

# LFA and Participation in Development across Borders

A case study of LFA in the Swedish supported development  
program PDR in Arequipa, Peru



# Abstract

The Logical Framework Approach is applied in development projects all over the world. The Swedish aid agency Sida also encourages all aid organizations who receives funds from them or their umbrella organization Forum Syd to use the LFA for the improvement of development programs. However, the LFAs applicability in development interventions has been seriously criticized by researchers and by NGOs themselves. Therefore, this single case study of Svalorna Latinamerika's rural development program PDR in Peru will aim at investigating LFAs applicability in practice with a focus on participation.

The study will provide an overview of peoples views of LFA concerning its appreciated utility in designing and implementing development programs, its inadequacy in measuring development work and its vague effect in creating participation. This will be done by conducting semi-structured interviews with the people working in PDR regarding their views of LFA and participation. The results will then be compared with LFAs purpose, stated in Sidas theory of LFA, and theories of participation. Hope lies in that this study's empirical data will lead to further discussion of LFAs shortage in development interventions and inspire action for the improvement of such a widespread instrument.

*Keywords:* LFA, citizen participation, public participation, development cooperation, NGO, aid organization, aid agency, democracy, international development.

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# 1 Acknowledgement

*I dedicate my Master's Thesis to a woman who's highest dream was to study  
and when she saw that it was not possible for her  
devoted her life and hard work  
to be able to give that to her children.  
Her name was Alejandrina Nina Nina  
from Chaway, a mountain village in Cuzco, Peru  
and she was the one  
who brought me to this world.*

## 2 List of Abbreviations

ASDE	Acción Social y Desarrollo
Cida	Canadian International Development Agency
CIED	Centro de Investigación, Educación y Desarrollo
GZT	German Technical Cooperation Agency
LFA	Logical Framework Approach
NORAD	Norwegian Agency for Development Cooperation
PDR	Programa de Desarrollo Rural
SADA	Sociedad Agrícola de Arequipa
Sida	Swedish International Development Cooperation Agency
UN	United Nations
USAID	United States Agency for International Development

### 3 Introduction

There are today several Swedish aid organizations working worldwide for democracy and human rights in development projects and programs. In Sweden there are about 183 aid organizations that work with international development aid and global issues that are supported and financed by Forum Syd, a Swedish umbrella organization that works for global justice issues and sustainable development (Forum Syd, No. 1, 2011-06-02).

The funds that Forum Syd is channeling originate from Swedish taxpayers and are controlled by the Swedish International Development Cooperation Agency (Sida). To be eligible for funds from Forum Syd or directly from Sida Swedish aid organizations is encouraged to use Logical Framework Approach (LFA).

The LFA was developed in the 1960s and has been spread all over the world since the 1970s. It is now used by private companies, municipalities and by almost all international development organizations. Apart from Sida the UN-system, German GZT, Canadian Cida, USAID and the Norwegian NORAD all encourage their counterparts to use the LFA when planning, implementing and evaluating processes of change (Örtengren, 2004, p. 3-6).

Sida chose the LFA to be used as an instrument for planning, implementation, follow-up and evaluation in processes of change i.e. development programs.(ibid) The LFA is also intended to create participation, local ownership and accountability as well as it is meant to suit the needs of its varied users and be flexible to all sorts of local contexts.

The intentions behind the LFA are very convincing. It is meant to enhance the projects and programs of Swedish aid organizations making sure that the taxpayers' money is used properly and responsibly in development interventions and serves for a more sustainable development and social change.

However, using LFA is a decision made from above by the Swedish aid agency Sida far away from where it is implemented and the LFA is not created by local people, local organizations or by the target group of the development programs or projects. Further, the LFA instrument is not designed especially to fit local contexts. This and other critic of LFA in development inspires doubt on whether LFA actually is a satisfactory instrument in development work. As the LFA is now used in varied contexts, by multiple actors and is spread all over the world it is of great importance that it is actually suitable for development work and fulfills its purpose in being a support in Swedish supported development programs.

The issue of LFA is a complicated matter that crosses borders and the aim of this study is to shed some light on how it is viewed when applied in practice by people who work in development programs for democracy and human rights.

## 3.1 Purpose of study

The LFA is used by Swedish aid organizations worldwide and because of this it is very important that it is in fact serving its purpose as a supportive instrument in development programs for democracy and human rights.

The aim of this thesis is thus to investigate if LFA is found to be of help in practice by people who work in Swedish supported development programs. This will be done so that the discussion around LFA continues and its strengths and weaknesses will be further investigated so that we in the future may see a development and enhancement of LFA as well as alternatives that can be successfully used in development programs.

### 3.1.1 Research question

The research question is formulated in a way that can give an overview of how the purpose behind LFA corresponds to reality with a focus on participation and above all if LFA responds to the needs of Swedish supported development programs.

- *Does LFA fulfill its purpose in Swedish supported development programs and does it create participation?*

To be able to give answers if LFA creates participation I first have to investigate if participation exists and for that I will use this complementary research question.

- *Does participation exist and does it exist because of LFA?*

### 3.1.2 Disposition

The following third chapter I will motivate the choice of a single case study and fieldwork methods and in the fifth chapter I will present my choice of theoretical framework that will help me analyze the participation in the case. In the sixth chapter I will explain the origins of LFA, its use in international development, previous research and its critic, in the seventh chapter I will present Sidas theory of LFA and its purpose in development interventions, its place in Swedish politics, Svalorna Latinamerika and PDR.

In the eight chapter I will summarize and discuss my results of the staffs' views of participation and LFAs applicability in the development program and finally I will present my conclusion in the ninth chapter.

# 4 Methodology

In this chapter I will present and discuss my choice of methodology, my selection of case, research material and the limitations of my study.

## 4.1 Single case studies

In order to find answers to my research question I have chosen to investigate LFA in practice by doing a single case study.

I have done this because case studies have four strong advantages that make them valuable in testing hypotheses but particularly useful for theory development which are: 1) their potential for achieving high conceptual validity, 2) their strong procedures for fostering new hypotheses, 3) their value as a useful means to closely examine the hypothesized role of casual mechanisms in the context of individual cases, 4) their capacity for addressing casual complexity (George – Bennet, 2005, p. 19). The single case research design is then able to involve many and more detailed observations which make me able to see many possible explanations that is useful in theory development (George – Bennet, 2005, pp. 32-33) and would suit my research perfectly. It will be a most-likely case that is also thought to be suitable for theory development (ibid). This means that I have chosen a case where the applied LFA are most probable to function as it should.

Thus by doing a single case study it is possible for me to focus on one single case in which LFA is applied and do a thorough empirical study of it limited to how people view its use in the field in one context only (Johannesson – Tufte, 2003, pp. 56-57). The aim of this single case study is thus to do an inductive George – Bennet, 2005, pp. 211-214) and more detailed case study of LFA and participation in practice. An inductive study means that the empirical data found in a case is meant to be a basis used for theory development (Esiasson – Gilljam – Oscarsson – Wångerud, 2007, pp. 123-126), in this case LFA:s applicability in development programs. The single case study could then attempt to explain the situation and function as a contribution to empirical material for further studies, theories and generalizations (George – Bennet, 2005, p. 111) of the applicability of LFA in development programs.

Single case studies can be criticized because of only involving one observation and risk of indeterminacy in the face of more than one explanation and may lead to incorrect inferences if there are errors in the measurement according to *Designing Social Inquiry* and can easily fall pray for selection bias and over-generalization of results (George – Bennet, 2005, pp. 32-33, 80-81). However, I have avoided this by doing a typical and most likely case study where single case

studies are considered strong because they could actually contain many observations within one case for deeper inquiry which will make it more reliable for further generalization (Esiasson – Gilljam – Oscarsson – Wängnerud, 2007, pp. 187-188) and theory development (George – Bennet, 2005, pp. 32-33, 80-81).

#### 4.1.1 Choice of case

I chose to do my fieldwork following the activities of Svalorna Latinamerika, a Swedish aid association that works in Latin America to promote development, democracy and human rights, to investigate how they view the applicability of LFA.

Svalorna Latinamerika is the perfect choice since they are an experienced association who has worked in Latin America since 1959 to support children, teenagers, women, elderly and indigenous people focusing on participative democracy, human rights, economic rights and education (Svalorna Latinamerika, No. 5, 2012-06-04). They are a typical aid association with members ranging from 400-800 who are active in three countries with a staff of 7 working in the main office in Stockholm and 1-2 Swedish representatives in every field office. Their work like many other Swedish organizations and associations are supported by Forum Syd through a system where they only have to collect funds for 10% for their projects themselves to get the other 90% from Forum Syd (ibid).

Svalorna Latinamerika has come a long way working with LFA for a better quality of their development programs and they are making a good example of themselves to others because they have developed a new system for monitoring using multivariable indicators for the follow-up of yearly results for the use in both their development programs in Latin America and the “Informations- och påverkansprogrammet” that is used a program for the spread of information about the situation in Latin America in Sweden (Hibell – Svensson, 2008, p. 1, 24).

Svalorna Latinamerika consistently evaluates their work in the development programs and they are conscious about critics towards LFA. For example they have done previous reports about the limits of LFA when monitoring and evaluating their development programs in Nicaragua, also bringing up participation in relation to LFA (Berg, 2007, pp.13-14), and in their halftime evaluation (Permerup – Lagerhall – Caballero Rosenholm, 2009, pp. 17-49) of their rural development program in Peru 2007-2011 which also brought up some critic against LFA and participation issues.

Svalorna Latinamerika is currently active in Bolivia, Nicaragua and Peru and the choice of country for my fieldwork fell on Peru. Svalorna Latinamerika has been active in Peru since 1960 starting with sending volunteers to work in an orphanage in Lima and therefore have a good experience of working in the Peruvian context and Peru was actually the country they first started working in (Svalorna Latinamerika, No. 1, 2012-06-04).

In Arequipa, Peru Svalorna Latinamerika is now part of the rural development program Programa de Desarrollo Rural (PDR) which is focusing on better possibilities for people to provide for themselves and to strengthen participative

democratic processes in marginalized communities in the rural areas of Arequipa (Svalorna Latinamerika, No. 2, 2012-06-04). Also Svalorna Latinamerika's 5 year program PDR1 that began 2007-2011 is now closing up and the starting up of PDR2 has begun which makes this time a perfect fieldwork opportunity to capture peoples reflections of using LFA in every phase of the program, that is of the past 5 years and also of the beginning of the new program. LFA is now also generally accepted and frequently used in Peru and has become the most common help to plan, implement and measure the results of all sorts of social projects executed by Peruvian authorities.

In short Svalorna Latinamerika is an ordinary Swedish aid associations which like many other organizations is funded by Forum Syd, experienced in using LFA, conscious about the critic against it and in the fore front of developing new systems of monitoring which enhances the ability to measure results using the LFA. LFA is now also commonly applied in Peru by Peruvian authorities and Svalorna Latinamerika have been active in Peru for about 50 years and in their current program PDR they are focusing on supporting participative democratic processes in rural communities in Arequipa.

Svalorna Latinamerika is thus a *typical* Swedish aid association which rural development program PDR in Peru is *most likely* to use LFA properly and be successfully in reaching its purpose and therefore it is fit for my single case study.

However, this single case study can only be considered a small sample of the reality in applying LFA and only in the field of development programs of 5 years in a third world context. For further theory development more research is needed.

## 4.2 Fieldwork methods

In my fieldwork I have used qualitative methods and in the following section I will explain and motivate my choice of fieldwork methods that was used in this single case study of the development program PDR.

### 4.2.1 Choice of informants

The choice of informants was strategic using theoretical choice that is used in grounded theory and is a combination of different strategies that are put together to suit the research problem (Johannesson – Tufte, 2003, pp. 86). In this case I used a combination of *typical case* and the “*snowball-method*”.

Using *typical case* means that I have chosen a case that is similar to many others and therefore gives a better chance for generalizing (Esiasson – Gilljam – Oscarsson – Wängerud, 2007, pp. 187-188).

The “*snowball-method*” means using peoples network to find others who have knowledge, experience, opinion and interest in LFA through which I chose a variety of people that was involved/ affected by the use of LFA aiming at a spread in age, gender, social status and position in the development program

(Johannesson – Tufte, 2003, pp. 85-86). The “*snowball-method*” is frequently used in analyzing networks, power relations and the spread of information which could be useful in seeing what power relations and participation that are present in the Swedish supported development program of choice (Teorell – Svensson, 2007, 86-87).

My choice of informants was the staff from the Swedish aid association Svalorna Latinamerika and from their local partner organizations.

#### 4.2.2 Semi-structured interviews

I am building my study on the semi-structured interviews collected during my fieldwork in Arequipa, Peru which is firsthand information from people involved in the development program PDR about the applicability of LFA in the field but I complement that by also conducting both participative and non-participative observations.

I have conducted the semi-structured interviews using an interview-guide (Johannesson – Tufte, 2003, pp. 97-98) because it is more flexible in unexpected situations and have given me room to elaborate questions or change order to get a better answer and flow in the interview as well as guiding me through necessary themes for my research question and create a structure of data that can be easily organized for analysis. The questions in the interview-guide is separated in two main themes, LFA and participation, that are related to my research question. The first half will concentrate on the applicability of LFA in the field and the second half will try to capture if and what kind/level of participation that actually exist within the development program. The questions of the second half are based on theories of my choice of what constitutes participation in the program.

Participative observations will be done as a complement as much as possible when taking part in daily routines as well as extraordinary activities learning the language and terminology used in the field living in the context over an extended period of time (Hobbs – Wright, 2006, p. 4). Non-participative observations (Johannesson – Tufte, 2003, pp. 92-93) have been done as a bystander viewing the interaction between people in the development program and in relation to LFA at their workplace or other places relevant for the study.

A weakness that can affect the quality of my interviews is my imperfect knowledge of Spanish and that I am not accustomed to the terminology used within the social development sector. Also local phrases and words could take some time to grasp, even though I have documented good knowledge of Spanish and experience of several months in Peru learning and speaking Spanish it is not my mother language. This could at times limit my ability to find words and express myself clearly in high speed conversations. However, I had the opportunity of doing some of the interviews in Swedish, my mother language, and recording the interviews that have given me time to carefully listen and transcribing them which was a process where I could discover what I possibly missed on the spot conducting the interviews.

### 4.2.3 Research material

The research material I have used is first of all the semi-structured interviews but I have also used Svalorna Latinamerika's webpage as a source of information about the organization and documents of and by the organization and their work as well as the webpage and documents of the development program PDR. Further, I also used the complementary information I got doing participative and non-participative observations during an internship of 3 months at Svalorna Latinamerika's main office in Stockholm, Sweden in 2010 and the minor field study of 2, 5 months I did at their field office in Arequipa, Peru from the middle of November 2011 until the middle of February in 2012.

I have founded my knowledge of LFA on Sidas own summary of the theory behind LFA and a beginners course in Result Based Management that included LFA at Sida Partnership Forum in Härnösand, Sweden in October 2010. Additionally I used the latest research in Social Science of participation and its relation to democracy, which can be found in articles, journals and literature as for example course-literature in participative methods for social change and development.

I hope this has given me a solid basis for a qualitative single case study that if possible will generate an empirical starting point for further research of LFA:s applicability in development programs.

## 4.3 Limitations of the case study

This single case study is set to investigate how people experience the applicability of LFA in a development program that works for democracy. This is to see if LFA fulfills its purpose in being a supportive instrument in development programs according to those who have experience of it. This case study is only of one version of LFA based on Sidas theory of LFA which use are encouraged in Sweden and ultimately designed by Svalorna Latinamerika and their local partner organizations for their 5-year rural development program in a Peruvian context. Further, this study is only meant to create an overview of how people view LFA and its applicability in one development program and all its phases, to know how LFA functions in a particular phase of a program one has to make a detailed study of a specific phase which is not done here. Thus technical details of LFA are not discussed in this study.

In this study I will show how people experience LFA and if it is thought to be of help in their work for development towards democracy, if participation exists in the program and if LFA actually creates the existing participation. Local ownership and accountability have also been discussed in relation to LFA as well as the relation of power that exists in making a Swedish development program possible, from politics in Sweden to target groups in Latin America, but it has not been the main focus of my study due to the limitations of space and time.

The concept of democracy is here entirely dependent on of how Svalorna Latinamerika, Forum Syd and Sida views it and will not be dealt with further. However, participation is discussed in further detail in relation to my choice of theoretical framework of the concept of participation as it is said to be of great importance for democratic processes and the sustainability of development programs and because it is part of the focus of my research question.

With the empirical findings of this study I hope I have been able to begin the discussion of LFA:s applicability in the work for democracy and what kind of participation is possible and needed in a development program for it to be sustainable.

In short this study will be most qualitative and deep in scope focusing on people's experience of LFAs applicability and participation within Svalorna Latinamerika's 5 year development program PDR in Arequipa, Peru.

The people of interest for my study will be limited to those working within PDR who has knowledge of the program and LFA and are belonging to one of the following groups Svalorna Latinamerika, their partner organizations or their target group. This study does not include other stakeholders as for example local authorities or other organizations that are not part of PDR in my study, even though they play an important role and their involvement in the activities are essential to the program.

Due to the limited space and time this study only strife to grasp a small sample of the reality of how it is to apply LFA in a real context that could possibly reflect similar situations of other Swedish aid organizations using LFA in 5 year programs and how it can affect their work for democracy and participation worldwide.

## 5 Theoretical framework

According to action research, a set of collaborative ways of conducting social research that simultaneously satisfies rigorous scientific requirements and promotes democratic social change (George – Bennet, 2005, p. 1), that has worked long with the concept of participation and democracy and how they affect each other, participation could both support and lead away from democratization if it is used for example only for manipulation hidden under the rhetoric of participation. Action researchers argue that to achieve democratic decision-making, processes have to be built on participation by the involved problem owners. It is argued that it is particularly kinds or levels of participatory processes that serve democratization in the sense of increased self-determination (George – Bennet, 2005, pp. 255-265).

Then for me to be able to clarify the definition of participation in this case study of the Swedish development program PDR led by Svalorna Latinamerika and their local partner organizations in Arequipa, Peru I have chosen two theoretical perspectives on participation. The first is Sherry Arnsteins ladder of citizen participation, a power and control perspective on participation, that was developed in 1969 and the second is the perspective of public participation held and discussed by James L. Creighton.

I chose these two perspectives because they both concentrate on participation within programs which I found suitable because I am viewing participation in development programs. Arnsteins ladder of citizen participation is built on examples from three federal social programs in the US and the public participation has been developed for better citizen involvement in public programs. In both perspectives participation is something that if real and true could help create democracy.

For Arnstein participation is citizen power and in her words “*it is the means by which they can induce significant social reform which enables them to share in the benefits of the affluent society*” (Arnstein, 1969, p. 216). Arnstein’s ladder of participation is a typology that is meant to be provocative but illustrative in its simplified design and show the extent of citizen power in determining a plan/program that of course in real life could include more steps in the ladder (Arnstein, 1969, pp. 216-224).

Creighton’s view of public participation is that it is a continuum, a “*process by which public concerns, needs and values are incorporated in governmental and corporate decision-making*” (Creighton, 2005, p. 7), it is a way to realize democracy in practice and he argues that public participation in governmental decision-making is considered part of the very definition of democracy and is now a prerequisite for international economic development projects funded by e.g. the World Bank (Creighton, 2005, p. 1.).

The aim of discussing theories of participation here is to clarify and further understand what meaning participation could have in development programs and the work for democracy but also to be clear on how participation is defined in this case study. This will help me to unravel if LFA in fact creates participation (which is one of its aims) what level/kind of participation that actually exists within the program.

## 5.1 Participation and citizen power

In Sherry Arnstein ladder of participation the participation is sorted into different degrees that include everything from manipulation (non-participation) to citizen control (the highest level of participation) on a scale from 1-8.

<u>8</u> Citizen control	}	Degree of citizen power
<u>7</u> Delegated Power		
<u>6</u> Partnership	}	Degree of tokenism
<u>5</u> Placation		
<u>4</u> Consultation	}	Nonparticipation
<u>3</u> Informing		
<u>2</u> Therapy	}	
<u>1</u> Manipulation		

Level 1-2 *manipulation* and *therapy* is when a power holder involves people as participants simply to make them do as they are told which is nonparticipation e.g. in the case of manipulation by forming advisory committees only to “educate” and get peoples support or, in the case of therapy, let dissatisfied people participate in activities to avoid doing something about the real problem. Level 3 *informing* is the first step against participation and political inclusion where the people are informed of what is going on, usually by one-way communication where there is no channel for feedback and no power to negotiate. Level 4 *consultation* is when the authority engages in “consultation” with legitimate stakeholders by forming different kinds of meetings where questions could be answered and issues discussed e.g. in public hearings or attitude surveys. Level 5 *placation* is when a group of the stakeholders are included in the communication networks of those in power which can increase knowledge and understanding of viewpoints and opinions both ways but gives minimal decision power to the stakeholders. Level 6 *partnership* is when stakeholders and power holders are sharing information and power and make decisions together e.g. in joint policy boards and planning committees. Level 7 *delegated power* is when the stakeholders have the majority position to make decisions which put them in charge of the process and make them accountable to themselves e.g. when stakeholders have the right to veto. Level 8 *citizen control* is when those affected (stakeholders, citizens) by any decision, condition or action are completely in charge of their own situation e.g. when they are in full charge of policy and managerial aspects and are able to

negotiate conditions under which outsiders may change them. (Greenwood – Levin, 2007, pp. 255-265; Arnstein, 1969, 216-224)

## 5.2 Public participation

James L. Creighton defines public participation as a process by which public concerns, needs and values are incorporated into governmental and corporate decision-making. Public participation is based on a two-way communication and interaction where the main goal is to form decisions that get public support. According to Creighton public participation includes these elements:

- It applies to administrative decisions e.g. those typically made by agencies, private organizations or not elected officials or judges.
- It is not just providing information. There is interaction between the organization making the decision and people who want to participate.
- There exists an organized process for involving the public and it is not something that happens accidentally or coincidentally.
- The participants have some level of impact or influence of the decisions being made. (Creighton, 2005, pp. 18-19)

Public participation is used in programs that aim at making better more legitimate and sustainable decisions through the involvement of citizens. Further, Creighton argues that public participation is beginning to be viewed as an integral part of democracy itself because it creates a new direct link between the public and the bureaucratic decision-makers which gives the public the possibility to influence decisions that affect their lives. (Creighton, 2005, pp. 14-17) Creighton means that participation is best understood as a continuum. This is also the view held by the International Association for Public Participation.

The continuum of participation can be simplified to: Step 1) Inform the public – 2) Listen to the public – 3) Engage in problem solving – 4) Develop agreements (Creighton, 2005, pp. 8-9).

How participative a program is depends on what level of participation is needed for decisions to be legitimate and the implementation to be effective and according to Creighton there is much to be gained from public participation in programs. The benefits of public participation according to Creighton are:

- Improved quality of decisions.
- Minimizing cost and delay.
- Consensus building.
- Increased ease of implementation.
- Maintaining credibility and legitimacy.
- Anticipation of public concerns and attitudes.
- Developing civil society. (Creighton, 2005, pp. 18-19)

However, in public participation programs agencies retain the ultimate decision-making authority because even though participation is an ingredient in democracy so is accountability and agencies who have contractual obligations, as e.g. governmental agencies, should be held accountable to the public and to all those who are paying for a program, and thus public participation programs may influence agency decisions but cannot be a substitute for them, according to Creighton (Creighton, 2005, pp. 12-13).

None of these two theoretical perspectives is designed to measure participation in development programs, but they pinpoint key elements of what constitutes true participation leading towards democracy and more legitimate and sustainable programs that I will use in my analysis.

These key elements are in short: 1) distribution of information, 2) two-way communication, 3) an active involvement of participants, and 4) sharing of decision-making power.

Bearing these two theories about participation in mind I can discuss *if* and try to define *what* kind and level of participation that exist in the Swedish supported development program I have chosen to investigate.

## 6 LFA and Previous Research

This chapter will give a short introduction to the Logical Framework Approach (LFA) its origins and previous research on LFA in development work as well as the critic of LFA and its function in development programs.

### 6.1 The origins of LFA

The LFA was developed by Practical Concepts Incorporated in 1969 for the United States Agency for International Development (USAID) to be of assistance in project design but the origins of the concept can be traced back to Peter Drucker who popularized “management by objectives” in the 1960s and even as far back to ancient Greece where the role of what was called the “Strategoï” was to advise military leadership on logical means of victory (Crawford – Bryce, 2003, pp.363-364). According to Gasper the logframe itself, an 5x4 matrix which is created when using LFA, is used for analyzing and presenting project strategies and emerged from military and corporate internal planning contexts that was marked by strong central authority, control around a relatively clear set of goals, a single dominant objective like military victory/survival or financial profit (Gasper, 2000, p. 25). Also, according to Wield, LFA tools were originally developed and used as design tools for “blueprint approaches” and as such they have been highly constrained, quantitative and boundaried, however the LFA has grown as an approach that can assist in the process of consensus-building in project design and management (Wield, 1999, pp. 33, 37).

### 6.2 LFA and international development

In the international development aid sector aid projects are usually either implemented by recipient governments under a bilateral agreement with the donor country or through an implementing partner of the donor, which is frequently an NGO, and when donor funding in NGO aid operations has increased in recent years the demands for high levels of accountability and performance have also increased and the need for sophisticated projects management systems has emerged (Crawford – Bryce, 2003, pp.363-364).

Development aid in general and NGO development activities in particular is today facing increasing pressures to demonstrate the results of their work from

both donors and the public (Holma – Kontinen, 2011, p. 181). As aid agencies and NGOs have addressed the pressure to be more professionalized they have adopted tools as LFA and this way the LFA have become ubiquitous in the development business (Wield, 1999, pp. 33, 37). The need for NGOs to show results for donor decision-making, argued by Holma and Kontinen, has resulted in that the LFA has been the dominant approach for project management and accountability processes since the 1980s and used by a number of donors and consequently NGOs have adopted divers versions of the LFA for planning and evaluation practice (Holma – Kontinen, 2011, p. 183).

The simple format and conceptual clarity of the logical framework, helpful in summarizing the main concerns relating to development schemes, have made it a favorite tool for donors agencies to gather what they consider to be the most essential information about projects or programs they support or are responsible for and because of this the logical LFA has become a popular and widespread planning tool, especially in donor-assisted projects in developing countries, according to Dale (2003, pp. 57, 60). The LFA is today used by aid agencies worldwide and could be considered a standard in the aid industry used for project planning and appraisal as well as during the whole project cycle and is now a pre-requisite for funding from several of the major bilateral and multilateral donor agencies, according to Crawford and Bryce (2003, pp. 363-364).

### 6.3 Previous Research

In spite the fact that much have been written about project management in the construction and manufacturing sector, as argued by Crawford, there is not much literature representing the international development aid sector even though the project cycle is the preferred way of delivering foreign aid to developing or emerging economies (Crawford – Bryce, 2003, pp. 363-364). LFA itself has had little systematic evaluation during past years, Gasper argues in the year 2000, and it has been in practice accompanied with relative little theory and even though awareness of alternative formats and styles of LFA increased in the 1990s the understanding of what LFA attempts, what it achieves and where it fails have been limited compared to the significant spread in its use (Gasper, 2000, p.17) in the international development aid sector.

This is an area of concern for me because, as stated by Crawford and Bryce, the aid industry differs from other management environments because its project goals mostly are concerned with social transformation and human development instead of construction or manufacturing like other project-driven industries. Aid projects can off course include an element as drilling boreholes but this is viewed only as means of achieving a higher developmental goal e.g. improved public health and this can make aid project performance measurement much more complex. Further, aid projects are inherently political because of the social, economic and ecological impacts of aid interventions and attract a wide range of stakeholders and demand high levels of accountability from implementing

agencies. Also, the operating environment in developing and emerging economies make it less appropriate for traditional project management tools e.g. issues like wide geographical and cultural separation between project actors, competing objectives between partners, technologically challenged operating conditions and unpredictable socio-political environments. (Crawford – Bryce, 2003, pp. 363-364)

However, in recent times, stated by Holma and Kontinen, there has been a lively discussion about the LFA and its use in development context and especially in the context of development NGOs (Holma – Kontinen, 2011, p. 183), which I hope will result in further studies in the subject.

Previous research of LFA and its role in development work have been made to investigate its effectiveness, to pinpoint its weaknesses and to develop better versions or alternatives. Research has been made in several areas of its use in the whole project-cycle for example about LFA as a planning tool by Reidar Dale, its effectiveness in monitoring by Crawford and Bryce, LFAs and the logframes use in learning-oriented evaluation by Gasper, LFAs use in action-based approaches and in multi-actor development interventions by David Wield and about LFAs use as a tool for measurement, realistic evaluation and learning for NGOs by Holma and Kontinen.

However, there are still gaps in the literature compared to the wide use of LFA, as mentioned before. As described by Gasper in the year of 2000 the few semi-formal evaluations available of LFA seems to be concentrated on the views of senior officials in funding agencies when those required to prepare logical frameworks, especially in recipient countries, have not been asked for their views on planning and evaluation that higher levels or funders considers good for them and views of staff in recipient country agencies and beneficiary organizations appear never to have been systematically collected (Gasper, 2000, p. 20). Gasper argues that views of lower level staff, especially in intermediary agencies, when collected, seems on average less favorable of LFA and because of the lack of views from different parts of those using LFA this could probably have resulted in an optimistic bias in past evaluations (ibid).

## 6.4 The critic of LFA

LFA have been criticized, among other things, because of 1) its simplistic logframe, 2) because of its inadequacy in measuring important aspects of development interventions for democracy and 3) for being a control instrument created for the use and interest of donor agencies and funders.

**The critic of the logframe:** Gasper argues that the logframes are simplifications that can help logical thinking but not be a substitute for it, that the enforcement of a fixed format rather tends to produce illogic and that it is prone to rigidification which can hinder instead of aiding adaptation. Gasper argue that the logframe can become what he calls “logic-less frames”, a logframe where too much is jammed into it and where only an illusion of logic is provided, “logic-

lack frames”, a logframe that is viewed as containing all when in fact it is only a simplification thought to help but not substitute for the actual work and “lock-frames” that is when a logframe is prepared but tends to be fixed and not updated. (Gasper, 2000, pp. 17-18, 21-22)

Crawford and Bryce also criticize the static nature of the logframe that easily becomes a “snapshot” of the project strategy as seen in the design phase because, they argue, project planners, implementers, monitoring teams and evaluators operate as separate actors during different phases of a project and uses different language and apply different tools and if the logframe is not dynamic enough to capture an evolving implementation strategy and lessons learned it can hinder organizational learning and affect the effectiveness of a project negatively. (Crawford – Bryce, 2003, p.368)

**The critic of LFA in measuring development for democracy:** Holma and Kontinen discuss the problems with the necessity for defining measurable indicators in the context of interventions dealing with complicated issues as empowerment and good governance for the more quantitative oriented LFA. The LFA is here found to be problematic because it fails to identify deeper mechanisms that influence situations below the surface of observable phenomena. (Holma – Kontinen, 2011, p.184)

Further, Dale argues that for more technical projects it might be possible to find appropriate quantitative indicators, but in development work it may be difficult or even impossible to find quantitative indicators of much relevance and/or significance, for this qualitative indicators are needed but they are not recognized as equally objectively verifiable as quantitative and thus objective verification is done through quantification. As a result in most development work indicators may be applicable only for some components to a greater or lesser extent or not applicable at all. (Dale, 2003, p. 66)

This means, according to Holma and Kontinen, that in practice NGOs spend a remarkable amount of time trying to define measurable indicators or in search of interventions where finding such indicators would be easier. (Holma – Kontinen, 2011, p. 184)

The LFA has also been criticized for subscribing a linear conceptualization of change which does not correspond with the real world of development interventions and its complexity characterized by multiple actors, networks, interests and logics, Holma and Kontinen further discusses. (Holma – Kontinen, 2011, pp. 183-184)

The critics attack LFA, as summarized by Berg, because it is built on a positivistic approach where causality is expected between activities and results. Indicators and methods are chosen to measure and monitor the results of goals set in the beginning of a project. It is found inappropriate in evaluation of aid for democratization, especially by those who speak for participative and qualitative dimensions; one example of this is that LFA doesn't seem to enhance active participation of the end beneficiaries, which is highly important in the work for democratization. Further, LFA is criticized because it is developed for projects where certain effects shall be accomplished within a given timeframe, that the predetermined project objectives is insensitive to outside changes (that are part of

democratic processes complex context) and that it assumes progress when the process of democratization is not linear but has its backlashes, which makes it incapable of measuring negative or unexpected effects. (Berg, 2007, pp.13-14)

Gaspar also criticizes LFA because it focus only on intended effects and seems to downgrade achievement on higher objectives by unforeseen routs and the achievement on unintended, both good and bad, effects and this is not suitable in work for democracy because e.g. in human rights projects or emergency assistance unintended effects could have severe consequences if in a context of civil war where humanitarian relief becomes captured and used by warring parties (Gaspar, 2000, p. 24).

Wield argues that the above stated have resulted in that aid agencies and NGOs have an ambivalent attitude to the use of LFA and its applicability in the complex and uncertain reality of development practice (Wield, 1999, p. 33).

Further Berg argues, it is found that the LFA is reducing complex democratization processes into numbers that gives an unsatisfying, unscientific picture of what changes really has occurred, that only *possible* effects of democratic interventions could ever be determined, which rules out the causality approach, and that a result based systems, like LFA, is more meant to show the effectiveness of the donor organizations (Berg, 2007, pp-13-14).

**The critic of LFAs donor orientation:** The LFA is also criticized because of being an easy escape for donor agencies in their assessment of what they are funding, by Dale (2003, p. 60). Gaspar also argues that distant busy funders and supervisors prefer a simple clear-cut description of a project and that logframes are often only used because an external authority demands it (Gaspar, 2000, p. 22). Wield argues that the framework plan matrix and the column of measurable output, for example, may be a donors controlling device for deciding whether to fund a project or not (Wield, 1999, p. 40).

The way LFA is applied from above, from aid agencies onto implementing NGOs, also creates problems because, according to Holma and Kontinen, it takes a lot of effort for NGO staff to understand it and to communicate and explain it to partner organizations, and they do not only want to be able to show results to their donors but they want to know for themselves that their project made a difference. (Holma – Kontinen, 2011, p. 184)

Due to the lack and gaps in the literature and research about LFA and its usefulness in projects and programs in development interventions what I wish to do is to contribute with an additional empirical study of LFAs applicability in the field, and then especially on views of staff in the recipient country agencies and local organizations. Additionally, because of its critic I will investigate LFAs usefulness in development work for democracy and human rights and focus on its capacity as a tool to create participation in Swedish development programs.

## 7 LFA in Sweden

In this chapter I will introduce the Swedish Logical Framework Approach clarifying its theory and purpose in Swedish supported development programs, describing its place in the Swedish political and economical context and finally I will also introduce the Swedish supported rural development program Programa de Desarrollo Rural (PDR) in Arequipa, Peru which will be in the center of this case study.

Logical Framework Approach is an instrument for objective-oriented planning of projects. It was developed in the 1960:s, spread over the world in the 1970:s and is now used in private companies, municipalities and by almost all international development organizations when assessing, making follow-ups and evaluating development projects or programs.(Örtengren, 2004, p. 3)

LFA has been chosen by Sida (the Swedish International Development Cooperation Agency) as well as by many other international donor agencies over the world. It is currently used by the UN-system, German GTZ, Canadian Cida, USAID and Norwegian NORAD. According to Sida LFA is a method and what the method is used for depends on the role of its users and their needs. For example international donor agencies use the method for assessing, following-up and evaluate projects or programs and the implementing parties use it for planning, implementing, following-up and evaluate projects or programs. Sida is using LFA and encourages its cooperation partners to use this method too because it is thought that if the method is systematically applied it can help improve the quality and also the relevance, feasibility and sustainability of development cooperation. It is thought to be an instrument that could improve the planning, implementation, monitoring and evaluation of development interventions. (Örtengren, 2004, pp. 3-7)

### 7.1 The purpose of LFA in development programs

In Sidas own summary of the theory behind LFA (Örtengren, 2004, pp. 3-7) it is stated that LFA is:

- An instrument for logical analysis and structured thinking in the planning of projects
- A framework consistent of a battery of questions which when used in a uniform way could be used to provide a structure for dialogue between different stakeholders in a project, a planning instrument that encompasses

the different elements in a process of change e.g. problem, objectives, stakeholders, plan of implementation etc. and the project plan can be summarized and put in an LFA-matrix i.e. a log frame

- An instrument to create participation, accountability and local ownership.

Further, according to Sida, the purpose and use of LFA in development interventions is to:

- 1) Identify problems and needs in a certain sector of society,
- 2) Facilitate selecting and the setting of priorities between projects,
- 3) Plan and implement development projects effectively,
- 4) Follow-up and evaluate development projects or programs.

LFA, according to Sida, is an objective-oriented planning tool which means that the point of departure of the planning process is the problem analysis that leads to the objectives that finally makes it possible to choose relevant activities, this in turn means that in order to make a plan of activities and analysis of the problems and objectives is first necessary. It is also said that it should be used during all phases of a project cycle i.e. in the preparation, implementation and evaluation and that it must be used with flexibility because it is normally necessary to make adjustments throughout the implementation phase of a project. Additionally LFA is a suitable tool for capacity development, which here means the effort to facilitate for individuals, groups or organizations to better identify and deal with development challenges, by facilitating discussion among stakeholders to identify obstacle to change. The ideal project or program usually includes these factors to reach good goal fulfillment:

- commitment of all parties involved and the project owner's sense of ownership and responsibility,
- definite roles for all parties involved i.e. a clear division of work and responsibilities,
- realism i.e. realistic objectives and specific and clear goal fulfillment,
- specific links between activities and the objectives,
- capacity i.e. the project groups ability to deal with risks,
- flexibility to adjust processes if conditions change,
- when the beneficiaries have participated in and exerted an influence on the planning of a project. (Örtengren, 2004, pp. 3-7)

The ideal situation in a project is when true local ownership exists and this is when the project owner (the cooperation partner) assumes the main responsibility for planning, implementing and follow-up of the project. The owner of a project is always the local organization (the cooperation partner) and the promoting of local

ownership is recognized as a key issue in the strategy for sustainable development cooperation (Örtengren, 2004, p. 3).

The stakeholders of a project/program are divided into four main groups by Sida:

1. Beneficiaries/Target group
2. Implementers
3. Decision-makers
4. Financiers

Stakeholders can belong to several of the above mentioned groups and it is important that information is obtained by all these groups during the planning process because all of them have important information to give to the future project/program. It is crucial to include information from important stakeholders as e.g. the target group in order to find sustainable solutions to the problems a development project/program face. (Örtengren, 2004, pp. 8-9, 12)

To gather the information a so-called LFA workshop or GOOP (Goal Oriented Project Planning) is done to define the problems that need to be solved and the objectives of the project/program and the result is summarized in a so-called problem tree and an objective tree (Örtengren, 2004, pp. 8-12). The problem and objective tree are step 3-4 in the 9 step LFA analysis where e.g. objective verifiable indicators are defined and in which a participatory approach is encouraged by Sida, but where it is not clear who this approach is meant to include. Sida declares that the target group should always participate in the planning and implementing of a project, however it is not a requirement. (Örtengren, 2004, pp.7,15-16,24)

## 7.2 LFA in Swedish Politics

As mentioned in the introduction several Swedish aid organizations get the funds for their development programs from Forum Syd which is an umbrella organization that supports global justice issues and sustainable development and channels funds from Sida (Forum Syd, No. 2, (2012-06-11) that works on commission for the Swedish Ministry for Foreign Affairs and the Minister responsible for International Development, who as of year 2010 is Gunilla Carlsson.

The funds for Swedish aid comes from Swedish GNP (gross national product) where about 1% of the GNP are set aside for Swedish aid activities, from which some end up supporting Swedish development programs, and the exact amount is decided upon by the government when doing the yearly budget. The Ministry for Foreign Affairs and the Minister of International Development every year direct Sida on how the funds are meant to be used and what the focus should be. (Sida, No. 1, 2012-06-11) The funds for Swedish development programs supported by Forum Syd thus originate from Swedish taxpayers and in the end comes to the

benefit of the target groups of Swedish development programs, which in this case are people in Peruvian communities in the rural areas of Arequipa that are included in Svalorna Latinamerika's development program Programa de Desarrollo Rural.

To better understand the chain of political and institutional decision-making that decides where Swedish aid funds ends up and where LFA is implemented and used I will try to demonstrate this by using this case study as an example in a simple illustration below:

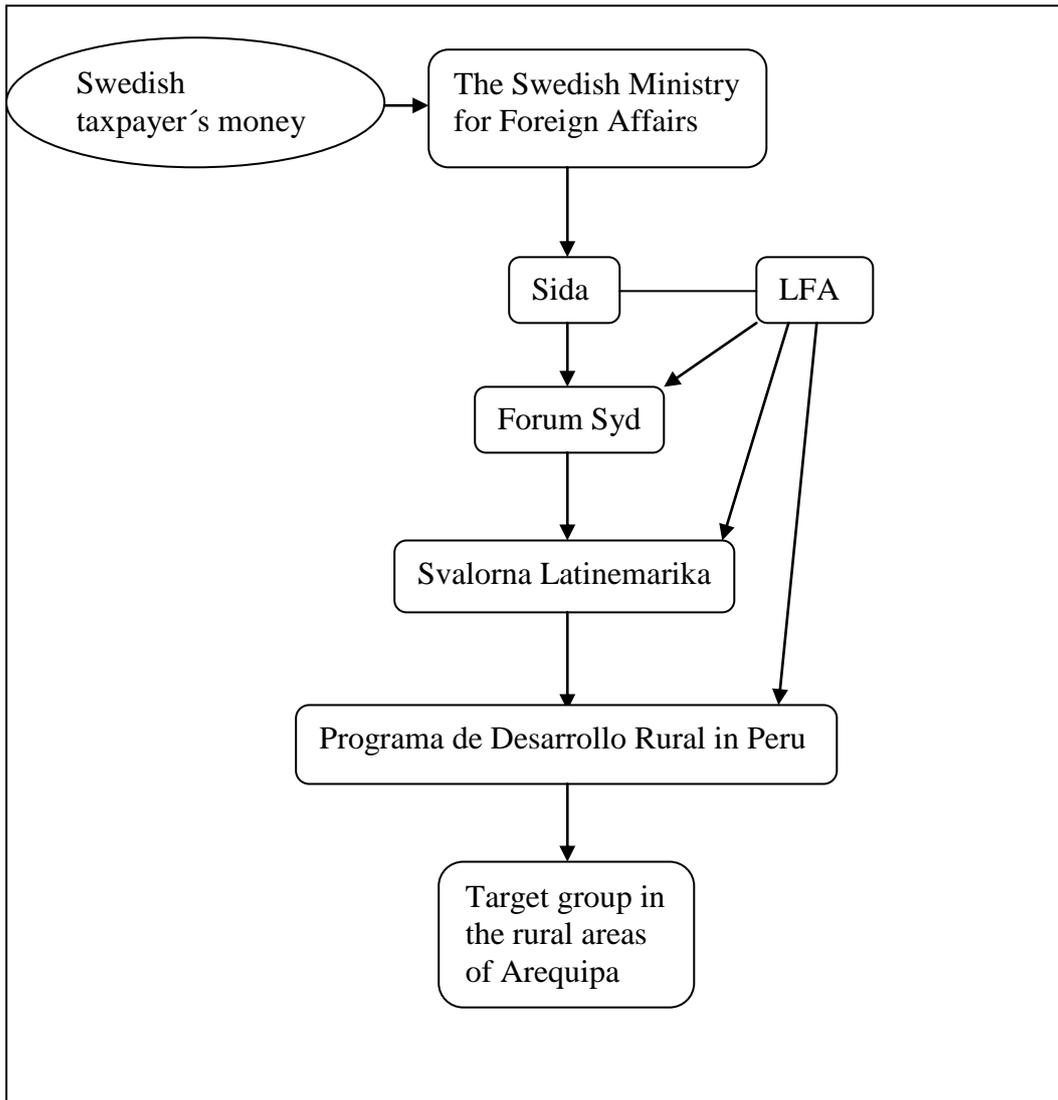


Figure 1: Chain of Swedish aid funds for Swedish development programs supported by Forum Syd.

What can be seen in the illustration above is how Swedish aid funds are distributed on the basis of the political and economic situation of Sweden which means that Swedish development programs supported by Forum Syd is very dependent of a stable politic and economic situation in Sweden and off course then also susceptible and vulnerable of political or economic changes in Sweden.

It also shows how LFA, chosen and introduced by Sida, now is used for planning, implementing and evaluating Swedish development programs. The delicate relation of economics and politics as well as the use of LFA affect the target group of the development programs and also the real effect of the taxpayer's money.

### 7.3 Svalorna Latinamerika and PDR

Svalorna Latinamerika has been working in Peru for more than 50 years and their main focus is to increase the economic self-support and local democracy in the rural areas of the Arequipa, southern Peru. The program focus on women, young and children to get a better living standard by helping them to be active participants in a processes of development and make them able to claim and use their economic, social and political rights (Programa de Desarrollo Rural, No. 1, 2012-07-26). The rural development program PDR has been started two times. The first program (PDR1) started 2007-2011 and the second (PDR2) will last from 2011-2015. Both PDR1 and PDR2 were constituted of Svalorna Latinamerika and three local organizations that have been using LFA.

SADA (Sociedad Agrícola de Arequipa) and their fraction SIRA (Sistema de Información Regional Arequipa) worked to give small farmers news in the form of a monthly newspaper, a weekly electronic newsletter and local radio program that is sent the rural area Majes, Arequipa with news of the market and accurate prices to give them better possibilities to compete with their products (Svalorna Latinamerika, No. 4, 2012-07-02). SADA took only part in PDR1.

ASDE (Acción Social y Desarrollo) is working to enhance the living standard in the rural areas of Arequipa, first and foremost in the Andean mountains. They run a health clinic, work to develop the agriculture, support small businesses as well as support the society with social, cultural and democratic activities. ASDE works for solidarity, equality and respect for cultural identity and has been active for 25 years.

CIED (Centro de Investigación, Educación y Desarrollo) works to develop agriculture and to strengthen democracy in the whole country. They want to increase the cooperation between local authorities and local actors and they support organic farming, rural tourism and processing industries.

Yachay Wasi was founded in 1991 and works to enhance quality of education in Peru and heir education focus on the environment, sex education, information- and communication techniques as well as with developing new education material and teacher education. The pedagogical method of the organization is called Yachay Wasi and is designed for more interactive learning, which differs from the education perspective traditionally used. Yachay Wasi became partner organization first in PDR2. (Svalorna Latinamerika, No. 3, 2012-07-26)

Next chapter will summaries the answers of representatives of these local partner organizations, except for SADA because they were not part of the fieldwork.

## 8 Participation and the LFA in PDR

In this chapter I will summarize and discuss the results of the collected material on the views the staff in Svalorna Latinamerika and their local partner organizations have on participation and the applicability of LFA within PDR, both PDR1 and PDR2.

The interview questions and the final interview-guide were developed on the spot in Peru with help and advice from the staff of Svalorna Latinamerika but also having in mind what I had discovered doing participative and non-participative observations during my internship in their office in Sweden and during my stay in Arequipa as well as my previous knowledge of participation methods and theories of participation. The questions asked were around two themes participation and LFA and focused on three groups within the PDR, which was Svalorna Latinamerika, the partner organizations and the target group.

I was unfortunately only able to conduct 11 interviews with the staff of Svalorna Latinamerika and the local partner organizations and none with the target group, which I had absolutely preferred. The reason was because I arrived at a time when the people who had experience and knowledge of LFA working in PDR were extremely busy finishing the evaluations of PDR1 and starting up PDR2 and at that stage there were not much activities out in the field where I could meet and interview the target group and also because of my own illness during my stay in Arequipa.

However, due to my inquiries asking questions and using participative and none-participative observations I understood that the target group had limited knowledge of LFA which meant that interviews with them would only generate information of their participation in the program and not much of about LFA. Fortunately, the interviews I conducted, thoroughly asking about the target groups role in the program, I got quite a clear picture of the target groups situation and their role in PDR through the eyes of staff working for Svalorna Latinamerika and the local partner organizations that I have been able to use in my analysis of the collected material.

The 11 interviews that where conducted aimed at a spread in age, gender and position in the organization/program as well as in experience of LFA within the program cycle. Of all interviewed there was 8 women and 3 men, a spread in age and experience of LFA from the younger interns from 25 years of age and a few months experience of LFA to the more experienced Program Coordinator of Svalorna Latinamerika or the Directors of the partner organizations who had about 10-20 years experience working with the LFA in different projects and programs. Of these 11 people there were some with experience of only one phase of the program cycle and others with experience of all.

I interviewed 7 persons from the staff of Svalorna Latinamerika at their office in Arequipa and 4 persons from their local partner organizations. Three of the interviews were conducted in Swedish and the other 8 in Spanish.

The staff of Svalorna Latinamerika consisted of 2 Swedish interns, the “Landrepresentant” (The Head of Office in Arequipa representing Peru in Svalorna Latinamerika), the Program Coordinator of PDR1 and PDR2, a person employed for the planning of the new PDR2, a Consultant (a person who had also been working in their partner organization ASDE) who was replacing the Program Coordinator for a time working with monitoring and evaluation of PDR1 and finally the accountant also responsible of the administration of Svalorna Latinamerika in Arequipa, Peru. The staff I interviewed of the local partner organizations was the Directors of ASDE, CIED and Yachay Wasi and the accountant responsible for the administration of ASDE. The informants are not named in this study and are described only according to their position in the program as their opinions about LFA are the only things relevant in this case study.

All of the interviews were transcribed and analyzed in Sweden and my interpretation of the answers will here be discussed in comparison with the two theories of my choice about participation in programs and Sidas theory of LFA concerning the views of LFA in the program as well as the critic of LFA put forward in previous research.

## 8.1 Participation in PDR

In this section I will summarize and discuss my collected material I got asking questions that will help me to examine *if* and what *kind/level* of participation that exist in Programa de Desarrollo Rural.

The questions were formulated on the spot in Arequipa, Peru with the advice from staff members of Svalorna Latinamerika and the questions are discussed around the two theories of participation by Sherry Arnstein and James L. Creighton presented in chapter 3 and what I concluded to be the key elements of participation that would lead towards democracy and more sustainable development programs that are: 1) distribution of information, 2) two-way communication, 3) an active involvement of participants and 4) sharing of decision-making power in put forward in chapter 5, page 14.

### 8.1.1 Knowledge of LFA in PDR

The knowledge of LFA in PDR was said by all the informants to be high amongst the staff of Svalorna Latinamerika and the partner organizations. The target group on the other hand didn't have any or very little knowledge of LFA, what they knew was more in the form of what problems that should be dealt with, the activities and strategies to do it and the objectives of the program, according to the

informants. The target group did not know any technical details about LFA, how to manage it or even the fact that the LFA was used in the program. A staff member of Svalorna Latinamerika put it this way:

*“la población son muy, muy pocos los que sabe que trabajamos con Marco Lógico”*

What was said above was that there were very, very few of the population (the target group) that knew that they worked with LFA in the program. The staff member also added:

*“saben si los objetivos, las metas en cada periodo”*

Above said that they (the target group) did know the objectives, the goals of every period. The reason that the target group didn't have knowledge of the LFA, even though they were part and contributed to the practice of it, was that there was no time or resources for them to learn it, nor were there any need or interest for it and they had more pressing matters to concentrate on, according to the informants. But it was actually expressed by a few of the informants that it would be good if the target group knew more about LFA because it would help them to understand more how the program functioned and what it could actually do for them, its limits and possibilities, which would make the work easier in the program.

**Discussion:** What we can see here is that Svalorna Latinamerika and the partner organizations have excellent knowledge and experience using LFA but the target group has not.

The question if the target group should have knowledge of LFA doesn't have a clear answer among the informants. It is not necessary for the target group to know technical details of how the program is run because there are competent staff who can handle it for them amongst Svalorna Latinamerika and the local partner organizations who have years of training and experience in using LFA and because they would have to spend a lot of time and effort to teach the target group about LFA, which is not of the highest priority for the marginalized people in the rural areas of Arequipa. On the other hand if the target group knew more about the LFA it might help to create a higher understanding for how the program functioned that could make the work more efficient. The target groups lack of knowledge of LFA here does not follow the first key element that are important for participation and that is the distribution of information stated in chapter 5, page 14, which could in fact create more participation for the target group as it has done for the partner organizations but this lies in the future and is not of highest priority at the moment although the good will to give that knowledge to the target group, for at least a basic understanding of LFA, exists in PDR.

### 8.1.2 Information in PDR

When asking the question of how information was shared between the three groups (Svalorna Latinamerika, the partner organizations and the target group) I had chose to enquire about within PDR concerning what information each group received in case of e.g. changes or decisions being made, most of the informants answered that the flow of information was sufficient and that it worked well in the program. However, a majority of the informants also mentioned that there was an order, a chain, a system, a scale, a certain direction of the flow of information, platforms, democratic spaces or gatherings where the groups could exchange information. It was put like this by a staff member of Svalorna Latinamerika, regarding the three groups and the chain of information:

*“de får information om allt som rör dem...det betyder ju att det blir mindre och mindre information ju längre ner i kedjan man kommer”*

Above said that they (the three groups) get information about everything that regards them which means that one gets less and less information depending on how far down they are in the chain, here referring to Svalorna Latinamerika as the top of the chain who receives information from Sweden and who spreads what is needed down to the partner organizations who in turn spreads what they think are necessary to the target group.

Concerning the order, the certain direction of the flow of information, democratic spaces or gatherings where some of the most important information were exchanged, the council of the program was mentioned. The council consisted of the “Landrepresentant” and the Program Coordinator from Svalorna Latinamerika and the Directors of all the local partner organizations. It was put like this by a staff member of Svalorna Latinamerika when criticizing the direction of the flow of information:

*“Por ahora el flujo de información es muy vertical”*

The above said that at the moment the flow of information was very vertical. It was also added by the same staff member that:

*“el consejo dice una cosa y eso va abajo”*

Here above explained that the council said one thing that was transferred down, here referring to the other people working in the field and the target group. But this didn't mean that this was the only space where information was exchanged or the only way information could travel. There were many spaces or platforms in many levels of the organization where people could meet and where information was exchanged and the order of how things were done was also defended. A Director of one of the partner organizations said when referring to the spaces or meetings that gathered certain people who had certain roles and functions and saw to that things were carried out in a certain order within the program that:

*“Eso es la escala digamos de actuación que como digo no es subordinación es complemento, no cierto, en el espacio que va a cumplir este...su participación.”*

Above was said that this was the scale of how things were executed that is not a form of subordination but a complement to the space that should fulfill their participation. The interaction with the target group was also considered one of the most important flows of information, in the planning phase and in the evaluation, in workshops or face to face with people in the rural areas. How one received information from the target group was described like this by a Director of one of the partner organizations:

*“hay cosas que la única forma de hacer es estar cara a cara con beneficiarios y la autoridad o ver a un documento que esta archivado allí.”*

Above was described that there are things that one can only do by being face to face with the beneficiaries (the target group) and the (local) authority or to look at a document that is archived there. The exchange of information with the target group was described like this by a staff member of Svalorna Latinamerika:

*“hicimos talleres los cuales veíamos que ellos valúen nuestro trabajo y sabían que líneas trabajamos y unas propuso y el consejo lo aceptaron”*

Above was said that they did workshops in which they looked upon and they (the target group) evaluated their (Svalorna Latinamerika's and the partner organizations) work and got to know what guidelines they (the target group) should follow in the work and some of them (the target group) came with suggestions and the council accepted it. Svalorna Latinamerika received direct and most of the information of the target group in the planning phase of the program and during follow-up and evaluations while the partner organizations was handling most of the contact and activities during the implementing phase and reported on what was going on to Svalorna Latinamerika.

**Discussion:** Regarding the distribution of information in PDR it appears that there is a certain order for how the information is distributed among the three groups where Svalorna Latinamerika and the partner organizations have most of the information concerning the program and where the council of the program serves as a core or a “democratic space” from where the information that was thought necessary was distributed down towards other such spaces or gatherings of the staff in the implementing teams and finally to the target group.

However, there is also another direction that a major and very important flow of information follows which is from the target group up towards the council. This flow of information from the target group to Svalorna Latinamerika and the partner organizations is direct in the planning, follow-up and evaluation phase of the program and goes through the partner organizations in the implementing phase. The information that travels back and forth in the program is viewed as sufficient for them all to be able to work effectively. The exchange of information

in the PDR appears to follow the key element (even though the flow seems to be a bit scarce when distributed down with the target group in the end) which is distribution of information stated by Creighton in chapter 5, page 13 concerning step 1) inform the public and 2) listen to the public that is mentioned to be part of the continuum of public participation.

### 8.1.3 Communication in PDR

The communication within PDR was said to be satisfying by all the informants. The communication between Svalorna Latinamerika and the local partner organizations was said to be constant, flowing and very satisfying with regular meetings and well established spaces for dialogue in person, in group meetings, via e-mail, skype etc., especially between the Directors of the partner organizations and Svalorna Latinamerika. A staff member of Svalorna Latinamerika described it like this:

*“yo pienso que ahora hay una buena comunicación porque yo se que este se comunica bien y cumple el función de lo que tiene que hacer”*

Above said that the staff member now believed it to be a good communication because they communicated well and it fulfilled the function of what had to be done. Svalorna Latinamerika did communicate with the target group primarily and directly during the planning phase in workshops and in the follow-up and evaluations in the form of surveys, interviews and focus groups. The local partner organizations communicated with the target group during all phases but managed most of the contacts with the target group in the implementing phase themselves, reporting to Svalorna Latinamerika. The only difficulties in communicating with the target group that was mentioned by some of the informants was that the target group could be very shy and distrustful in the beginning and that it was problematic that the staff of the partner organizations, that were working in the field in close contact with the target group, was changed a lot during the 5 years. It became a problem because it caused disruption in the hard work of establishing trustful relations with the target group.

**Discussion:** The communication in PDR was very good and functioning between Svalorna Latinamerika and the partner organizations but also with the target group during the planning phase, follow-up and evaluation with Svalorna Latinamerika and with the partner organizations during all phases. Dialogue and a two-way communication were here apparent with the participants of the program i.e. the target group in this case. This can also be seen in “Information in PDR”.

This way of communicating with participants of the program concurs with step 5 *placation* in Sherry Arnstein’s ladder of citizen participation (stated in chapter 5, page 12-13) that is when a group of stakeholders (in this case the target group) are included in the communications networks of those in power (in this

case Svalorna Latinamerika and the partner organizations) which can increase knowledge and understanding of viewpoints and opinions both ways etc.

The two-way communication in PDR also concurs with James L. Creighton's view of public participation (stated in chapter 5, page 13-14) where he pinpoints that an important element of public participation is not just providing information but that there should be interaction between the organization making the decision and people who want to participate. This he puts forward in his simplified continuum of participation and its first two steps, step 1) inform the public and step 2) listen to the public.

#### 8.1.4 Participation in PDR

The participation within PDR was thought to be good by most of the informants, although better in PDR2 than in PDR1. Participation was here described by the informants as participation in the sense of involvement of primarily the partner organizations but also the target group and other stakeholders. Participation was thought to be very good and equal amongst Svalorna Latinamerika and the partner organizations because they worked together in a cooperative and democratic manner. Participation of the target group was thought to be strongest in the planning, follow-up and evaluation phase where the target group was asked to express what was problematic in their lives and how they could be best supported as well as their thoughts, ideas and opinions of the program. A staff member of Svalorna Latinamerika put it like this:

*“Hicimos bastante talleres así con la gente y si yo creo que había bastante participación”*

Above was said that they did quite a few workshops with the people and that it was believed that the participation has been quite good. A Director of one of the partner organizations put it this way when talking about how the target group participated:

*“da información para diseñar el proyecto.”*

Above was said that the target group give information for the design of the project (in this case the PDR). It was also added by the same Director that:

*“se han discutido el árbol de problemas por ejemplo o el árbol de objetivos”*

Here was said that they discussed the problem tree for example or the tree of objectives, here referring to the workshops where problems and objectives of the program are identified and discussed together with the target group. Another Director described the participation of the target group like this:

*“han participado con nosotros el año pasado inclusive han planteado sus expectativas, sus objetivos, han planteado sus necesidades”*

Above was said that the target group had participated with them the past year including having put forward their expectations, their goals, they had put forward their necessities.

**Discussion:** The strong participation and cooperation between the local partner organization and Svalorna Latinamerika is here apparent and emphasized when asking the informants about participation within PDR. It is here also very clear that the participation of the target group in PDR concurs with step 5 *placation* in Sherry Arnstein’s ladder of participation (stated in chapter 5, page 12) because the target group is actively involved and their expectations, opinions, ideas and viewpoints about the program are actively sought up by Svalorna Latinamerika and the partner organizations who use the increased knowledge and information to design, follow-up and evaluate the program but also give information and knowledge back in the process which creates a better understanding of the program both ways.

The active involvement of the target group also concur with Creighton’s view of what is the most important elements in public participation (stated in chapter 5, page 13-14) because it is not a participation that occurs accidentally or coincidentally in PDR, but an organized process where the target group is actively involved and participate in workshops e.g. creating a problem tree or a tree of objectives *together* with Svalorna Latinamerika and the local partner organizations. This also follows the next steps of the continuum of participation that are 3) engage in problem solving and 4) develop agreements, according to Creighton as stated in chapter 5, page 13.

### 8.1.5 Decision-making in PDR

All of the informants answered that who was taking the overall decisions of the PDR was the council of the program constituted of the “Landrepresentant” and Program Coordinator of Svalorna Latinamerika and the Directors of the partner organizations. The council of the program constituted the highest level of decision-making in the program but based their decisions on the information they got from the target group or the staff in the field. This was described by one of the staff members of Svalorna Latinamerika:

*“proponen eso lleva para el consejo de repente para que se cambia y a ellos toman la decisión de cambiar pero las beneficiarios no, no pueden tomar decisiones, pueden proponer, opinar.”*

Above said that the target group could make propositions that were taken to the council in order to change something and for them (the council) to take the decision to make a change but not the target group, they could not take the

decisions, only propose or have an opinion. The way the target group could influence the decisions in PDR was described this way by a staff member of Svalorna Latinamerika:

*“La población influye las decisiones que puedas tomar el PDR, depende en la respuesta que ellos puedan dar”*

Here it was said that the people influence the decisions that were taken in PDR, it depended of the answers they would give. Further, it was also said by another staff member of Svalorna Latinamerika:

*“ellos son los que dicen que `esto no me gusta´ y transmiten a sus gobernadores y esos a los directores y los directores al consejo.”*

Above said that it was the target group who said that “I don’t like this” which was transmitted to their governors and to the directors and from the directors to the council of the program. Additionally it was said by a Director of one of the partner organizations:

*“Yo creo que las principales decisiones son de ellos y el proyecto marchará hasta que ellos quieran.”*

Above was said that it was thought that the primary decisions came from them (the target group) and that the project goes where they (the target group) want it to go.

**Discussion:** It is here apparent that who takes the ultimate and overall decisions in PDR is the council of the program, which consists of Svalorna Latinamerika’s representatives the “Landrepresentant” (Country representative) and Program Coordinator and representatives from the local partner organizations who are the Directors from each organization. Although there are other democratic spaces, gatherings and levels where decisions are taken and formed, it is clear that the council of the program remains the highest, overlooking decision-making body in PDR and that the target group have no decision-making power in the program. This is in line with what Creighton says about aid agencies and/or aid organizations wanting to retain the ultimate decision-making power in public participation programs because they have contractual obligations and have to be accountable to the public and those who finance the program, which in this case are the target group and the Swedish taxpayers through the Swedish government.

This also concurs with step 5 *placation* of Sherry Arnstein’s ladder of participation (shown in chapter 5, page 12-13) where stakeholders (in this case participants i.e. the target group of PDR) are given minimal decision-making power over the program.

However, it is also clear from the material gathered from the informants that the target group actually have a substantial influence over the decisions in the program as the council base their decisions on the information gathered from

stakeholders e.g. the target group and uses it for the design and evaluation of the program as well as being open to the target groups opinions and proposals during implementation and follow-up. This influence is actually in line with what Sida states as one of the factors that makes it possible to reach good goal fulfillment in chapter 7, page 21, which is when the target group have participated in and exerted an influence in the planning of the project.

## 8.2 LFA in PDR

In the following section I will summarize and discuss the answers of the interview questions about LFA and how it is experienced by the staff of Svalorna Latinamerika and their local partner organization working with PDR in Arequipa, Peru. The questions were formulated in Peru with the help and advice from Svalorna Latinamerika and are meant to give answers on whether LFA fulfills its purpose, as stated in Sidas theory of LFA described in chapter 7, and if it is viewed as a satisfactory instrument for development work by people working in PDR as well as comparing it with the critic of LFA according to previous research that was stated in chapter 6, page 16. Finally the questions here especially focus on the part of the theory where LFA is said to be an instrument to create participation, local ownership and accountability in chapter 7, page 21.

### 8.2.1 What is LFA in PDR?

Among the informants the LFA is mostly described as an instrument to help in organizing and planning a project/program or to make a proposal/application for a program and to be able to have an overview and follow all the phases in a program for development. It was also described as a result-based planning instrument, pedagogic instrument and as an instrument for research. It all depended on who answered. In the words of the interviewed LFA is said to be a “tabla”, “esquema”, “guia”, “sistema”, “formato” where one can follow and see the sequence of all phases from strategies, indicators and activities to the main goal of a program that make it possible to analyze and see where the program is headed. Two of the informants actually expressed that it would help to develop a common glossary concerning the LFA so they could be sure that they had a common understanding of important terms.

**Discussion:** The answers to the question of what LFA is will here serve to get a basic understanding of what LFA is to the people working in PDR which will give a foundation of their views of LFA that one can have in mind while going further into the results of this case study.

The many similar but different ways of describing what LFA is by the informants here could also be a demonstration of the difficulties of creating a common view of concepts such as e.g. democracy, which is a struggle many

international organizations face working across borders and in varied cultural contexts. As earlier stated in chapter 6 Crawford, Bryce, Holma and Kontinen all mention the complexity of development interventions and e.g. the wide geographical and cultural gaps between program actors that an instrument like LFA is bound to face and have to find ways to counter. It becomes clear here that making it easy to get a common view of LFA is also part of that struggle, a struggle one has to overcome if a common instrument like LFA is going to be desirable in future development work.

## 8.2.2 LFA in practice

The informants were mostly positive to its use in practice because of the simple logic structure and the systematic way of organizing the work that helped build and visualize the development program. One of the Directors of the partner organization described LFA this way:

*“te ayuda a con un poco de lógica acomodar las cosas para que de todas maneras logres lo que te estás proponiendo, si ayuda. Es como un dibujo, es como una ruta, como un camino.”*

Above citation said that the LFA with its logic helps to put things in order so that you can accomplish what you are proposing and that it is like a sketch, a route or a path to follow. It was mentioned that it was like resolving a questionnaire and that it helped seeing the essence of a project/program.

However, critic was also expressed of LFAs use in practice and it was explained by a staff member of Svalorna Latinamerika that it was not entirely satisfactory in a 5 year program because the LFA is a static model that only follows its own logic that makes it locked and might not be the logic of the different groups working with it. In sum the critic was that LFA was experienced as stiff, not that flexible and not that dynamic and it was also mentioned by two of the informants that it is easy to “stirra sig blind” (to get lost in) and forget the vision of what the program is meant to accomplish. To be able to make a functioning and dynamic LFA a lot of experience was needed and one had to put a lot work into it, especially in the planning phase, according to the informants.

**Discussion:** It is clear here that LFA is viewed as an easy and practical way of organizing and planning a project/program as well as making it possible to get an overview of it. In this LFA serves its purpose as an instrument for logical analysis and structured thinking in the planning of projects, according to Sida also stated in the theory of LFA in chapter 7, page 20. However, the critic against LFA says that it is not entirely satisfactory when applied in longer programs because of its linear logic which makes it stiff, inflexible and might not suit the ways different groups go about development work.

This is in line with the critic of LFA stated by Gasper, Crawford and Bryce in chapter 6, page 17-18. Crawford and Bryce also criticizes the problem with the

static nature of the logframe as it easy becomes a “snapshot” of the design phase and makes it harder to capture an evolving implementation strategy that is created by all the different actors that operate in the different phases of a program. Further, Gasper criticizes that the simplistic logframe can create rigidification and hinder adaptation and form what he calls a “logic-less frame” that is an illusion of logic that causes confusion rather than order, as when the informants describe that they get lost in the LFA logframe. This stiffness and inflexible nature of the LFA is also what the informants complain about. The only cure to this problem was to put down more time and work in the design and updating of the LFA, which requires time and resources that aid organizations doesn’t always have.

### 8.2.3 LFA and measurement of development work

All but one informant mentioned that LFA was focusing too much on quantitative measurement that made it square, stiff and complicated to measure changes of qualitative nature and could even inhibit a satisfactory measurement of e.g. self-confidence that is a matter of empowerment which is an important part of development work. It was said by one of the staff members of Svalorna Latinamerika that it was useful in organizing the work for democracy but not in measuring democratic development because it is hard to see fast results, even in a 5 year program, and that there is too much that could influence and change the situation like e.g. an unexpected change of authorities onto one that would not cooperate with them that had had large set backs on their work. It was expressed like this by one of the staff members of Svalorna Latinamerika:

*“de här programmen, vi gör inte dem i ett vakuum liksom utan det är så många andra saker som påverkar.”*

What was said above was that their programs don’t exist within a vacuum but is susceptible to the changes that exist in reality. It was also expressed that it was difficult and that they had to make an effort on the complicated matter of defining indicators that could capture and quantify aspects of qualitative nature. Another staff member of Svalorna Latinamerika put it like this:

*“medir desarrollo que son cuestiones que sería procesos por varios años seguramente siento que el Marco Logico [LFA] no es suficiente porque este tiene que cuantificar todo, tienes que medir en cifras”*

Above citation said that when it comes to measuring development issues that are processes over various years it felt like LFA was not sufficient because one had to quantify everything and measure it in numbers. Additionally it was said by the same staff member that:

*“al general es una lógica lineal y es una lógica muy cuantitativa y eso es un bloqueo cuando quieres medir cosas al largo plazo”*

Above was expressed that LFA in general is a linear thinking and a logic that is very quantitative and that this is an obstacle when they want to measure long-term changes. Further, it was also noted that in follow-up and first and foremost in the evaluation one does not necessarily measure the larger social impact of the activities one had had, even though the LFA and its indicators are used, because of its focus on quantitative matters.

Some aspects of the social changes could simply not be explained or captured with quantitative measurement used. One of the examples brought up by a staff member of Svalorna Latinamerika was when a woman after years of abuse by her husband suddenly stood up for herself and didn't permit it anymore which changed the situation and the course of hers and her children's future. It couldn't be explained in numbers how she changed, how her self-esteem grew and all the positive changes in her life that occurred after the change, according to the informant. Another example is that one can measure a change in 10% of the population having an identification number and papers in order to 90% having it but not what happens to a person who suddenly have an official identity, how that person feels, what impact it has in the question of human rights or how one could evaluate such a change for a person. Because of this the informants expressed the need for finding better ways of measuring matters of qualitative nature as a complement or an enhancement of the LFA.

**Discussion:** It is clear here that LFA is not viewed as a satisfactory instrument in the measurement of development work for democracy by the informants because of its focus on quantitative measurement which could not capture or give the whole picture of what was actually accomplished in their program activities. Instead of helping the LFAs linear logic is in this case experienced even as an obstacle in the measurement of development work because it could not adapt in response to changes in a real world context or measure long-term social changes that could be the results of program activities.

This is in line with the critic stated by Holma, Kontinen and Berg as earlier stated in chapter 6, page 18-19. Holma and Kontinen argue that the linear conceptualization of the LFA does not respond to the complexity of development interventions and the needs of its multiple actors, interests and logics and the critic by Berg who argue that the LFA is incapable of measuring negative or unexpected changes because it is built on a positivistic approach that assumes progress which is not applicable in work for development or democratization because they are not linear processes but has its backlashes, as stated in chapter 6, page 18-119.

The problem of defining indicators that could quantify i.e. turn matters of qualitative nature into numbers was also criticized here and viewed as a problem by the informants. This furthermore concurs with the critic stated by Berg in chapter 6, page 19 who argues that LFA is reducing complex democratization processes into numbers which gives an unsatisfying, unscientific picture of what changes actually occur. Additionally, this is also in line with the critic that Holma, Kontinen and Dale has brought up concerning the quantification of indicators as earlier stated in chapter 6, page 18 in this case study. According to Holma and

Kontinen the LFA fails to identify deeper mechanisms that influence the situations below the surface of observable phenomena, that is part of the problem in the examples put forward by the informants, and it is also stated that aid organizations have to put down a significant amount of time and effort in defining measurable indicators, that is also described by the informants. Dale's critic is that quantitative indicators are not entirely applicable in development work, which is also expressed by the informant in the above section.

It is clear that LFA is not fulfilling its purpose here in being of help when it comes to evaluate and show the results of development work as stated by Sida in the theory of LFA in chapter 7, page 21. Instead the focus on quantitative measurement is in this case even experienced as an obstacle for the measurement of results in PDR.

#### 8.2.4 LFA and participation

When asked the question if LFA helped create participation within the program PDR it was answered that first of all the participation in PDR2 had been better than in PDR1 because lessons had been learned in PDR1 and corrected in PDR2.

In PDR2 it was said that it had been good participation in the planning process where the staff of Svalorna Latinamerika, staff of their partner organizations and the target group and other stakeholders like the local authorities had been involved giving their opinions. A staff member of Svalorna Latinamerika explained that the planning of PDR2 had been accomplished using a participatory process when involving both the local partner organizations and the target group which had resulted in an LFA created approximately 60 % with the participation of their partner organizations and 40 % with the target group, according to the informant's own personal estimation. More with the partner organizations because the work with the target group was more diagnostic in scope, listening to the people's opinions of what was wrong and what they wanted to work with, and because they lacked the knowledge of LFA, and so the final creation of the LFA document, based on the opinions of the target group, was done together with the local partner organizations and later presented to the target group.

However, 4 of the informants doubted that the participation was created because of the LFA or said that it could only create participation *if* one chose to use participatory methods. A Director of one of the partner organizations put it like this:

*“El Marco Lógico [LFA] por sí mismo no creo, aunque tú has programado dentro del Marco Lógico la participación”*

Above was said that LFA in itself was not thought to create participation, if one had not programmed the participation within the LFA. The other informants said that LFA created participation in the meaning that it was something that they (the staff members of Svalorna Latinamerika and the partner organizations, not including the target group) could all understand and have in common, a “space”

where they could all meet even though they had different backgrounds. It was explained this way by one of the Directors of the partner organizations:

*“Marco Lógico [LFA] como ninguna herramienta es...permite la participación de personas con diferente expertiz, profesión, punto de vista.”*

Above citation said that the LFA like no other instrument permitted the participation of people with different expertise, profession and point of view. All in all it was thought that *if* participatory methods were used, LFA was a very thankful and pertinent instrument to work with.

**Discussion:** Whether LFA creates participation there is doubt among the informants (here the definition of participation among the informants is a little bit unclear but it is mostly described as individual’s active involvement in the making of the program and its activities).

The LFA was not thought to create participation *per se* in the program by 4 of them, only when participatory methods were actively used, and the others only mentioned that it was a very thankful instrument to use participatory methods in and that participation was created in the sense that a common ground was created where all who had knowledge of LFA could meet in spite of their differences, which in this case made the possibilities of participation of the partner organizations higher than the participation of the target group as they had none or very little knowledge of LFA.

The LFA is here more thought to be suitable for participation *if* participatory methods are used but the LFA is not thought to actively create participation *per se* by the informants.

Therefore the purpose of LFA, that is to create participation not only to be suitable for it if used, as stated by Sida in the theory of LFA in chapter 7, is not entirely fulfilled in this case. All the while the informants expressed that the participation of the partner organizations is very good and that the participation of the target group is satisfactory and also that work is put down to increase it further.

### 8.2.5 LFA and local ownership

On the question if LFA created local ownership most of the interviewed answered that LFA *per se* didn’t create local ownership, except maybe for the local partner organizations. It was only if participatory methods had been used that local ownership could be felt by first of all the partner organizations and second by the target group.

The partner organizations felt local ownership because they knew how to use LFA and they were working close with Svalorna Latinamerika formulating the LFA together. They were the ones involved from the beginning, when the program was formed and Svalorna Latinamerika searched for partners in the area, to the end of the program but also because they had knowledge of the area and the

capacity needed and thus they were the ones who executed the program and its activities in reality, not Svalorna Latinamerika.

The target group of the program could be said to feel some level of local ownership, at least for the smaller projects or activities they participated in, if participatory methods are used including them. Especially in the planning process of PDR2 when they were involved in the problem analysis and staff of Svalorna Latinamerika and the partner organizations traveled to the areas to get to know them, their situation and asked for information about their problems and their opinions about how to solve them. A staff member of Svalorna Latinamerika put it this way:

*“porque hemos tenido como punto de inicio primero a los grupo meta, hablar con ellos, qué necesita o cómo los podemos ayudar.”*

Local ownership was created because, as said in the citation above, they begun their work by talking to the target group about what they needed and how they could be helped in order to be able to do the LFA. Additionally the Director of one of the partner organization said:

*“Marco Lógico [LFA] si respondería a lo que la gente está planteando como necesidad o como problemas, de actividad”*

Above expressed that the LFA would respond to what the target group had to say about their necessities or problems, of the activities. The information from the target group was then used as a base for the final formulation of the LFA by Svalorna Latinamerika and the partner organizations. Finally the probability of the target group feeling local ownership of the whole program was viewed as small and they couldn't feel as much local ownership as the partner organizations because they weren't able to participate in the whole process of formulating the LFA because they lacked the knowledge of it. A staff member of one of the partner organizations expressed it like this:

*“de repente los beneficiarios como no han participado completamente en el proceso en la formulación del Marco Lógico se hace ven más como actores pero no involucrados directamente”*

Here it was said that it could be that the target group, because they had not participated fully in the process of formulating the LFA could be seen more as actors but not involved directly.

**Discussion:** According to the informants local ownership is not created by LFA *per se* but exists as a result of participatory methods. It is also clear that the local ownership that exist is mostly felt by the partner organizations because of the strong involvement of them from the beginning to the end of the program and because they are in charge of the implementing phase in PDR. Their involvement is possible because they have knowledge and experience of using the LFA which

makes their involvement in the formulation of the LFA possible. The partial local ownership that the target group could be said to feel for the smaller projects and activities they were involved in also existed as a result of the use of participatory methods. The target group is more seen as receivers of the benefits of the program, both by themselves and the other groups, according to Svalorna Latinamerika and the partner organizations.

The LFA then does not create local ownership *per se* as stated by Sida in the theory of LFA described in chapter 7, page 21. However, local ownership exists in PDR as a result of participatory methods, primarily and strong for the partner organizations and to a limited extent among the target group. The partner organizations actually assumes much of the responsibility of the program and this is actually in line with what Sida describes as true local ownership, which exists when the partner organizations assumes the main responsibility of the program, as stated in the theory of LFA in chapter 7, page 21-22. The target group is actually not mentioned as being the ones that are supposed to feel local ownership by Sida.

## 8.2.6 LFA and accountability

On the question if LFA created accountability (here in the meaning of felt responsibility of the program) in PDR the answer was yes concerning Svalorna Latinamerika (as a given) and the partner organizations but not so much among the target group. Svalorna Latinamerika felt responsible and could be held accountable, by both Forum Syd and by all the stakeholders e.g. the target group because they were the ones channeling the funds for it and initiating the program. The LFA was also said to create accountability among the partner organizations, both by staff of Svalorna Latinamerika and the partner organizations themselves. Because the partner organizations were all part of formulating the LFA and involved in all phases of the program (from planning, implementing, follow-up and evaluating) together with representatives of Svalorna Latinamerika they felt responsible and could be held accountable by donors in Sweden, Svalorna Latinamerika and local stakeholders e.g. local authorities and the target group. The Director of one of the partner organizations expressed how LFA created accountability of LFA like this:

*“Te ordena, te organiza y finalmente te obliga a cumplir lo que está allí.”*

This means that LFA help them to put things in order, organize the work and in the end hold them responsible to accomplish what's in it. The partner organizations of course felt especially responsible for their own activities, fulfillment of objectives and their role in the program as mentioned by a staff member of one of the partner organizations:

*“cada institución se siente responsable del logro de los mismos.”*

Above was said that every partner organization feel responsible of the fulfillment of their own part, here referring to their part in the program.

The target group couldn't be said to feel responsible for the program, except for maybe in the smaller projects or activities they participated in and this in the sense that they could feel responsible for their own participation, responsibility to share what they had learned in the activities to others, that they wanted to succeed in what they aimed to do and that they didn't want to make people disappointed if the program didn't help them change their situation, according to the informants. A staff member of one of the partner organizations put it this way when talking about whether the target group felt responsible for the program:

*“es posible que no, porque ellos más participan en las actividades y más piensan que ellos son los que tienen que recibir los beneficios”*

*“no tienen una responsabilidad del cumplimiento del objetivo”*

In the first citation it was said that it is possible that the target group didn't feel responsible because they are more participants in the activities and believe that they are more to receive the benefits (of the program).

Additionally the second citation said that they don't have the responsibility to fulfill the objectives, which meant that they were not held accountable by anyone.

The LFA then was not creating accountability or the sense of responsibility among the target group for the activities or the program in any larger sense, but it did for Svalorna Latinamerika and the partner organizations.

**Discussion:** The LFA is here experienced as creating accountability in PDR, except for the target group. For Svalorna Latinamerika and the partner organizations accountability existed because they were the ones who had designed the program and could be held accountable by the financiers of the program and by the stakeholders e.g. the target group. They felt responsible for the fulfillment of their own part but also for the whole program.

The target group could only feel accountability in the sense of felt responsibility for their own personal participation and success in activities and projects and for spreading the knowledge they had received to others in need. The target group then was not held accountable by anyone and saw themselves more as receivers of the benefits of the program, according to the informants, with no obligation to fulfill the set objectives and this is understandable because the target group is not in a position to be held accountable as they are not in charge of the design of the program nor of its finances.

The LFA then appears to have succeeded to fulfill its purpose in creating accountability as stated by Sida in the theory of LFA in chapter 7, page 21, except for the target group where it was limited because of above mentioned reasons.

## 8.2.7 General opinion of LFA

Most of the informants expressed positively the utility of LFA in organizing and create an overview of a project or program and found it very important for their work as well as applicable in a variety of contexts. A staff member of Svalorna Latinamerika put it like this in the two citations below:

*“para mí el Marco Lógico es una herramienta crucial, sustantiva porque es la primera herramienta que te dice por donde tienes que ir y que lo que quieres tu, o sea, yo me imagino...un proyecto no pueda funcionar sin el Marco Lógico. Por qué? Porque entonces estaríamos hablando de hacer cualquier cosa sin tener un orden, sin tener un objetivo claro, sin saber hacer las cosas y porque las haces, no.”*

*“Sin el Marco Lógico es bien difícil que tú puedas lograr, cambiar un problema social y saber si es cambiado o no el problema.”*

In the first citation LFA is described (by the staff member) as a crucial and essential instrument because it's the first instrument that says where one needs to go and what one wants and that it is thought (by the staff member) that a project could not function without LFA and why, because then one talks about doing things without organizing, without a clear objective and without knowing how to do things or why one does it. In the second citation it was said that without LFA it is very difficult to succeed, to change a social problem and to know if there has been an adjustment of the problem or not.

Further, it was also expressed by the Director of one of the partner organizations in the two citations below:

*“yo no me imagino diseñado, conduciendo para haciendo un proyecto sin el Marco Lógico”*

*“Marco Lógico te permite visualizar [...] la esencia del proyecto”*

In the first citation it was explained that it is not imaginable to formulate, manage a project without LFA and additionally in the second citation it said that LFA made it possible to visualize the essence of the project.

However, what was seen as problematic by the informants was LFAs utility concerning its applicability in measuring or capturing things of qualitative nature, i.e. subjective matters of development and democracy, but also its flexibility in relation to a real world context. A staff member of Svalorna Latinamerika explained the problem of measuring development with LFA like this:

*“En general 80% me gusta porque me sirve, ahora que lo conozco me sirve y por eso me parece bien. En un 20% no me gusta porque es rígida”*

What was expressed above was that the staff member in general appreciated it (LFA) in 80% because it was useful, now when (the staff member) knew it, and

that was why it was appreciated, but in 20% it was not appreciated because it was rigid. It was further explained by the staff member like this:

*“demasiado rígido el esquema. Sobre todo cuando trabajamos con temas así de desarrollo con muchos elementos subjetivos, no, como autoestima”*

The explanation above was that the scheme of LFA was too rigid, especially when they worked with themes of development with a lot of elements that were subjective like self-esteem. Further, a lot of work was needed involving stakeholders, especially in planning to make a useful and accurate LFA when measuring results of the work. If one had not put down enough work in the planning phase of the program and if one had been flexible in the implementing of the program the LFA might not respond to or measure the actual work in the end of the program, and thus would give the wrong picture of what the program had actually accomplished. A staff member of Svalorna Latinamerika put it this way:

*“det blir svårt att identifiera det man mäter på slutet för att om man då har varit flexibel i sitt utförande, i sitt genomförande av programmet i 5 år så...när man då mäter det i slutet så stämmer det inte överens med den LFA:n man gjorde i början.”*

The above explained that it becomes difficult to identify what one is measuring in the end because if one has been flexible in the execution of the implementing of the program in 5 years then when one is measuring it in the end it doesn't add up with the LFA one did in the beginning.

The flexibility of the LFA then was also thought problematic, even though it was noted that it depended of how experienced one was of using LFA and how well prepared the indicators of the LFA was, because unexpected changes in reality was not always so easy to handle. A staff member of Svalorna Latinamerika expressed it like this:

*“det är en mall som följer en logik som är enligt mallen, det kan finnas andra logiker också till hur man utför ett program”*

The above citation said that LFA is a mould that follows a logic that is according to the mould, there could also exist other logics of how one executes a program. Further it was added that the logic of the LFA did not have to follow the logic of for example the target group. A staff member of Svalorna Latinamerika put it this way:

*“vemns logik är det man följer? Jo, det är ju vi som kanaliserar biståndet eller våra, om man drar det längre, finansiärers logik men det behöver ju inte vara målgruppens logik för att A leder till B som leder till C som sen slutligen blir D... och då är inte LFA:n så flexibel.”*

The citation asked whose logic one follows (and the answer was that) it is (the logic of) those who are channeling the aid or, if one takes it further, the financiers logic but that does not have to be the same as that of the target group because A leads to B that leads to C that finally leads to D and thus the LFA is not that flexible. Also a lot of work was needed to make an LFA dynamic and adaptable to the situation. A Director of one of the organizations put it like this:

*“Si pensamos hacer 10 talleres de capacitación al líderes y autoridades de repente por la coyuntura hay que poner 8 pero entonces tienes que hacer un Marco Lógico también bastante dinámico, adaptando al contexto”*

Above is expressed that if they thought to make 10 workshops of empowering leaders and authorities suddenly because of the conjuncture one had to put 8 but then one also had to make an LFA that is dynamic enough and adaptable to the context. The problem occurred when the LFA would not respond to reality, simply because of the difficulty to change the LFA accordingly, which could end with it showing results that would not respond to the actual work. To make an LFA that was flexible hard work and experience was needed. The necessity of being able to change the LFA during the execution of the project or program was described by a Director of one of the partner organizations:

*“Tienes que adecuar el instrumento a la realidad porque la realidad no puede acomodarse al instrumento, eso no es posible.”*

The above said that the instrument had to change according to reality because reality would not change according to the instrument, which was not possible. It was further added by the same Director that:

*“hay cosas que si se tiene que cambien se deban cambiar”*

Above citation explained that there are things that if one should change them one ought to change them.

**Discussion:** Asking about the general opinion of LFA here is to get an overview of how the informants view the LFA as a whole.

The LFA is here described as a crucial instrument for managing a project/program and it was hard for some of the informants to even imagine doing a project/program without the LFA. The use of LFA for planning and implementing and getting an overview for analysis was here seen as very satisfactory which fulfills the purpose of LFA stated by Sida in the theory of LFA in chapter 7, page 21.

However, it was seriously criticized for its inability of measuring development work i.e. matters of qualitative nature as e.g. social changes or democratic processes in a satisfying manner because of its focus on quantitative measurement and for its inflexibility when it came to be adaptable to and handle negative or unexpected changes in a real world context. This was seen as a serious problem

for the informants because they felt that their work was not shown justice and were not accurately described in the more quantitative measurement that was used in evaluation and shown as the end results of their work.

Thus there is ambivalence towards the LFA among the informants; they cannot imagine managing a project/program without LFA because it is indeed helpful but it does not measure their development work satisfactory. This is in line with the critic stated by Wield that is earlier mentioned in chapter 6, page 19 where he argues that aid organizations feel ambivalence to the use of and the applicability of LFA in the complex and uncertain reality of development interventions.

## 9 Conclusion

To remind the reader this single case study is only meant to create an overview and small sample of how LFAs applicability and its role for participation are viewed by staff in a development program.

Further, the PDR is a Swedish supported development program started by Svalorna Latinamerika, a *typical* Swedish aid association, that because of its experience working with LFA, being in the forefront of developing multivariable indicators and working in cooperation with local organizations in Peru, where the LFA is now commonly applied, are *most likely* to use LFA properly.

Now to the question if participation exists within the program: After analyzing my collected material of how staff in PDR views the participation in the program with focus on what constitutes participation leading towards democracy, according to Sherry Arnstein and James L. Creighton, it is evident that the participation in the program fits well into step 5 *placation* in Arnstein's ladder of citizen participation and follows all the steps of Creighton's simplified continuum of public participation described in chapter 5.

The conclusion one can draw from this is that it exists a quite high and functioning participation in PDR because it fulfills 3 of the 4 key elements I put together from viewing both Arnstein's and Creighton's theories of participation which are 1) distribution of information, 2) two-way communication and 3) an active involvement of participants.

However, I can see a weakness in the fulfillment of the 1th key element because the target group doesn't have knowledge of LFA which limit their understanding of and further participation in PDR, but it is also obvious that there are more pressing matters for the target group that needs to be prioritized.

The 4<sup>th</sup> of these key elements is also partially fulfilled because, even though Svalorna Latinamerika and the local partner organizations retain the ultimate decision-making power in the council of the program - as they have an obligation and responsibility towards the Swedish taxpayers and the stakeholders involved for which they are accountable - the participants of the program (i.e. the target) group have a *substantial influence* on their decisions concerning the program because the decisions are based on the target groups opinions of how the programs should be.

Now to the question if LFA fulfills its purpose in PDR and if it creates participation: After analyzing my collected material about how LFA was viewed in PDR my understanding was that the LFA fulfills its purpose in being a supportive instrument in designing and managing a program and create accountability, for Svalorna Latinamerika and their partner organizations, but not in creating participation or local ownership *per se* this was only done if participatory methods were used, as done quite successfully in PDR.

Further, the LFA is not seen as a satisfactory instrument and is even viewed as an obstacle when it comes to the measurement of development work and its inflexibility to negative and/or unexpected changes, which is problematic for the staff working in PDR. As a result the staff has an ambivalent view of LFA, it is thought irreplaceable and outstanding when it comes to the designing and managing of the program because it organizes and capture the essence of the program in a simple format that is understandable for people with different backgrounds and perspectives, but it also causes frustration and is deemed unfit for and even an obstacle in measuring development work for democracy because of its focus on quantitative measurement that does not capture the whole picture of what they really do.

The conclusion I draw from this is that the LFA doesn't entirely fulfill its purpose because of its unsatisfying quantitative manner of measuring development work and further, that it doesn't create participation *per se* only if participatory methods are used, according to the informants.

This makes me doubt if the LFA is fit for being an instrument for development programs at all as the measurement and adaptability is crucial for an instrument if it is going to be used in development work and in various context all over the world.

Further, what I find problematic is that an instrument such as LFA if used in development work should actually suit the needs of its users in the measurement of their work. The focus on quantitative measurement seems to be more for the benefit of aid agencies in their control of development programs and for them to have easy readable results reported back to them and not for the improvement of NGOs work for development or for the target group. The time consuming work for quantifying subjective matters into objectively verifiable indicators seems to me time and energy that could be better spent in e.g. creating participation for the target group that could lead to more sustainable and legitimate development programs for democracy. Of course a balance should be established between the need for showing objectively verifiable results and the need for accurate measurement of social changes for the ultimate use and control of the taxpayer's money.

I hope this case study can open up for further discussion of LFA in development because further research and investigation of LFA in development is obviously needed. This is of the utmost importance because the LFA is applied by multiple actors and used in various contexts all over the world.

First and foremost research should be done to see if LFA is actually fit to be used in development programs and second to find better ways of accurately measure development work with LFA or to find alternative or complementary methods for it. The most important thing is that a method used in development programs should always be focused on fulfilling the needs of those who works with it in the field and for the sole benefit of the people it is supposed to help.

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### **Webbpages**

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No. 1: [www.forumsyd.org](http://www.forumsyd.org) (2011-06-02)

No. 2: [https://www.forumsyd.org/Default\\_ForumSyd.aspx?id=2181](https://www.forumsyd.org/Default_ForumSyd.aspx?id=2181) (2012-06-11)

Programa de Desarrollo Rural:

No. 1: <http://www.pdrarequipa.org/objetivosyresultados.html>

Sida (Swedish International Development Cooperation Agency):

No. 1: <http://www.sida.se/Svenska/Bistand--utveckling/Detta-ar-svenskt-bistand/>  
(2012-06-11)

Svalorna Latinamerika:

No. 1: <http://www.svalorna.se/index.php?q=historia> (2012-06-04)

No. 2: <http://www.svalorna.se/?q=peru> (2012-06-04)

No. 3: [http://www.svalorna.se/index.php?q=samarbetsorganisationer\\_peru](http://www.svalorna.se/index.php?q=samarbetsorganisationer_peru) (2012-07-26)

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