just beneficiary contribution to project execution, rather that it should encompass all the stakeholders and be formalized at all stages of the project cycle. Contribution of resources should not be equated with participation; participation is about agreed outcomes and accountability, about negotiating and developing a common understanding. Participation leads to empowerment, which implies a role in decision-making.

On management tools, the workshop found that the process to develop the logical framework is often more valuable than the product itself and that the logical framework must be grounded in a participatory process. The logical framework should be used as an instrument for dialogue and negotiation with partners; it must evolve in order to remain relevant. Monitoring and evaluation (M&E) systems should emphasize learning; and indicators should reflect the decision-making needs of all stakeholders, in particular the intended beneficiaries.



Turning to impact at the institutional level, participants observed that one of the donor community's most important tasks is capacity-building and creating fora for poor people to have their voices heard. Capacity-building should lead to more cross-fertilization, within organizations and in the field. The focus should be on organizations of the people. Institutional cultures must shift towards transparency, accountability, openness and risk-taking. Institutions need to share lessons learned about partnerships and promote networking for rural development.



The following pages summarize the findings of the workshop working groups and highlight important messages from the plenary presentations. Excerpts from IFAD case studies provide an insight into the application of some of the techniques described.



Introduction

IFAD's focus on the poorest of the world's poor – small farmers, the rural landless, nomadic pastoralists, artisanal fishermen and indigenous people, and, across all groups, poor rural women – presents enormous challenges. However, the challenges must be met if poverty is to be dramatically reduced. New ways must be found to reach the poor, new and sustainable solutions explored. Most importantly, the poor themselves must be given the means and the opportunity to play the pivotal role in the development process. Implicit in these challenges is the ability to assess the impact of our efforts to eradicate poverty, or to achieve measurable results.

Achieving better impact through development projects depends not only on the intrinsic merits of the project, but also on global market conditions, on government policies and commitment to poverty alleviation, on the performance of implementation partners, and on the characteristics and

commitment of the rural populations themselves. Within this framework, IFAD has an important role to play. The issue is how to make the best use of the Fund's resources and capabilities in order to maximize its influence on, and knowledge of, impact achievement.

IFAD aims to be:

- an innovator in the development of effective rural poverty-eradication instruments, models and know-how at the grass-roots level;
- a knowledge organization that builds on its role as an innovator through a process of mutual learning and lesson-sharing with other stakeholders active in the field;
- a catalyst, by extending its outreach through strategic partnerships so as to influence policy and practices in favour of the poor;
- a leader in effective, sustainable poverty-alleviation strategies.

- abridged from IFAD Annual Report 1999

IFAD AND THE IMPACT PROCESS

Over the last year, IFAD has been discussing with member governments its future role in the context of the Consultation to Review the Adequacy of the Resources Available to IFAD (its Fifth Replenishment). The Consultation explicitly calls for IFAD to achieve and demonstrate greater impact, improve knowledge management and develop new partnerships. These discussions led to an important policy document, which guides the Fund into the next millennium and which has been compiled into an Action Plan for 2000 to 2002. As set out in the Action Plan, the focus of IFAD's efforts in the next few years will be on impact assessment and performance improvement, knowledge management, policy and institutional environment, and strategic partnerships.

The Action Plan carries with it a number of challenges: to create demand for effective and monitored operations from in-country stakeholders, especially beneficiaries; to mobilize skills and resources to allow more emphasis on implementation/supervision/evaluation; and to articulate clear and measurable linkages with global development targets (such as those of the United Nations and the Organization of Economic Co-operation and Development).

In order to fulfil these requirements, IFAD will undertake the following actions over the next two years:



- develop an improved methodological framework for impact assessment during project implementation and at completion;
- identify best practices and develop tools and a range of options for M&E systems; and
- refine the set of common indicators currently used to assess project and portfolio performance.



The challenges related to the achievement and assessment of impact are not unique to IFAD, but are shared by agencies and implementers across the broad spectrum of development initiatives. IFAD's approach to project design and implementation has evolved over the years. This new project approach needs more realistic implementation periods, a more flexible design, more and better M&E and learning features, and greater participation by – and communication among – stakeholders. Initial design is the starting point from which assumptions and hypotheses will have to be tested, and most probably changed, during the early years of project implementation. IFAD is indeed committed to change, committed to improving its ability to help the rural poor, and committed to building partnerships that will work for the poor, in which the poor themselves are the most important partners.

THE IMPACT WORKSHOP¹

In order to address the elements of the Action Plan relating to the achievement and assessment of impact, IFAD convened a workshop on Participatory Approaches for an Impact-Oriented Project Cycle from 14 to 16 November 2000. The objective of the workshop was to analyse project management methods and approaches that support the planning, monitoring and achievement of impact. Results of this analysis will be synthesized into lessons learned for future application. Participants at the workshop:

- gained an overview of methods and procedures for organizing participatory processes;
- explored practices to combine participatory processes with management tools (e.g. logical framework, M&E); and
- suggested ways to optimize institutional and organizational aspects of achieving impact.

Participants included IFAD staff and managers as well as representatives of management teams from IFAD-financed projects, other donor agencies, cooperating institutions and non-governmental organizations (NGOs). Action-research academics and practitioners also attended².

Plenary Presentations

The plenary sessions provided an overview of different project management approaches and how the results of participatory approaches have been accommodated in project design and implementation to achieve impact.

Presentations were given by IFAD; by the German Agency for Technical Cooperation (GTZ) on the evolution from objective-oriented project planning to project cycle man-

From an institutional standpoint, the workshop was very timely. IFAD has recently embarked on a Process Re-engineering Programme whose goal is to make the Fund more effective in reaching as many poor people as possible and to increase the impact of its mandate.

¹ For the complete agenda, see Appendix 1. ² For a complete list of participants, see Appendix 2.

agement; by the Canadian International Development Agency (CIDA) on results-based management; by the Belgian Survival Fund for the Third World (BSF) on comprehensive participatory planning and evaluation (CPPE); and by the Co-operative for Assistance and Relief Everywhere (CARE) on sustainable livelihood approaches and impact achievement. The plenary sessions contributed to IFAD's capacity to learn with its partners from the implementation and evaluation of their projects.

Case Studies

Five case studies from IFAD's project portfolio were presented to the plenary, as examples of practical approaches to impact achievement:

- ▣ Participatory Impact Monitoring (PIM). Monitoring the impact of the IFAD-funded Participatory Resource Management Project in Tuyen Quang Province, Viet Nam.
- ▣ Village Wealth Ranking. Targeting Poor Communities – an Example from Côte d'Ivoire.
- ▣ Participatory Approaches to M&E. Cuchumatanes Highlands Rural Development Project, Guatemala, and Rehabilitation and Development Project for War-torn Areas in the Department of Chalatenango, El Salvador.
- ▣ Participatory Impact Assessment (PIA). Northern Sayabouri Rural Development Project, Laos.
- ▣ Practical Applications to Objectives-Oriented Management Using the Logical Framework. Participatory Irrigation Development Programme, United Republic of Tanzania.

Excerpts from the Guatemala, Laos and Tanzania case studies are included in this report.

Working Group Sessions

The concepts advanced in the plenary were further developed during working-group sessions. The workshop organizers had defined three themes as topics for working group discussions: increasing project impact through participatory approaches; integrating management tools with the project management process; and introducing greater impact orientation at the institutional level. As these three themes are highly interrelated and mutually reinforcing, some overlap was expected and desired. Participants were assigned to one of six working groups, and two working groups discussed each theme.

IFAD PLENARY PRESENTATION Promoting an Impact Orientation throughout



the Project Cycle

The opening plenary presentation from IFAD summarized the framework for change developed by the Fund's Working Group on Impact Achievement throughout the Project Cycle. The Working Group identified three major areas for change to promote greater achievement of impact through better project cycle and portfolio management:

- The “nature of the project” funded and the type of project partnership in which IFAD participates. A more flexible design process needs to be put in place, focused on the project's objectives, the policy of the partner government (including at district and community levels) and the effectiveness and roles of the institutions involved in the project. Less emphasis should be given to economic rates of return and more to anticipated poverty reduction and expected livelihood improvements. To be effective, projects must be designed, managed and implemented by competent staff and institutions that share the objectives of poverty alleviation and empowerment of the poor and that “speak their language”. In addition, greater participation and communication among all stakeholders, particularly the local ones, at all stages of the project cycle must be emphasized.
- The allocation of resources and time to the different phases of the project cycle(s) – initial design versus implementation and ongoing M&E. There should be greater participation of IFAD professional staff in all stages of the project cycle, especially during the implementation phase. “Implementation” is the period during which stakeholders meet, interact, try to test solutions, analyse their relevance and effectiveness, and use (or misuse) a set of resources put together in order to make a difference for the poor. The role of IFAD is not to manage these resources, but it is certainly to participate in the learning process (planning, action, impact M&E, redesign and adoption of action) that occurs during the management of these resources and the evaluation of results. This shift towards greater participation has major implications on both the distribution of resources and the quantity of resources available. A greater share of IFAD's resources for design should be focused on early analysis of beneficiary needs, partnerships and objectives.
- The overall “knowledge cycle” into which each project fits and should feed. Each project's project cycle should be a knowledge cycle in itself, but it is also part and parcel of a wider knowledge and policy cycle that shapes each initial design and is fed by experience from each implementation and evaluation. Being a knowledge institution requires IFAD to continuously monitor and analyse impact on the ground and use this analysis to validate or modify models and policies. In order for a project to generate “lessons”, the project experience should be shaped in a way that makes explicit both the model and the hypotheses on which the model is based. The results of the experience then have to be observed, measured and analysed. Good logical frameworks and effective M&E are necessary. Project documents incorporate knowledge management tools for impact assessment, policy-institutional aspects, partnership development and project replication potential. These documents must make a substantial contribution to IFAD's overall knowledge of agricultural and rural development practices. Project knowledge management needs to be centered on IFAD's core concern of poverty reduction and to develop further IFAD's comparative advantage in an easily accessible format.



Increasing project impact through participatory approaches

PARTICIPATION: WHY BOTHER?

key considerations...

...participatory methodologies to enhance impact during the various stages of a project cycle...

...promoting greater participation through design and implementation processes...

...developing indicators for capacity-building and empowerment...

- To ensure that project design reflects the real priorities of beneficiaries and is relevant and feasible from their point of view.
- To ensure that the project is reaching, and listening to the voices of, the people it targets.
- To increase ownership, motivation and ultimately sustainability.
- To make the project accountable to beneficiaries.
- To generate learning.
- To facilitate advocacy at the top (partnerships) and at the bottom (by demanding political entitlement).
- To provide early warning on emergent problems.

The working groups arrived at the following functional definition of participation:

Participation is shared understanding and empowerment leading to joint decision-making. It starts with consultation, moves to negotiation (of problems, solutions, approaches) and ends with decision-making and action.

Participation should also be thought of as a political act – it enables voices to be heard and, in so doing, changes power relationships. It promotes accountability and transparency. In addition, participation is an investment – it costs more in terms of money and time, but over the longer term increases impact. Projects that reflect local knowledge and priorities are more likely to be sustainable because they are relevant and acceptable to beneficiaries. Participation increases ownership and motivation vis-à-vis projects – a necessary but not sufficient condition for sustainability. Finally, participation is a human right – it holds that individuals, local communities and national governments have the fundamental right to be involved in the decision-making processes that affect their future.

Care must be taken to schedule participatory meetings or sessions when and where it is convenient for the beneficiaries. The loss of time and earnings should be considered. Special strategies (and resource allocation) may be needed for marginalized groups. However, participation is not limited to those directly targeted by the project. The complexity of the issues being addressed requires broad-based, negotiated agreement in order to provide lasting



solutions.

It is not the exclusive domain of the beneficiary. A truly participatory process embraces all stakeholders – even the “opposition” – in order to arrive at the “best” solution. Minor stakeholders should not be left out of the process as they can seriously affect the implementation of a project, with unintended or unforeseen effects on impact.

The workshop also pointed out that participation is difficult if it is not supported by legitimate organization/representation. Without such legitimacy, the results of the participatory process can be questioned. In addition, organizations involved in the process must represent stakeholders, or the results will again be undermined.

CASE STUDY LINKING PARTICIPATORY PROCESSES in Guatemala

The IFAD-financed Cuchumatanes Highlands Rural Development Project in Guatemala demonstrates the strong linkages between participatory processes, project management and institutions. During the course of implementation, the project’s M&E and reporting systems were substantially overhauled to allow for greater participation of project actors and stakeholders. To promote learning, the project uses an ongoing evaluation approach. Results from these ongoing evaluations are fed into the planning process.

Besides some of the more traditional evaluation activities, the project annually conducts community participation evaluations and participatory evaluation at the project team level.

Community Participation Evaluations

These evaluations are composed of self-evaluating/participatory workshops with formal producer organizations and focus group sessions with beneficiaries. The workshops provide a forum for interaction between the formal producers’ organizations, the project team and beneficiaries. The primary tool for analysis during these workshops is an analysis of Strengths, Weaknesses, Opportunities and Threats (SWOT) to address different aspects of the project intervention strategy. These workshops have proven to have important capacity-building effects, evidenced by the fact that information generated at the workshops is being used internally by the participatory organizations for decision-making. Focus groups are carried out in women’s groups (of the Community Banks Programme) and with representatives of “interest groups” (non-formal organizations that benefit from the project’s services but do not intermediate between these services). The focus group interviews are led by staff from the project’s M&E unit and

cover subjects similar to those in the more formal workshops. Results of the focus groups are used to plan future activities and to improve delivery of project services to the beneficiaries.

Participatory Evaluation at the Project Level

Self-evaluating workdays are held annually as a joint activity between the M&E unit and the technical management team. Initially, these workdays exclusively involved the team of project professionals. Since the reformulation of the project, participants representing major stakeholders (formal organizations, interest groups and community banks) have also been invited to attend. The inclusion of a broad spectrum of stakeholders has resulted in more and better contributions to the planning process. Representatives of the grass-roots organizations made remarkable contributions in defining the planning guidelines. The participation of the beneficiary representatives at the decision-making level strengthens the processes. It promotes understanding and encourages the adoption of methodologies and instruments promoted by the project overall.



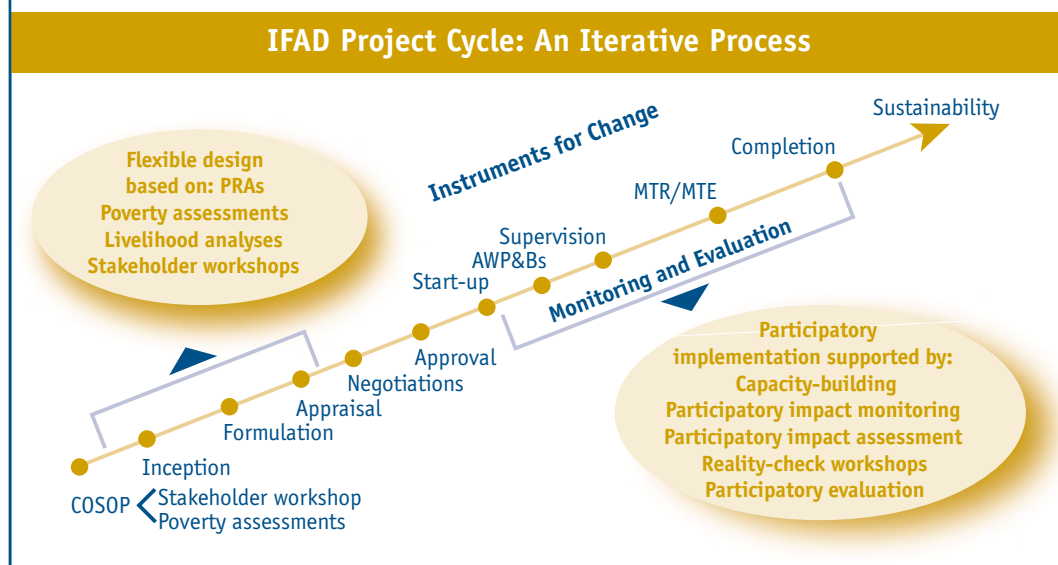
STAKEHOLDER GROUPS AND PARTICIPATORY METHODOLOGIES

The working groups identified stakeholder groups and a range of participatory methods that could be drawn upon throughout the life of a project. The challenge is to involve the right mix of stakeholders at the right time, using the most appropriate method. Stakeholder groups that should be consulted include: donors, national and local governments, line agencies and research/extension agencies; NGOs, grass-roots organizations and private-sector organizations; independent thinkers/activists; staff from other ongoing projects; and, most importantly, potential or actual beneficiaries. Participation can take the form of workshops, consultations, analyses or assessments, using ZOPP techniques and participatory rural appraisal (PRA) tools. The use of PRA tools during a participatory impact assessment is described in the Laos case study.

CAPACITY-BUILDING

Building the “participatory” capacity of project staff and other local stakeholders can dramatically reduce costs. Training should be cascaded and include local staff and institutions. Donors also need to commit to the process through their own capacity-building efforts. The move by donors to more participatory project design and implementation is a welcome initiative. The donor community has an important role to play in promoting participation among governments and other partners through advocacy, consultation and leverage. Donors, however, must be prepared for the consequences of participation: uncertainty, politicization, loss of “control”.

Orientation programmes, training courses and periodic consultation need to be offered to all levels of staff (and consultants) within all disciplines at development agencies; participation should no longer be confined to the sociologists. Agencies promoting participation need to be participatory themselves.



CASE STUDY USING PARTICIPATORY METHODS in Laos

The Northern Sayabouri Rural Development Project (NSRDP) seeks to improve the income and alleviate poverty of the local poor population. Perhaps the most important output of the project will be the building and strengthening of community-based institutions and the establishment of strong institutional linkages, for which mainstream institutions will also have to be enabled and strengthened. Therefore, broad-based participation is critical to the impact of the project.

In 1999, IFAD fielded a mission to assist the project management unit in assessing the direct impact on target communities by using participatory methods, and to train project staff in these approaches. An initial participatory self-assessment exercise of the NSRDP was carried out to enable the project staff to reflect on the strengths, difficulties and areas for improvement in the project. An assessment of the project was then undertaken using participatory methods.

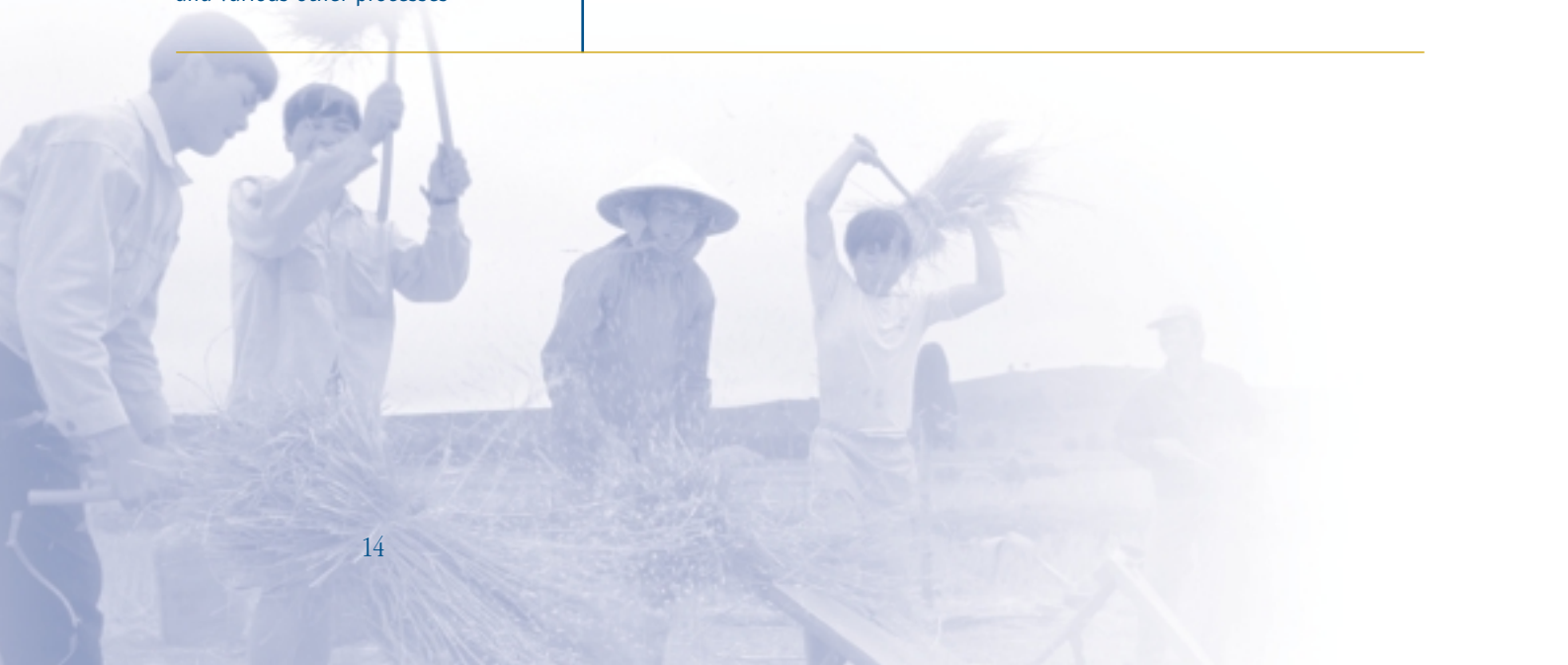
The PRA techniques were seen to improve communication between the project staff and the target group, and to contribute significantly to the project staff's understanding of the constraints facing the poor. In this regard, the most valuable learning methodologies were the wealth ranking and food security ranking exercises. The PRA techniques also enabled beneficiaries to identify those interventions that are most important/useful to them.

The qualitative information gathered through these participatory techniques will enable project staff to target the very poor more aggressively with acceptable and useful programmes.



Participatory Methodologies in the Northern Sayabouri Rural Development Project in Laos

<p>Time Line Records events in a chronological order</p>	<p>Enables the beneficiary community/individual to identify events of importance in year by year sequences. Time lines provide a snapshot of what the community considers important interventions.</p>
<p>Trend Diagram Variation of the time line exercise</p>	<p>Makes a comparison of events, relationships, problems, etc., before and after the project; time series can also be obtained using this method.</p>
<p>Ladder Exercise A series of ladders of three to ten rungs indicating scores; one ladder for each variable is used to identify changes in those variables, on a scale of three to ten</p>	<p>Records changes in the status of a variety of items such as awareness, confidence levels, gender equality, participation, food security, productivity, health and education status, well-being status, etc. Scale indicates high, medium or low status of the variable. In the Laos PIA, two sets of ladders were used for before and after. The left side of each ladder indicated women and the right side indicated men.</p>
<p>Chappati Diagram Different sizes of paper cut-outs (<i>chappati</i>) are used to indicate the relative importance of various items, events, problems, institutions, etc.</p>	<p>Commonly used in the impact study and problem analysis of various sectors, women, and the village as a whole. They were also used to indicate changing relationships.</p>
<p>Social Mapping Map of the village indicating the layout of the village and different households</p>	<p>Identifies various economic categories (rich, average, poor and very poor) and can also be used to map members of different groups, e.g. water users' associations (WUAs), women's credit groups, families benefiting from the project for different programmes, etc.</p>
<p>100 Seeds Method One hundred seeds are used to quantify various items according to rough percentages</p>	<p>Used to identify income sources, wealth and food security mapping, needs of horticulture species, etc. It was also used in combination with the seasonality diagram to indicate percentages of migration, workloads, difficult periods, credit needs, etc.</p>
<p>Food Security Ranking Identifies the number of families under different food security categories</p>	<p>Used to identify the number of families under various categories such as food security for 0-3 months, 3-6 months, 6-9 months, 9-12 months and >12 months. It can also be used in combination with the social mapping and wealth-ranking exercises.</p>
<p>Wealth Ranking Identifies the various wealth categories in the village</p>	<p>Used to identify rich, average, poor and very poor families in the study village, using 100 seeds to indicate a rough percentage, or the exact number of seeds to indicate the exact number of families in each category. Can also be combined with social mapping and food security ranking exercises.</p>
<p>Seasonality Diagram Gives seasonal patterns of activities and various other processes</p>	<p>Used to identify credit needs, annual work distribution, patterns of human and livestock diseases, difficult times of the year, etc.</p>



BSF PLENARY PRESENTATION **Comprehensive Participatory Planning and Evaluation –** **Participatory Approach to Project Design and Implementation**

The Belgian Survival Fund (BSF): The Belgian Parliament created the BSF in 1983. The BSF Joint Programme, the main channel for BSF assistance, is operated in partnership with five United Nations agencies: IFAD, the World Health Organization, the United Nations Children's Fund, the United Nations Population Fund, and the United Nations Development Programme, and the Popular Coalition to Eradicate Hunger and Poverty. BSF aims to improve the food security and nutrition at household level, in African sub-Saharan countries or regions suffering from a chronic food deficit.

In 1992, BSF first applied its CPPE approach to its project development and implementation. In collaboration with the Institute of Tropical Medicine in Antwerp, CPPE was further refined in the context of the IFAD/BSF partnership.

CPPE was developed on the basis of other participatory planning methods such as the logical framework and ZOPP. CPPE responds to the need to change planning paradigms from a centralized planning approach to one of reaching consensus among actors, or pluralistic planning. CPPE is an implementation-oriented approach, not a method. It is operationalized by convening workshops throughout the project cycle. These workshops facilitate the participation of all stakeholders in ongoing evaluation and help make projects more responsive to the realities of the field.

CPPE workshops promote participation; i.e. stakeholders participate fully in the decision-making process – from diagnosis and identification of a problem to selection of interventions, planning and project evaluation. All actors have an equal voice.

CPPE is fully integrated and covers the entire project cycle. Results from CPPE workshops can be integrated into project planning, annual workplans and budgets, and ongoing evaluation processes. The CPPE approach can be used to establish a project monitoring system, including indicators to be monitored and data to be collated. Evaluation through CPPE is based on the situation analysis performed at the planning stage and on the monitoring system built into the project. The dynamic model permits a comprehensive visualization of the project and helps assess how well the project is functioning. It enables structuring and correct interpretation of the available information and a proper focusing of evaluation questions.



Integrating management tools with the project management process

key considerations...

...the role of the logical framework (or similar management tool) in promoting transparency and accountability...

...the strengths and weaknesses of the logical framework during design/implementation and ways of linking it to other processes...

...the basic requirements for an M&E system to be impact-oriented and the ways it can be used to steer a project...

...ways in which local implementers/clients are involved in (impact) monitoring...

IFAD has begun to introduce a range of flexible projects in which the period of implementation is more realistic (they tend to be longer) and the decision-making power of the local stakeholders and beneficiaries is much greater than in the more traditional projects. Flexibility in project design, however, requires greater management control – and corresponding tools – during implementation. This is essential to guard against the danger of flexibility leading to inertia and to ensure that activities financed by the project are actually contributing to the achievement of impact.

Two of these management tools – the logical framework and effective M&E systems – were examined at the workshop.

LOGICAL FRAMEWORK

The logical framework (or Logframe) aims to promote good project design and implementation through a systematic analysis of causal relationships within a project intervention.

In terms of achievement of impact, a three-tiered definition was adopted:

- ▀ super goal level relating to achievement of the Development Assistance Committee (DAC) development targets;
- ▀ goal level relating to improvements in well-being; and
- ▀ purpose level relating to sustainable changes in behaviour.

The usefulness of the “super goal” level as a management tool was questioned: the DAC targets could be more for political consumption than for their substantive and operational relevance in poverty reduction. Impact is achieved (or not) at the goal and purpose levels, and it is at these levels that the efforts of all stakeholders must be directed.

The logical framework is a dynamic process; to be effective, it must be updated and revised to reflect and accommodate new information, changes to the external environment and experience gained in the course of the project intervention. The logical framework should not be seen as a blueprint that indicates how to go from one point to the next, but rather as a snapshot (at one point in time) of the shared understanding that makes up the project.

The working groups offered a balanced, pragmatic view of the log-



ical framework as a management tool:

The logical framework is not a panacea. It is a tool, and an important one that is the result of much trial and error and that has been validated for many purposes (planning, implementation and M&E).

The process to arrive at the logical framework is more valuable than the product itself. This is especially true when the logical framework is used as an instrument for dialogue and negotiation with partners.

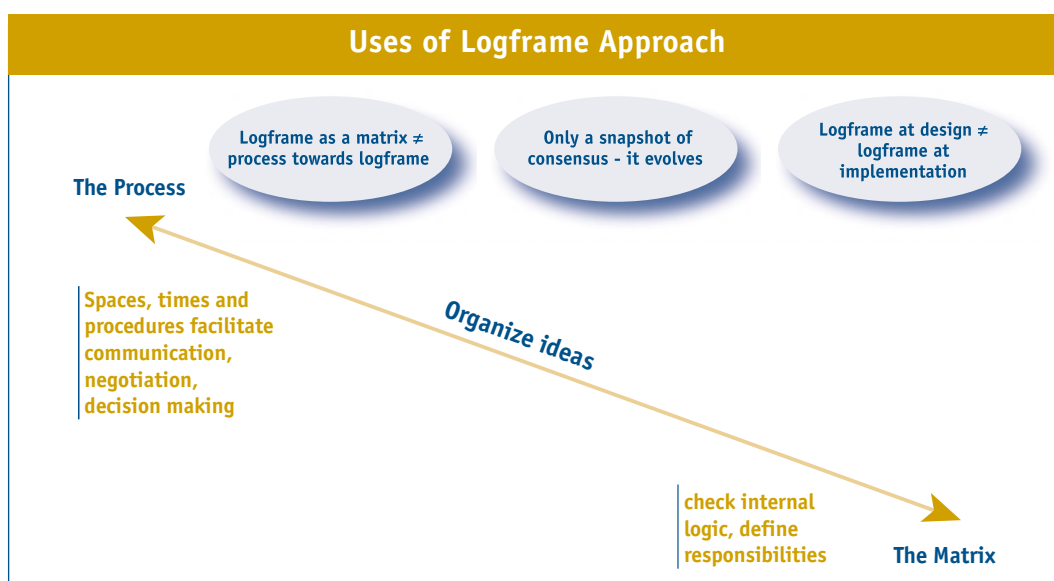


The logical framework must be used flexibly and imaginatively. The process should not be dominated by the need to “fill in the boxes”. Rather, one must “transcend the boxes”. People should not be discouraged from using other planning tools; in fact, the logical framework should be complemented with other tools so as to meaningfully assist project management in decision-making (e.g. it does not fully capture the processes leading to impact, particularly as far as institution-building is concerned).

The logical framework must evolve in order to remain relevant. The very design process should continue into the early years of the project, and the logical framework matrix should be revisited regularly, with greater attention paid to the indicators and assumptions. There is a tendency to shy away from the issues behind the assumptions, particularly those related to institutions and policies. If policy is to be influenced in some way, actions to this end should be built into the project itself, which may require shifting some “assumptions” into the first column.

The logical framework can be useful as a tool to promote communication and enhance accountability. Initiatives to communicate and build consensus must be supported through the allocation of funds, both within donor agencies and government institutions and at project level. The logical framework matrix must be flexible enough to adjust to local conditions, and it needs to be revisited and revised regularly. The logical framework should be viewed as a living document that is an essential element of the project cycle and as supportive to the knowledge management in that cycle.

CIDA PLENARY PRESENTATION Results-Based Management



CASE STUDY PARTICIPATORY APPROACHES AND THE LOGICAL FRAMEWORK in the United Republic of Tanzania

The Participatory Irrigation Development Programme in the United Republic of Tanzania seeks to increase production and income of small-scale farm households through the construction of irrigation schemes operated and managed by WUAs. Farm households are seen as the key change agents supported by district and private-sector organizations.

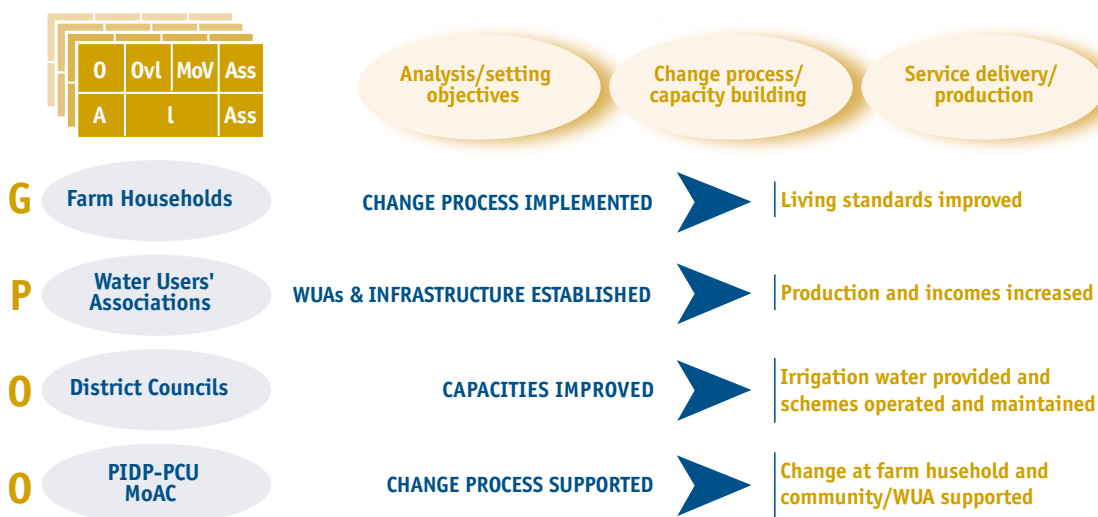
These objectives in turn determine the outputs provided by the districts and the activities organized or financed by the programme. The participatory approach, combined with the use of a logical framework, establishes a dynamic management process driven by the beneficiaries' demand and guided by their objectives.

A participatory approach is used to assist small-scale farm households in analysing their present situation, to assess their problems and potentials, to identify their objectives and to define the steps necessary to achieve these objectives. Participatory planning of future farming activities and the identification of necessary change processes at farm household level generate information needed by the farmers to enter into the process of developing their farms and WUAs. Similar participatory analyses are undertaken with district councils/administrations. This process provides detailed information for each district about the support services required by farmers. It also enables the district to define its services in terms of type, quality, quantity, time and location, which is necessary for the planning and delivery of support services. A further compilation of this information occurs at programme level when annual work programmes are formulated. Clearly defined objectives and indicators at farm, WUA, district and programme coordination unit (PCU) levels form the basis for participatory M&E activities.



A logical framework, developed from objectives defined by the farm household, supports programme implementation.

A Participatory Process, Owned by Farm Households and Supported by Districts



The Canadian International Development Association (CIDA) is a Canadian government agency, operating under the Minister for International Cooperation. CIDA supports sustainable development activities in more than 100 of the world's poorest countries. Results-based management (RBM) was introduced in CIDA during the mid-1990s. RBM is a comprehensive framework for managing development projects.

The framework of RBM encompasses the planning, implementation, M&E, and reporting of development projects. RBM introduces the concept of expected results. Within the context of RBM, development results are the consequences of actions taken to meet certain purposes – with a “measurable change” taking place in a given development situation. Like the logical framework, RBM is premised on a cause-and-effect chain that links inputs/activities, outputs, outcomes and (in the longer term) impact at the programme level.

The results chain:

- inputs (resources and activities) produce outputs (first-level results)
- outputs collectively lead to outcomes
- the combination of outcomes addresses the purpose
- the combination of outcomes (in several projects) contributes to achievement of impact

RBM is used at both the planning and design stages and during implementation. Stakeholders participate in RBM by setting results and indicators, continuously monitoring the project, conducting an annual performance review and making adjustments throughout the term of the project. Under the RBM model, the goal, purpose and outcomes do not change; however, activities, inputs and outputs will need to be modified. If the activity does not produce/achieve results, then the activity needs to be changed.

Results-oriented Logical Framework

Narrative Summary	Expected Results	Performance Measurement	Assumptions/Risk Assessment
Project Goal (Country/ sectoral-level goal)	Impact	Performance indicators Qualitative and quantitative measures of results	Assumptions Risk assessment (high, low, medium)
Project Purpose Who is to be reached and what is to be achieved?	Outcomes Logical consequence of combination of outputs ▲	Performance indicators Qualitative and quantitative measures of results	Assumptions Risk assessment (high, low, medium)
Inputs (Resources and activities)	Outputs Logical consequences of activities, required to achieve purpose ▲	Performance indicators Qualitative and quantitative measures of results	Assumptions Risk assessment (high, low, medium)

MONITORING AND EVALUATION SYSTEMS

One of the merits of the logical framework is that it draws attention to M&E requirements. For an M&E system to be impact-oriented, it must:

- be operated as closely as possible to the project beneficiaries;
- have clear, objectively verifiable indicators – it is important to determine whose needs the indicators respond to; and
- allow for M&E training for all stakeholders – there should be enough investment in human resources and at the local level so that M&E training benefits both project staff and beneficiaries in charge of field monitoring.



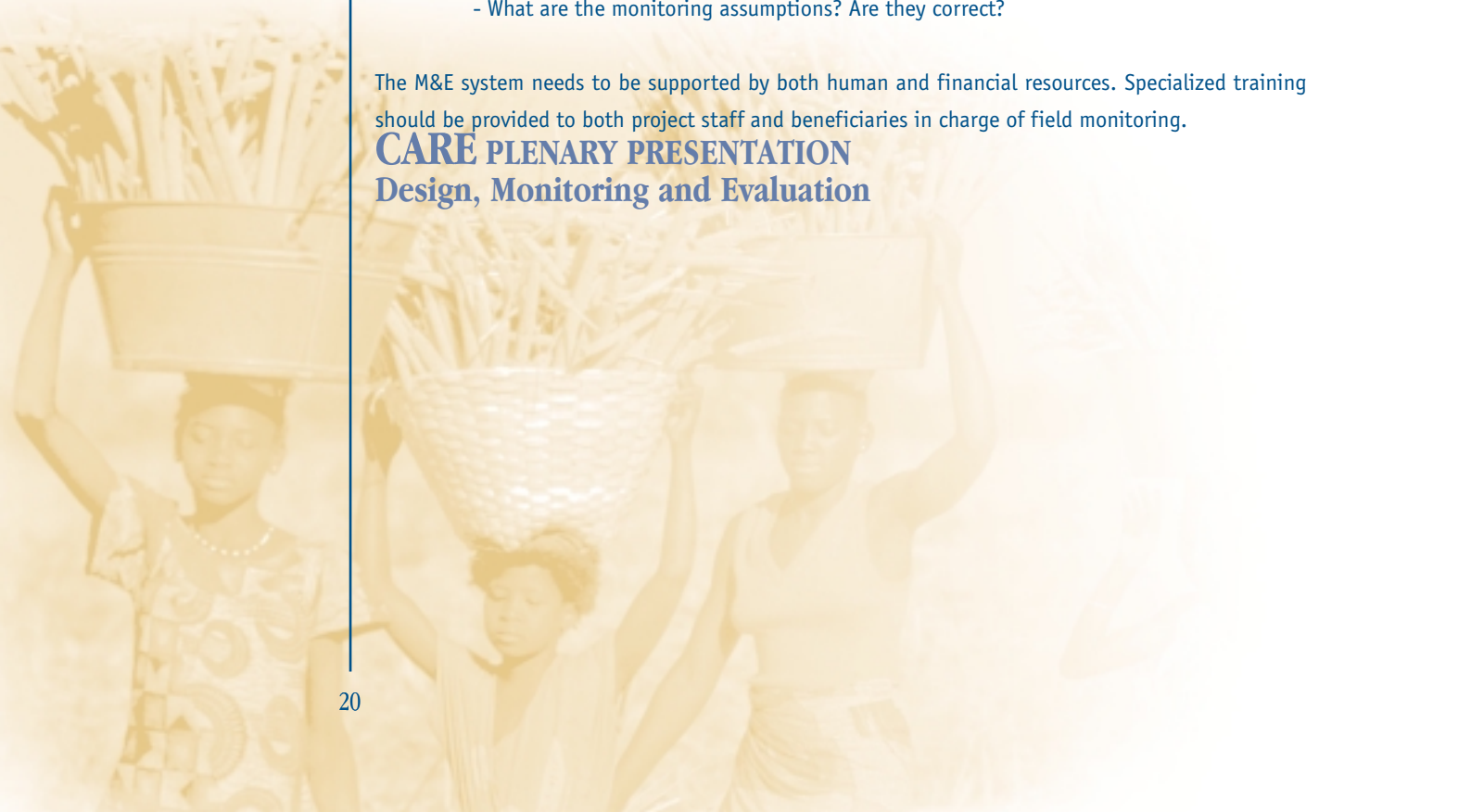
Involvement of staff and beneficiaries will increase the relevance and effectiveness of the system. Its usefulness derives above all from the application of the outcomes of M&E by project management and not from its intrinsic capacity as a data-collection system. In this regard, the working groups suggested that the role of M&E move away from mere data collection and be redirected towards providing analyses of the effects of project interventions. M&E needs to become more of a learning process and not primarily a process of control. M&E units must consider not only if something happens but, more importantly, why it has happened (or why not) – were the original assumptions wrong? What changes have occurred?

The objectives of the M&E system should be clear to all project stakeholders. From the early stages of project design, there needs to be agreement on what is expected from an M&E system, including:

- Definition of impact
 - From whose perspective?
 - For whom? Project managers or donors?
 - At what level does it occur?
 - What time frame after the project?
- Information analysis
 - Who needs what for which decisions?
 - What are the monitoring assumptions? Are they correct?

The M&E system needs to be supported by both human and financial resources. Specialized training should be provided to both project staff and beneficiaries in charge of field monitoring.

CARE PLENARY PRESENTATION Design, Monitoring and Evaluation



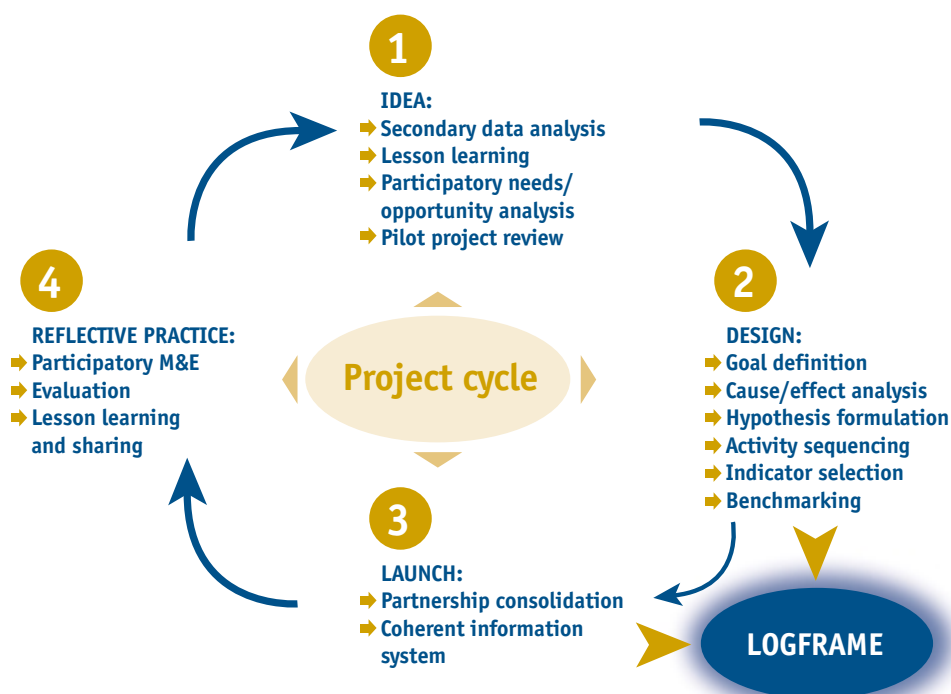
CARE (UK) is an independent development organization supporting poor rural and urban communities to make positive and lasting changes in their lives. It is part of the CARE International confederation, a worldwide humanitarian organization that works in 65 developing countries. CARE's design, monitoring and evaluation (D,M+E) process has been adapted to support a livelihoods framework.

CARE has progressively introduced the livelihoods framework to all stages of the project cycle. The use of the livelihoods framework throughout the project cycle emphasizes the importance of planning for impact achievement from the earliest stages of a project. The model begins with the household, focusing on intra-household as much as inter-household needs and capabilities. The livelihoods model serves as a road map to organize assessments, and project D,M+E processes, with an emphasis on partnership and participation.

In order to support projects and partners in the D,M+E of programmes, CARE has developed a set of standards, guidelines and tools. CARE projects develop their M&E plans in workshops with stakeholders, who have an opportunity to revisit the logical framework and indicators and re-negotiate or revise them. This process is essential in establishing the proper links between data collection and impact. Operational indicators are proposed, the most relevant tools for data collection identified, and responsibilities for data collection and analysis are agreed upon as well as the periodicity for collection. D,M+E processes establish a project learning and knowledge management system, beginning with the initial project idea.

Introducing greater impact

Knowledge Management in the Project Cycle



orientation of projects at an institutional level

key considerations...

...priority areas where organizations need to strengthen their impact orientation...

...types of individual and management incentives to strengthen impact orientation...

...areas for working with partner organizations to strengthen impact orientation...

To promote a greater impact orientation at the institutional level, four general areas were considered to have the highest priority: a focus on local institutions; enhancing partnership; facilitating learning for impact achievement; and the role of incentives for improving performance.

FOCUS ON LOCAL INSTITUTIONS

There is a strong need to focus on assisting local institutions (including grass-roots organizations) to collect information and to take a more prominent role in the management of projects and programmes to ensure local ownership and commitment to impact achievement. Concretely, this involves:

- investing in creating capacity and empowerment;
- promoting accountability and transparency (including introducing mechanisms for beneficiaries to hold service providers accountable);
- ensuring that decisions are taken at the appropriate level;
- emphasizing the development of sustainable institutions focusing on community needs;
- improving physical and managerial working conditions; and
- introducing more “user-friendly” procedures and processes.

ENHANCING PARTNERSHIP

In general terms, the key areas for enhancing partnership revolve around working together to strengthen planning and management processes at all levels (sectoral, regional, district, village, etc.). Examples of how this can be accomplished include:

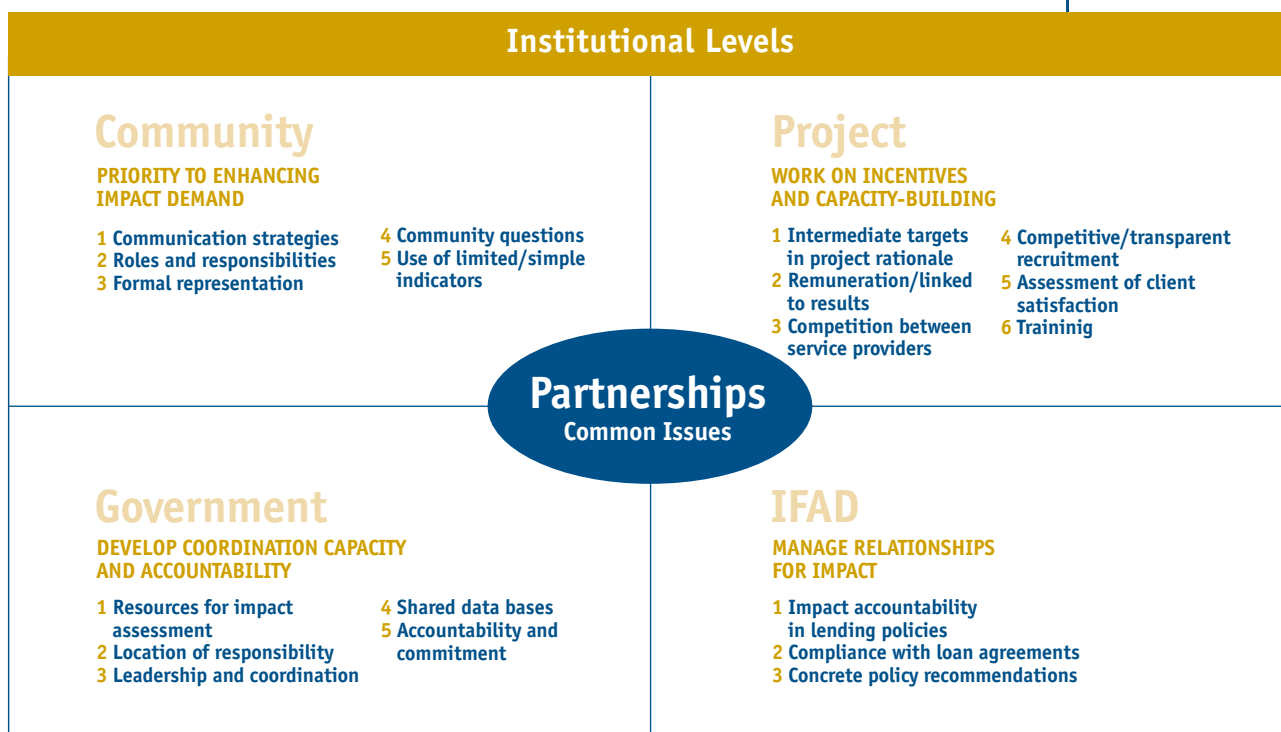
- establishing joint multi-donor/national partner strategic/policy approaches, diagnostic studies and evaluations (“upstream” collaboration is essential to ensure decision-maker commitment within collaborating agencies);
- developing common parameters and indicators on impact measurement at country level;
- agreeing on common approaches and management/communication tools to make the work of local stakeholders and donors easier;
- encouraging institutional cultures to move towards reflection, openness and risk-taking (in the absence of this, it is always easier and less threatening for everybody to work in isolation); and



- sharing lessons learned about partnering (partnering does not come naturally, and different approaches have varying degrees of success).

FACILITATING LEARNING FOR IMPACT ACHIEVEMENT

Investment projects and programmes need to be increasingly viewed as learning processes for a variety of stakeholders. In this regard, learning needs to be systematized, as opposed to the “acciden-



tal” learning that typically occurs. While accidental learning is useful, it does not result in efficient and timely adaptation and uptake of new ideas. The systematized learning needs to capture project-level lessons in order to replicate successes and avoid repeating mistakes. At the same time, it is also important to fully understand the context of lessons learned and adapt them appropriately to other contexts. Different learning strategies and tools must be developed for different categories of stakeholders. It is also necessary to recognize and respect the value of local knowledge and build upon it. Knowledge should also be operational and pertain to all dimensions (technical, social and managerial).

ROLE OF INCENTIVES

In order to enhance impact achievement, organizations will need to change their ways of operating, which implies the need for different incentive systems. This will be an essential component of modifying, in the mid-term, institutional and cultural norms, such as the approach to community development and poverty reduction. Incentive systems should be equitable (i.e. rewarding and sanctioning those actually responsible), applied in a timely manner, and recognized as part of the policy framework of the organization.

To this end, agency processes and procedures need to be reviewed (and where relevant streamlined) in light of their contribution to enhancing impact. There is a need to further develop and implement impact-oriented tools and approaches. Managers and staff need to look beyond the project level to higher levels and adjust incentives and behaviour accordingly. Incentives to promote partnership,

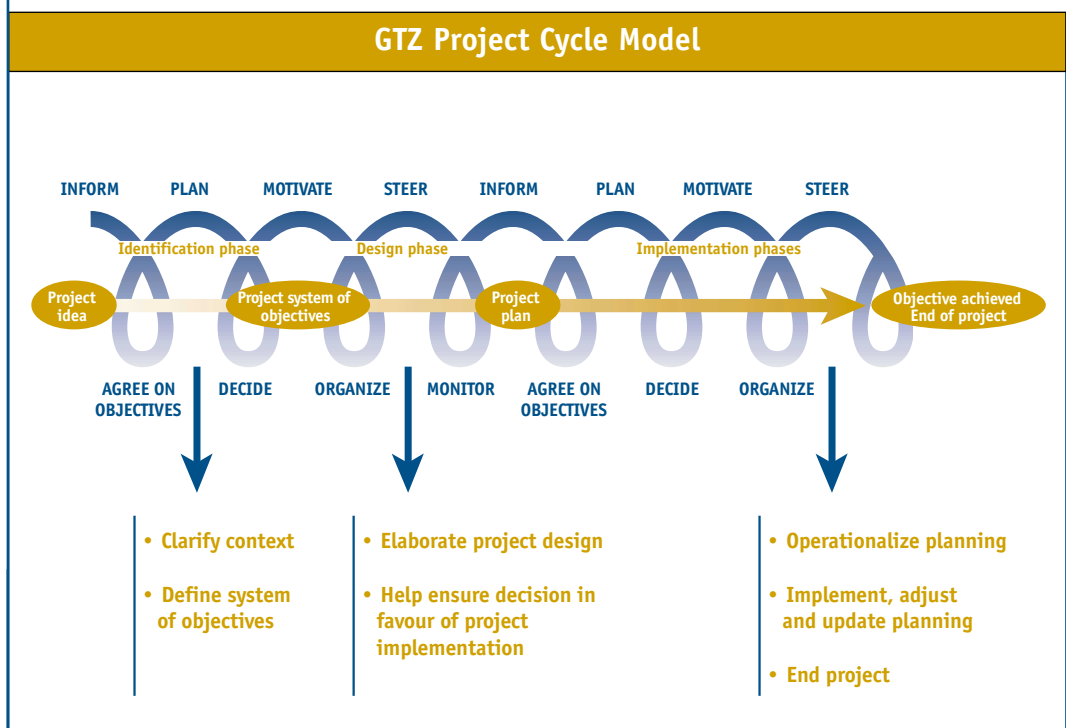


greater downward and upward accountability, and encouragement of institutional cultures to allow greater room for reflection, openness and risk-taking are needed. Organizations and individuals need to focus on attaining results rather than simply following rules and procedures.

GTZ PLENARY PRESENTATION

Factors for Change to Promote an Impact Orientation at Institutional Level

The German Agency for Technical Cooperation (GTZ) was established in 1975 to serve as the technical assistance arm of German international cooperation. GTZ supports development



and reform processes on behalf of German ministries, partner-country governments and international organizations. GTZ currently has operations in some 122 countries. GTZ pioneered objectives-oriented project planning (ZOPP) techniques, in which the logical framework was an important tool.

GTZ began applying its ZOPP approach to project development in the early 1980s. Key features of ZOPP were participation analysis, problem analysis and objectives analysis through interdisciplinary workshops with stakeholder representatives. The workshops resulted in an agreed project strategy in the form of a planning matrix. Through ZOPP, especially the planning matrix, the logic of which runs through all relevant project documents, GTZ achieved a high degree of compatibility in its project management instruments. As of the late 1980s, however, critics claimed that the workshop situation was often artificial (or pseudo-participatory), that the problem-orientation left out a realistic assessment of opportunities, and that the whole ZOPP procedure had turned into a ritual producing results with questionable applicability in the “real-world”. The criticism led to a redefinition and “flexibilization” of ZOPP in 1996. ZOPP is nowadays understood as an orientation for the quality of planning processes – the procedures and instruments can be chosen according to the requirements of the given situation. Simultaneously, the relevance of planning in GTZ’s project management instruments has been de-emphasized, taking into account the difficulties encountered in the anticipation of social change processes.

Changes in paradigms and the realization that modelling the relationships in development cooperation is a major factor for success resulted in an evolution from the philosophy of ZOPP to project cycle management (PCM). GTZ’s understanding of PCM is wider than that of many other agencies, in that it comprises models for the clarification of roles and responsibilities of partners in cooperation as well as service delivery processes, plus the project cycle model and management functions. While retaining key ideas of participation, transparency and standardization, PCM emphasizes systemic instruments and recognizes the need to steer projects by continual impact monitoring instead of long-term planning.

One of the lessons learned from the GTZ experience is that the crucial prerequisites for institutional changes of an agency towards impact orientation are:

- Top management has to make a visible commitment to change, evidenced by new behaviour and an appropriate rewards system.
- The entire staff and subcontractors (consultants, trainers) must be initiated in the new process (this made ZOPP successful).
- Inherent philosophy should be made explicit; it must appeal to staff; it must connect with their perceptions of desirable change.
- New culture must evolve from the old – linkages to the old system must be clear.
- New perceptions (mental models) and attitudes produce new behaviour, not new procedures.

Summary and conclusion

The experiences shared at the workshop – from evolving conceptual approaches within donor agencies to operational examples practised in the field – contributed to the search for new and innovative



approaches to the achievement of impact. Out of the productive series of exchanges, analyses and discussion, a number of concrete recommendations and key findings were brought forth for development institutions as a whole and for IFAD in particular.

T Increasing project impact through participatory approaches

- ▣ Participation means more than just beneficiary contribution to project execution.
- ▣ Participation is about agreed outcomes and accountability, about negotiating and developing a common understanding.
- ▣ Participation leads to empowerment, which implies a role in decision-making.
- ▣ Participation should encompass all the stakeholders.
- ▣ Participation has to be formalized at all levels of the project cycle.
- ▣ Participation by the poor entails some special requirements: *inter alia*, the translation of relevant project documents into local languages.
- ▣ The cost of participation should be seen as an investment for greater impact. There are, however, social and economic costs to participation, such as the cost of time lost by participants. Some of the poor will choose not to participate because they perceive that the cost is not offset by the benefits.



- ▣ There is little impact in rural development without participation.

Integrating management tools with the project management process

- ▣ The process to develop the logical framework is often more valuable than the framework itself. The logical framework must be grounded in a participatory process.
- ▣ The logical framework should be used as an instrument for dialogue and negotiation with partners.
- ▣ The logical framework should be complemented by other tools so as to meaningfully assist project management in decision-making.
- ▣ The logical framework must evolve in order to remain relevant. The design process itself should continue in the early years of the project, and corrections to the initial design should be reflected in an evolving or dynamic logical framework.
- ▣ M&E systems should emphasize learning.
- ▣ Indicators should reflect the decision-making needs of all stakeholders and in particular the views of the intended beneficiaries.
- ▣ Baseline surveys should use simple indicators and be focused on the project's specific objectives.

Introducing greater impact orientation of projects at institutional level

- ▣ One of the donor community's most important tasks is capacity-building and creating fora for poor people to have their voices heard. Capacity-building should lead to more cross-fertilization, within organizations and in the field. The focus should be on organizations of the people.

- The donor community should not focus only on like-minded organizations; it should not walk away from difficult partners but seek to influence and change.
- Donor institutions need to ask, “How can we participate in their projects?”
- Institutional cultures need to be encouraged towards reflection, openness and risk-taking.
- Lessons learned about partnerships and networking for rural development must be shared within and among organizations.
- Agencies promoting participation need to be participatory themselves, in particular with respect to management culture and decision-making processes.

WORKSHOP PROGRAMME

Tuesday 14 November 2000

Plenary	08.30 - 09.00	Registration
Chairman:	09.00 - 10.00	• Opening address (President of IFAD)

Mr K. van de Sand		<ul style="list-style-type: none"> • Background and context of the workshop: IFAD’s initiative to strengthen the impact orientation of IFAD-funded projects (Mr K. van de Sand, Assistant President, IFAD) • Workshop programme and expectations (Mr H. Blaufuss)
	10.00 - 10.15	<i>Coffee break</i>
	10.15 - 12.30	<ul style="list-style-type: none"> • GTZ presentation: Ms S. Schaefer • CIDA presentation: Dr N. Banerjee • Plenary discussion
	12.30 - 14.00	<i>Lunch break</i>
Chairman: Mr R. Cooke	14.00 - 16.15	<ul style="list-style-type: none"> • BSF presentation: Dr P. Kolsteren • CARE presentation: Ms K. Westley • Plenary discussion
	16.15 - 16.30	<i>Coffee break</i>
Chairman: L. Lavizzari	16.30 - 17.30	<ul style="list-style-type: none"> • Resumé of discussion of the first day and Mr issues to be put to the working groups (Ms I. Guijit, Mr R. Cooke)
	17.30 - 18.30	<ul style="list-style-type: none"> • Evening meeting with facilitators and rapporteurs
	20.00	<i>Dinner for participants</i>

Wednesday 15 November 2000

Plenary Chairman: G. Howe	08.30 - 10.30	IFAD case studies: Viet Nam (PIM), Côte d’Ivoire (Targeting Approaches), Guatemala/ Mr El Salvador (M&E systems), United Republic of Tanzania (Logframe), and Laos (PIA Methods)
	10.30 - 11.00	<i>Coffee break and introduction to working groups</i>
Working Groups	11.00 - 13.00	<ul style="list-style-type: none"> • Working groups
	13.00 - 14.15	<i>Lunch break</i>
	14.15 - 17.30	<ul style="list-style-type: none"> • Working groups (coffee break at 16:00) • Working groups prepare presentations; meeting of facilitators and rapporteurs
	Evening	

Thursday 16 November 2000

Plenary Chairman: Mr P. Roy	08.30 - 09.00	<i>Convene in plenary</i>
	09.00 - 10.30	<ul style="list-style-type: none"> • Working groups presentations to plenary • Clarifications

	10.30 - 11.00	<i>Coffee break</i>
	11.00 - 12.30	
	12.30 - 14.00	<i>Lunch break</i>
Chairman:	14.00 - 15.00	
Mr K. van de Sand		
	15.00 - 16.30	

- Working Group presentations to plenary
- Clarifications

- Roundtable with lead discussants (Ms A. Carloni, Ms A. Ocampo, Mr J. Hamilton-Peach)

- Results and recommendations and closing remarks

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