

国総研セミナー・シリーズ

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# 複 合 的 ア プ ロ ー チ

— 開発援助プロジェクトの評価手法 —

平成8年2月

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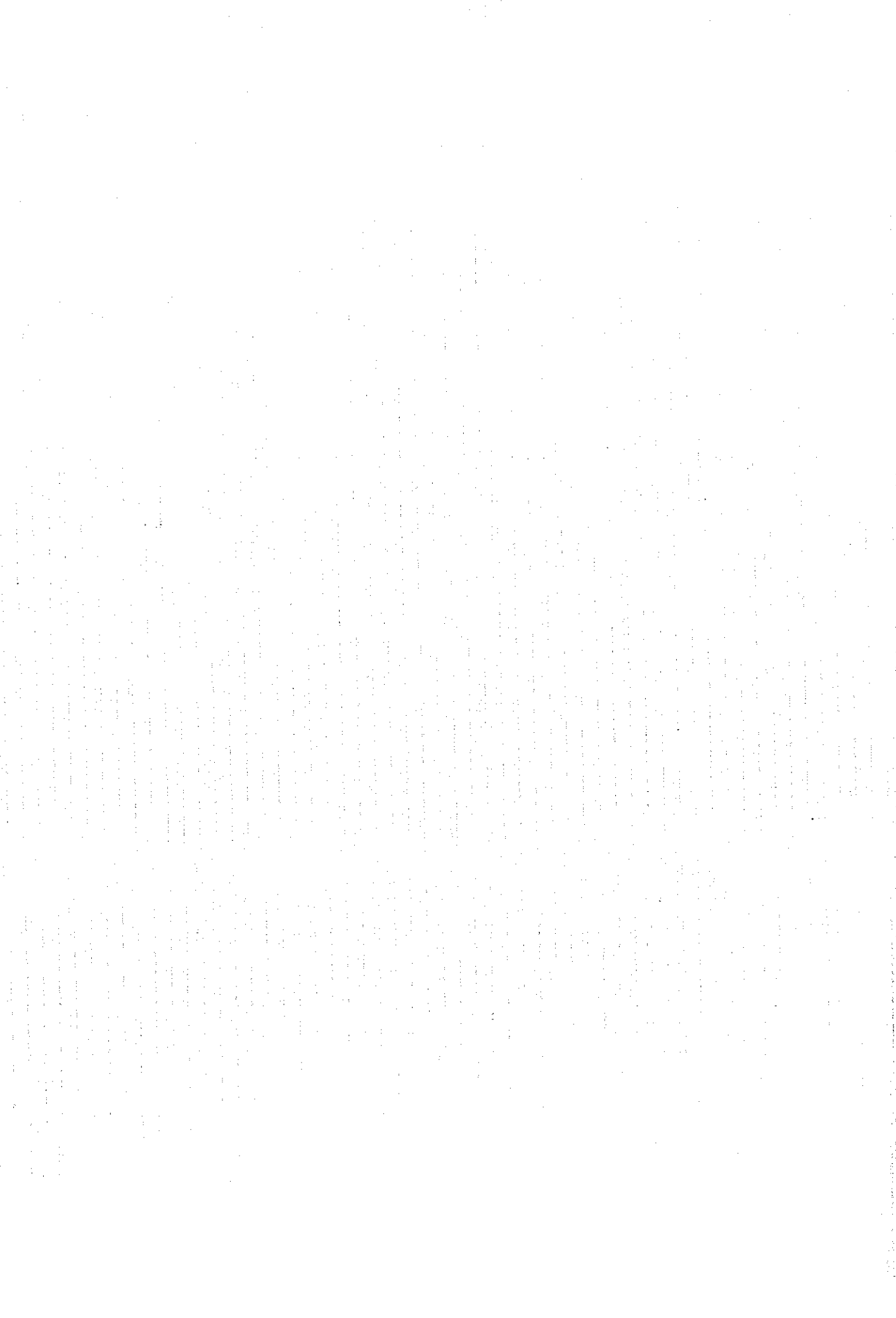
国際協力事業団  
国際協力総合研修所

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## 国総研セミナー

テーマ： 複合的アプローチ開発援助プロジェクトの評価手法  
"The Integrated Approach: an Evaluation Model  
for Analysing Development Assistance Projects"

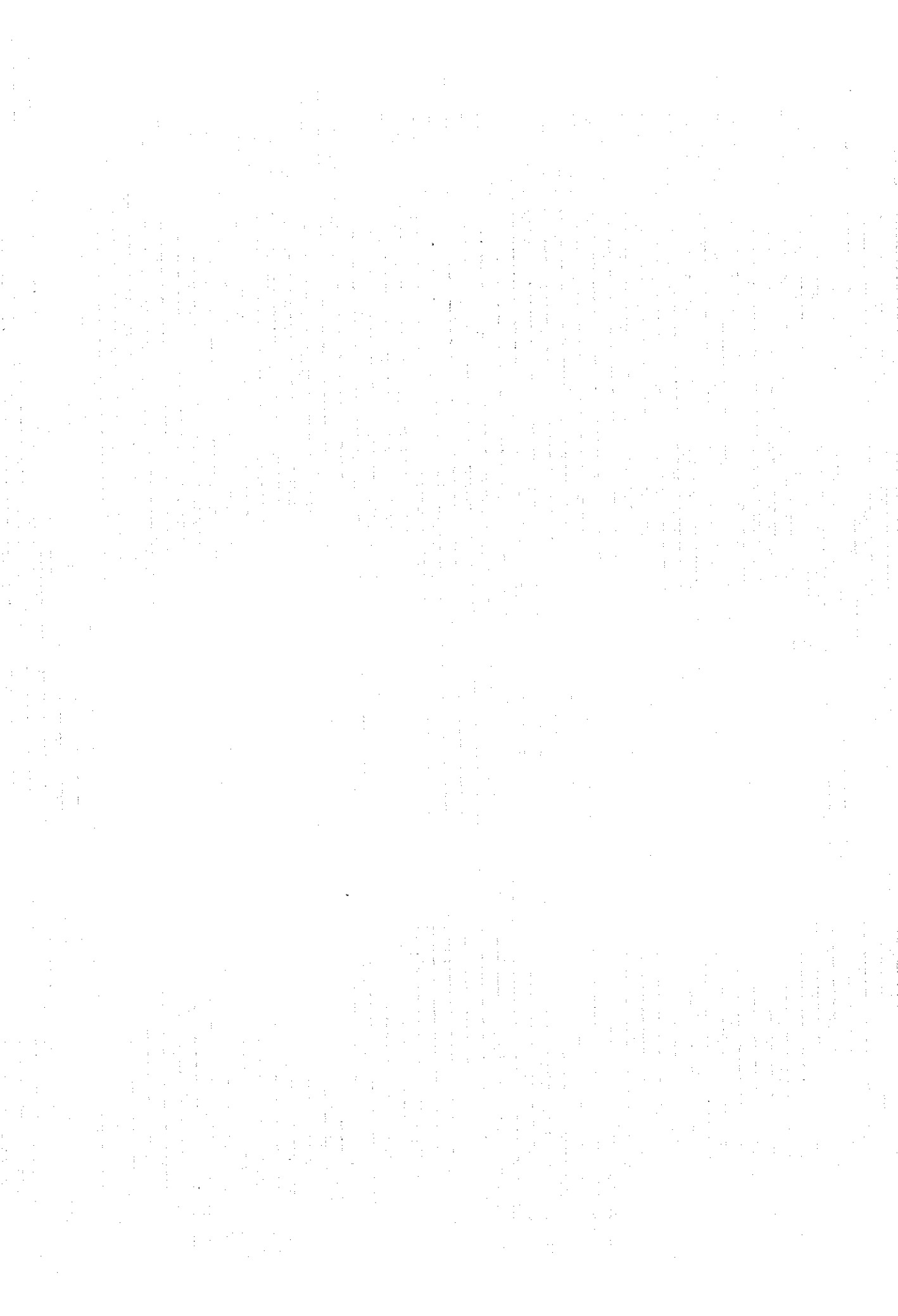
日時： 平成8年2月20日(火) 15:00~17:00

場所： 国際協力事業団本部(新宿三井ビル) 50階 501~503会議室

講師： Knut Fredric Samset 氏  
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### 講師略歴：

- 1946 ノルウェー、マレ生まれ
- 1972 トロンドハイム大学ノルウェー工科大学にて機械工学修士
- 1974 オスロー大学及びウオルソー大学大学院にて社会学を学ぶ
- 1976 オスロー大学環境学部研究員
- 1979 ILOタンザニア事務所ジュニアプログラムオフィサー
- 1980 ノルウェー研究調査委員会研究開発計画主任
- 1982 コンサルタント会社サムセットストックランドにて  
開発プロジェクト評価に従事
- 1989 コンサルタント会社スカンチームインターナショナル部長
- 1992 同社シニアパートナーとしてODAの評価ハンドブックを作成  
世銀、ノルウェー外務省、NORAD, SIDA, FAS等で  
プロジェクトの計画、評価に関する研修を実施



## 要 約

評価の総合的アプローチとは、PCM手法、評価5項目そしてOECDが導入した自立発展性に影響を及ぼす要因とを組み合わせたアプローチです。評価には3つの目的があります。第1は、実施機関に対するコントロール、第2は管理運営の改善、第3は評価結果からの学習です。これら3つの目的のどれにあわせるかで評価のデザインが違ってきます。

計画手法には2つの手法があります。1つはある目的を決めて、その目的に添って計画を作成し行動する目標管理型の計画です。もう1つは問題の解決に対し、問題の原因を形成するボトルネックを探し、これらのボトルネックを解決するために計画を立て、実施の過程で新たな問題が明らかになれば、その解決に向け新たな計画を作成する参加型計画です。

PCM手法は、これら2つの手法を統合することをめざしたものです。目的を決めて、その目的の達成のために行動をしますが、ある時点で立ち止まって、その目的を再検討し、方向性を再確認します。目的が全体の方向性とずれている場合には、それを変更する必要があります。2つの計画手法は、目的型評価とプロセス型評価という2つの評価手法と対応しています。目的型評価とは目的に対し、それが達成されたかをみる評価で、プロセス型評価とは結果に対する評価よりも実施プロセスをみていく評価です。

OECDによる評価の定義はこれら2つを統合したものとなっています。「評価とは、進行中、あるいは終了したプロジェクトやプログラム、政策に対し、そのデザイン、実施、結果を可能な限り系統だった客観的な方法で査定することである。その目的は、目標の妥当性と達成度との整合性、効率性、目標達成度、効果、自立発展性を測定することである。評価によって信頼するに足る有益な情報を提供し、得られた教訓を被援助国と援助国双方の政策決定過程に活かすことを可能にしなければならない。」

総合的アプローチは、PDMのプロジェクト要約、すなわち投入、成果、目的、上位目標、の他に、政策的支援、環境保護、適正技術、社会文化的観点、制度的側面、経済財務面の6つの横断的側面を評価します。プロジェクトの質をよ

いものとするため、プロジェクトの開始時から終了時までこれらについては検討すべきです。

「効率性」では、各種の投入がいかに経済的に成果に変換されたか、つまり投入と成果の関係を検討します。「目標達成度」は、プロジェクト目標が達成されたか否かを成果の達成度を照合しながら分析します。「効果」は、成果やプロジェクト目的以外に、プロジェクトによって派生した結果を分析します。「妥当性」は、プロジェクトがよいプロジェクトかどうかを分析します。「自立発展性」は、将来も生き延びうるかどうかを検討します。

PCM手法を使う目的は、計画の中身をよくすることである、という人がいます。私の経験ではこの見解は誤っています。PCM手法を使う目的は、プロジェクト目的が過大に野心的になりすぎるのを防ぐことといえます。計画の中身がこの手法を使うことでよくなるかどうか、私は確信がありません。さてPDMにおいて、投入及び成果は現実部分(factual)に属しプロジェクト目標及び上位目標は仮説部分に属します。援助機関は現実部分の達成に責任を持つ必要があります。しかし仮説部分が達成されるためにはプロジェクトの責任に属さないいくつかの条件が満たされなければなりません。援助機関はこの条件が満たされることを期待しますが、場合によっては満たされない可能性も排除できません。目標を選択する際常に悩まされるのは、プロジェクト目標が実現する可能性です。どの確率で目標が実現できる見込みがあるのか、見極める必要があります。この確率が低ければ、目標レベルを下げる必要があります。

次に、政策的支援、組織面、財政的・経済的状況、技術的要因、社会文化的要因、環境生態要因、の6つの横断的側面と評価について説明します。PDMをつくるときにこれら6つの側面も併せて検討します。たとえば政策的支援では、プロジェクトに関連した政策情報を可能な限り集めて、これらの情報をもとに、プロジェクト達成の可能性の観点からPDMを修正します。他の要因についても得られた情報をもとに少しずつデザインを修正していきます。私たちが発見したことは、開発プロジェクトに関する情報は、これら6つの側面にほぼ集約されるということです。



自立発展性が悪かったプロジェクトの場合、その原因の一つは被援助国側が、そのプロジェクトに高い優先度を与えなかったということが強く指摘されています。被援助国が優先度の低いプロジェクトでも承認するのは、プロジェクトは被援助国に資金という対価をもたらすからです。優先度の高いプロジェクトは当該国自ら実施します。優先度の高いプロジェクトを実施するのに、資金援助を要請しません。援助によって実施されるプロジェクトの成功率が低い理由はここにあります。援助のディレンマはもし我々が資金援助をすれば、受入側は自分の資金を自分たちが使いたいところに回して、援助プロジェクトに振り向けなくなるという点です。プロジェクトが相手側の優先度の高いものに合致しなければならぬ理由はここにあります。

次に制度組織面についてみてみましょう。組織は、目的、業務、組織機構、資金、人員、文化から構成されています。私の経験では、これまで開発プロジェクトの多くの場合、組織は閉鎖的な単体としてみられており、組織をとりまく周辺の政府機関、公共機関、民間機関、NGOS、財団法人、ターゲットグループ、関連グループ、市場等との関連性が見落とされています。私はこの点を重大な欠陥として指摘してきました。インスティテューションビルディングプロジェクトにおいてさえ組織周辺の部分を見ていないことが多いのです。あるプロジェクトへの支援が、長期的に当該地域の周辺の組織の不活性化となり、総合的効果が負の効果とでることもあります。ある政府機関への支援が、結果的に民間企業と競合し、その成長を阻害したこともあります。

経済財務面ですが、シャドープライス、そして将来に対しての割引率の考え方が必要です。

財政支援に従事している援助機関につとめる人々の一部の人たちしかこれらの考え方を理解していません。財政的自立発展性や費用対効果の視点が計画立案者であれば、プロジェクトの質は向上し、プロジェクトの成功度も高くなるでしょう。

技術面についてですが、技術分析は、技術者がしなければいけないという誤解が蔓延しています。これは明らかに間違いです。技術評価は、いわゆる技術とは直接関係ありません。むしろ社会科学上の範疇です。それは、経済学、心理学、社会学、上の問題です。技術的な問題ではありません。そのほか適正技術

の問題があります。これまで、途上国は簡単な、原始的な技術を用いるべきだ  
という誤った議論がありました。そのような議論は次第になくなっています。  
労働力が豊富に余っている国に、資本集約的な技術を移転するのはいいこと  
でしょうか？東欧のディレンマというべきでしょう。機器類は被援助国内で製造  
すべきか、輸入すべきかの議論もあります。これらはすべて重要な問題です。

社会文化面、環境面でも注意して取り組むべき問題があります。私はこれら6  
つの開発要因と5項目の評価から得られた情報を総合化して評価するシステム  
を作り上げを試みました。

なぜなら細々とした評価情報は援助実施者には興味がありますが、援助政策決  
定者にはあまり興味がありません。細々とした評価情報を加工し、援助政策に  
も利用される情報をつくる必要もあるからです。基本計画策定の段階では、詳  
細な計画を作成する必要はありません。PDMマトリックスで十分です。大切  
なことは、目標を適切なレベルに設定することです。またPDMの各部分に適  
切な項目を割り振っていくことです。援助側、被援助側でこれら基本項目につ  
いて合意ができればさらに詳細な内容を詰めていくことができます。

私たちがノルウェーでこの手法を使い初めて2、3年が経過していますが、こ  
の手法が十分機能していることを確認しています。PDMはよく利用されてお  
り、私達もその成果に、満足しています。

## The Integrated Approach: An Evaluation Model for Analyzing Development Assistance Projects

Knut Fredric Samset  
Consultant to NORAD  
Scanteam International  
Norway

**Moderator:** それでは時間となりましたので、本日のセミナーを開催させていただきます。今日のセミナーのタイトルは、既に皆様にも案内いたしておりますとおり、「開発援助プロジェクト分析のための総合アプローチとしての評価モデル」ということで、講師としてNORAD(ノルウェー国際開発庁)のコンサルタントを主としてなさっておりますクヌート・サムセットさんにお越しいただいております。プロジェクトの評価指標としてのPCM・ログフレームそういったものは今日では我々は広く活用しているところですが、JICAにおいてもかなりの度合で導入されております。そういったログフレームの手法の可能性といったものをプロジェクトサイクルの全ステージにおいてもっともっと活用していこうと、そういった趣旨のもとでNORADの方ではいろいろな開発が進んでいるわけです。今日はその部門の評価についての総合アプローチにつきまして、その手法を紹介していただきながら、開発援助の応用例も紹介していただくといった趣旨のもとで本日のセミナーを行わせていただきます。

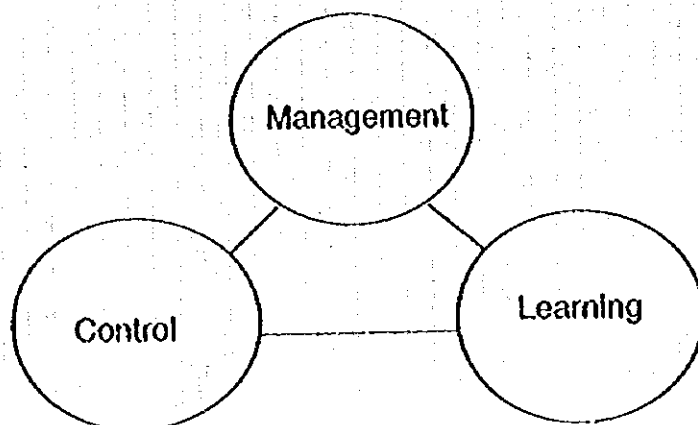
講師のサムセットさんは、こちらの方に座っておられますが、FASIDの研修等に参加なさった方はすでに顔見知りかと思えますけれども、簡単に略歴を紹介させていただきます。専門は評価、開発計画全般にわたっていろいろご活躍ということで、評価・プロジェクトデザイン・審査・開発計画・マネージメント・計画評価方法、それから環境効果分析・アジェンダ分析等幅広い分野で現在活躍なさっております。ノルウェーの技術庁を皮切にいろいろ職歴を重ねておられまして、大学の研究員としてもご活躍されておられました。それからILOのオフィサーとしても活躍されておられました。そして、ノルウェーの中央研究委員会の開発担当のヘッドとしてご活躍された後に、現在Scanteam Internationalというコンサルタントで、ODA関係のいろいろなコンサルティング業務、これは世銀ですとか、ノルウェーの外務省、NORAD、その他多くの機関から委託を受けてのコンサルティング業務をやっておられます。出版物に関しましても、評価のハンドブック等数多くの出版物を出しておられまして、今日に至っております。FASIDの方でも毎年開いておりますセミナーの講師としても現在ご活躍されておられます。それは早速サムセットさんのほうに本日のセミナーを行ってもらうことにします。

**Mr. Samset:** Thank you very much. Good afternoon, ladies and gentlemen. I'd like to thank you for the opportunity to discuss evaluation methodology this afternoon. I did not expect such a great audience and a large room, and it may be difficult to look at [from] these distances, but there are some papers distributed which will probably help to convey some of the messages from here.

The topic title here is "The Integrated Approach." The integrated approach is a sort of combined methodology where one part is the PCM approach, one part is the evaluation concept which is attached to the PCM or log frame approach, and one part is the OECD-suggested concept determining the element of sustainability. OECD has a small committee called the Development Assistance Committee, and they are giving recommendations on all developmental issues, as you know, and they have come up with this concept of sustainability as the acid test of development aid. If a project is sustainable, that will be the final test that it is successful. And then, they have produced some papers explaining what they mean by sustainability. At sometime in Norway, we tried to combinethese three sets of concepts into something we called theintegrated approach, and that was subsequently taken over by OECD and the European Union, and they have produced handbooks with the same titles afterwards.

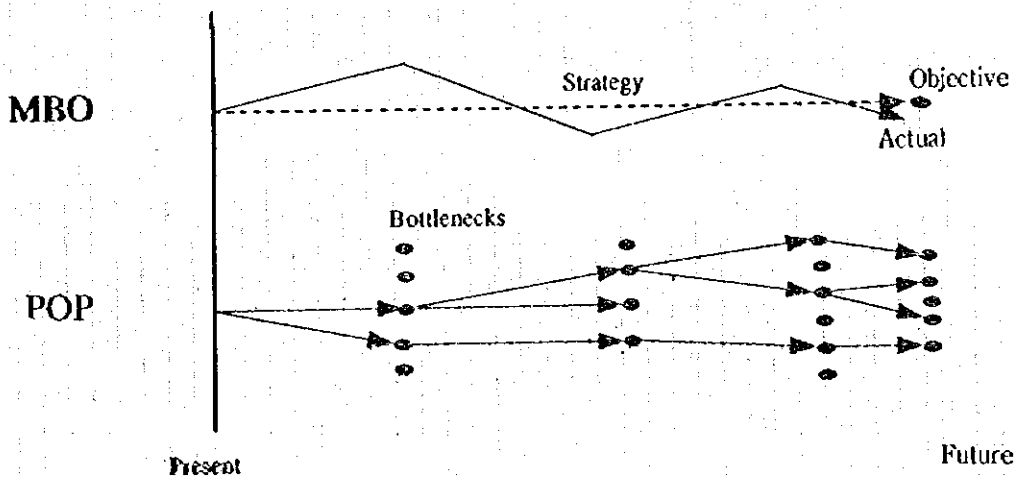
So as I understand [it], the audience is fairly familiar with the concept of PCM, and it has been used for some years now in Japanese aid. So I shall not go into a discussion about that concept, but I shall use it to exemplify the integrated approach.

#### Purpose of Evaluation



The topic is evaluation. There are three basic purposes of evaluation; one is control, one is management, and one is learning. These three purposes cannot be separated. Different evaluations will have different ways. Some will be purely management. And if that is the case, the evaluation will have to be done in a different way than if the purpose was learning altogether. If the purpose was learning, the evaluation will have to be done in a very interdisciplinary way, maybe with people from the organization participating in the evaluation. The same thing with management, but maybe the main criteria then would be that the evaluation should be very much to the point. Timeliness would be very important, and coming up with the information that is important to guide the process. Now if the purpose is control, which is often the case because the development aid is financed by higher bodies in the society, then independence will be very important, and accurate methods, reliability of information and so on, will be very important. So we will have three different types of evaluation, and that's the basic criteria that will form the basis for an evaluation exercise, [i.e.] how to design an evaluation exercise. That's one aspect.

### Management By Objectives vs. Process Oriented Planning



Another thing I would like to mention in the beginning is that we have two schools of planning, two basic concepts. One is management by objective, which you are very well familiar with through the PCM method. It suggests that at this time today, we make a decision that we should decide on one objective in the future, and we will lay a strategy to reach that objective, and then we will move in that direction. Now that idea is not unproblematic. It's contested quite a lot, because we cannot foresee the future. Many planners argue that it is the wrong way of doing it, to do this kind of planning, because history is a combination of two types of events; one type of event that can be predicted, and one type of event that cannot be predicted, which is a qualitative jump, [for example], the Soviet Union breaks up into 16 nation states, or some technology is invented and oil is no longer the main energy source, which will make changes. So the management by objective thinking is problematic in itself.

The other way of planning is the participatory planning. The idea there is that today we decide that we look at the problems and we see some bottlenecks, and then we try to solve one or two or more of those bottlenecks. At that stage we look for more problems, and try to solve some of those, and we move in one direction, maybe in the same direction. The problem with this type of planning is that it has a tendency to escalate, and we get very expensive and huge programs.

Of course, the PCM approach is intended to try to combine these two philosophies, and whether that is successful or not is a big question. But the way to do it is to stop at certain intervals and ask the question, not only are we going in that direction but also is the direction a good one. We ask and we're contesting the objective at certain times in history, in the future. Is it a good objective or not? If it's a bad objective, we have to change it. That is the basic idea of the PCM thinking. And the idea is to try to come across or solve this conflict of two different schools.

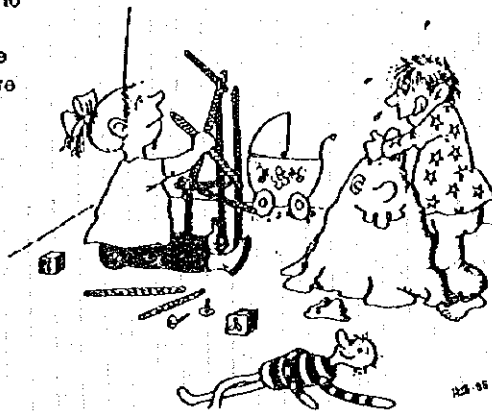
Now, when we're talking about evaluation, we have the same philosophical problem. Therefore, there are two basically different types of evaluation. One is the goal evaluation, and one is the process evaluation. There are very strong similarities. The goal evaluation is simply to look at that particular goal in the

future and see [if] the goal [has] been achieved, while the process evaluation would try to understand what has been going on along the way, on the way to the goal. If you look at this little picture, we have two children. They are playing nicely together, and we want to understand the process. Maybe this is a kindergarten. We want to evaluate that particular kindergarten. Now, how do you do that? Do you look at the result of their work or do you sit down and look at the children over some time, and study what they are doing. Probably the last thing. And that would be the process evaluation.

## Two Main Approaches to Evaluation

### Goal evaluation

Assessment of the effects of the project seen in relation to its given objectives: i.e. to what extent the impacts are caused by the project, or are due to external factors.



### Process evaluation

Assessment of the project and the way it functions within a societal context, in order to understand the processes caused by this, and the consequences of the project in the widest sense.

Now this type of evaluation (goal evaluation) is strongly contested, the same way as the management by objective planning is contested. And the reason why it is contested is that it's too simple. You are only measuring objectives; what has come out of the project according to the objectives, and that is not enough.

So the thinking behind this integrated approach is that we have to combine two ways of evaluating, somehow. That is done in what has now been recognized as OECD's definition of evaluation, which says that an evaluation is an assessment, as systematic and objective as possible of an on-going or

completed project, program, or policy, etc., and it says that the aim is to determine the relevance and the fulfillment of objectives, development efficiency, effectiveness, impact, and sustainability. An evaluation should provide information that is credible, etc. This definition originates in the old

### **Definition of Evaluation**

**“ An evaluation is an assessment, as systematic and objective as possible, of an ongoing or completed project, program or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and usefull, enabling the incorporation of lessons learned into the decision making process of both recipients and donors. ”**

### **OECD**

Log frame methodology which was developed in the end of the 60s, and applied by the United Nations system from the late 70s onwards, because at that time they used a complete package for evaluation. That package consisted of five concepts which is; relevance, efficiency, effectiveness, impact, and sustainability. When we use those concepts in the way they are defined, we get around the problem of management by objective and objective oriented evaluation. And I shall describe how.

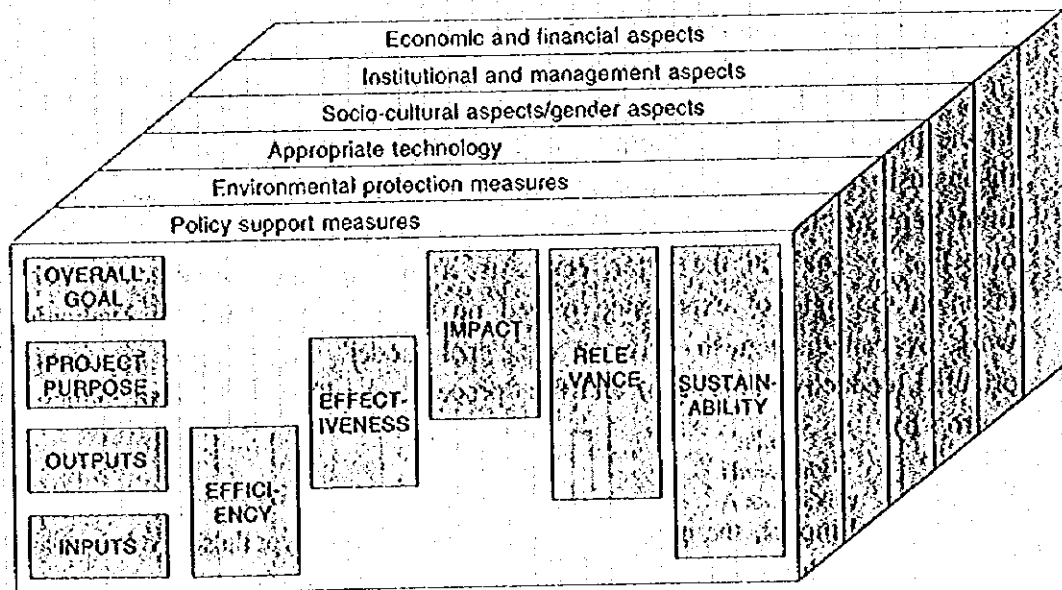
But I shall say something about the limitations of the PCM method before that. One of the main limitations of the PCM method in my mind is that the managers, the decision makers, are not necessarily interested in the type of information that comes out of the PCM process. The PCM project focuses on input, output activities, goal and purposes, right? So there are five concepts that describe the project. And these five concepts are not necessarily of much interest to managers. They are of interest to those responsible for conducting the program, but not necessarily decision makers at a high level, and that is a big problem. The PCM approach suggests that when a project is identified, we should focus on the upper level things, on the goal purpose and external



factors relating to that. Now, that doesn't necessarily make much sense to the top manager, because knowing what the goal is and the purpose is, is not of much value. But knowing what the sustainability and relevance of the project is, is much more interesting, because that says something about whether or not this suggested project will sustain in the future, and whether it's a good project in the context it is going to exist. If you know that kind of information, you don't really have to know what it's about at all. That's of less importance.

So we start with the upper level of the project, and then we design the whole project, and then, as the project moves along through appraisal, detailed planning, monitoring, evaluation, we cover different parts of that project. And all the time the PCM suggests that more information should come out about goal purpose outputs, inputs, but it doesn't make sense to the top managers. Why should we know these pieces of information? It would be much more interesting to know at this time, what is the sustainability, would it last in the future, is it a good project, what kind of impact can we expect from the project, and will it succeed, which are basically these two concepts.

### The Evaluation Model



So the justification for what I'm going to suggest now, which is the integrated approach, is that we should try to devise a system so that we focus on information that is important for managers. That would be the integrated approach, which as I mentioned, is not a new thing at all. It has been here since the mid-70s or even the early 70s. It suggests that this is the narrative summary of a project; input, output, purpose and goal. If we have that information, as time passes by, we can use that information to make conclusions at a higher level, and that would be efficiency, which is basically whether output has been produced effectively, and then effectiveness, which is basically whether the project purpose has been achieved as expected, and then impact, which is all other consequences of the project, and then the relevance, whether it is a good project, and then sustainability.

Now that is not enough, because OECD suggests that we always have to look at the cross cutting issues, which is the policy support measures, environmental protection measures, appropriate technology, socio-cultural aspects, institutional management aspects, economic financial aspects. And what OECD suggests is that these aspects should be considered from the very

### Evaluation Criteria

	EFFICIENCY	EFFECTIVENESS	IMPACT	RELEVANCE	SUSTAINABILITY
<b>OVERALL GOAL</b>					
<b>PROJECT PURPOSE</b>					
<b>OUTPUTS</b>	A measure of "productivity" of the implementation process - how economically	A measure of the extent to which a project or programme is successful in achieving its purpose	The positive and negative changes produced, direct or indirect, as the result of the project or programme	The degree to which the rationale or objectives of a project are, or remain, pertinent, significant and worthwhile, in relation to the identified priority needs and concerns	The extent to which partner country institutions will continue to pursue the purpose and goal after external assistance is terminated
<b>INPUTS</b>	Inputs are converted into outputs				

start when the project is planned, and it should be carried along throughout the life of the project, and be referred to continuously in order to make a qualitatively good project and getting enough information for management and decision making.

So these five evaluation criteria will then be as follows: a measure of productivity of the implementation process, how economically inputs are converted into outputs, that is efficiency. It deals with these two concepts. And then, effectiveness, a measure to the extent to which a project is successful in achieving its purpose. It's only looking at that one in relation to the outputs, of course. And then, impact is the positive, negative changes produced, direct or indirect, as a result of the project, which is everything else except for these two things. And then, relevance. Is it a sensible project? And sustainability. Will it last in the future? Will the good intention survive? I'll give one example.

There is one more problem with the PCM method, or what is the purpose of the PCM method? Some people say that the purpose of it (the PCM approach) is to improve planning. In my experience, that is wrong. The purpose of the PCM method is to reduce the ambition level in planning. Planning doesn't necessarily improve at all. Hopefully, it may improve, but, based on my experience, I'm not convinced. But one thing is quite certain, and that is that the ambition level is reduced if you use the PCM method. That in itself is a very good thing.

The way we teach the PCM method is slightly different from what you're familiar with, I suppose. We start with dividing reality into four pieces. One is the hypothetical. Everything above the line is hypothetical, and everything below the line is factual. Everything on the left side of that line is inside our mandate, and everything on the other side is outside our mandate. This little figure contains everything in the world. And then, we make a PCM matrix out of it by splitting it up into eight squares. This one is the goal, purpose, output, input. And these are external activities. And as you see, the activities disappeared, because the activities are of little interest. That's detailed information. It's basically the same as output. It's just written in a different tense. So when we evaluate, we are not very interested in activities. And in

my mind, it shouldn't be much of interest in planning either. It belongs to detailed planning, and that's something else.

Now, this is very important; to make this distinction between hypothetical and factual. And it's very important when you make an evaluation. It's very important when you make planning, because most projects are designed so that they are much, much too ambitious in relation to the resources available, and therefore, they must fail. Most often when we evaluate, the project design is so ambitious that it's completely a waste of resources to make the evaluation, because we can just look at the piece of paper, and say that this must be a failure, because the objectives are so ambitious. It's not possible to relate the objective to the limited resources available. This is a problem both in planning and evaluation. So when we evaluate, the first thing to do is to get the narrative summary right. Even if the project was designed using the PCM method, we very often find that the objectives are too ambitious.

I have distributed a small text here; soil erosion in the Himalayas. Since the audience is familiar with the PCM method, I suppose they are also familiar with this little project case. I wonder if I could bother you just reading through

### Soil Erosion in the Himalayas

A development agency wishes to support activities in a district in the western part of the Himalayas. Over-exploitation of the soil and forest in combination with heavy rainfall concentrated to June-September has created major erosion problems.

The present utilization of resources is much greater than their regeneration. If one is not able to reverse these trends, the material basis for the people in the district and the lower altitude areas will be seriously threatened.

The people of the area are mainly divided into farmers and nomads, and there are land-use conflicts between these groups. The project is aimed towards the two groups and attempts to introduce production methods which are appropriate for the ecological conditions, i.e. better utilization of agricultural areas, forest resources and more productive animal-keeping.

The project is experimental. Before a resource plan can be worked out, one must acquaint oneself with the

area, study the specific problems and develop methods which can be applied. As a continuation, one conceives of a project organization which conducts extensive training of local extension workers. In the next phase, the local authorities should implement motivation and information campaigns among the farmers and nomads. The majority of the activities will be carried out on a self-help basis, but one assumes that the project will also contain a materials component which will initially include simple materials, tools, seeds and brood-stock.

The international efforts will primarily be technical assistance and funds for operation of the experimental station and training program, while the national authorities will make buildings available and pay local salaries. One is also dependent upon the district authorities contributing a suitable experimental area for the project.

that little text. It shouldn't take more than a few minutes, and then I'll use it to explain the way of thinking here.

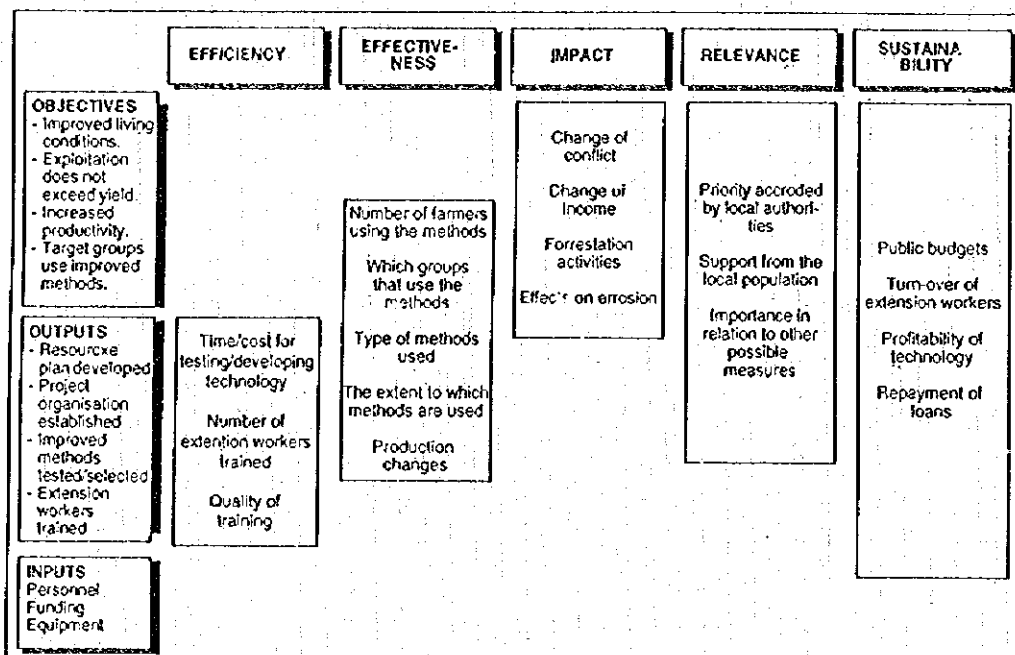
I am sorry for that interruption. We have here a project up in the upper parts of the Himalayas where two groups of people are struggling to survive in the upper limits where the trees are growing, and farmers try to utilize land as much as possible, and make use of wood at the same time. And nomads have too many animals and they all destroy the forests and their future. So there are several objectives attached to such a project. One objective which is the most frequent objective seen is improved living conditions. Now that is a very ambitious objective, obviously. Improved living conditions, because living conditions are many things; education, schools, food, lots of things. And this project here deals with only one thing, that is, agricultural production.

Another objective would be [that] exploitation doesn't exceed yield. It means that the exploitation is sustainable. We test the ambition level of objectives by putting them in the right order. Reduced exploitation of nature leads to improved living conditions. That makes sense. The opposite does not make sense. Improved living condition doesn't reduce the exploitation of nature.

So we can look at whatever objectives are available, and list them according to their ambition level. Productivity is increased. That leads to reduced exploitation. Production is improved. It doesn't lead to improved productivity. It's the opposite way around. Productivity leads to improved production. And the last one, target groups use improved methods. Now, what all these objectives have in common. Target groups use improved methods, productivity is increased, production is improved, exploitation is reduced, and living conditions are increased. What these have in common is that they are all hypothetical, because we cannot guarantee it. It is up to the farmers and the people there themselves to decide whether this is going to happen.

So we're all at this level. And this is very typical when we evaluate. We have a series of objectives, very different ambition levels, and which one to choose, because when we evaluate, we have to select one objective. Now, on the factual side we have a resource plan developed, a project organization

### Example 1. Water Supply Project



established, and we have been testing and selecting improved methods for the farmers, and we have trained extension workers. So all these would be outputs, and they are all factual. We can guarantee that these things happen. And then, the inputs would be people, funds, equipment, and these things.

Evaluation is a formal thing. We are supposed to evaluate according to one purpose. So we have to decide which one is the purpose, and this problem always comes up. This problem also comes up in the planning exercise. I don't think you approach it systematically, because it should really be attacked as a probability question. And the question is, if this happens, what is the probability that that will happen. Is it high, or is it low? We have a project, we are testing methods, we are training people to train the farmers. Now will the farmers use the methods? Is that a very high ambition, or is it not? Is it very probable, or is it not? If it's in-between, it is acceptable, then we can put it up as a purpose. Very often, we find things like this. The target group is using the method, and the living conditions are improved. This project is

certain to fail, because this is too ambitious. It's not possible to link the limited things happening down here with this one. So the answer will have to be negative. And most of these things will have to be negative. Exploitation does not exceed yield. This is also very ambitious, because we are only training some farmers to use some methods. Production is improved. Maybe that's less ambitious.

If you put up these three, the test is, what is the probability if you go from that level to that level. Target group is using the methods. If that is between, 50, 40 percent probability, what is then the probability that this will happen? Productivity is increased. Well, this is almost the same as this one. So that is very high. If they're using the method, the productivity is improving. So this is not ambitious enough. But this is much more ambitious. Production is increasing. So, somehow, making an evaluation and making a project plan is very much dependent upon the probabilities and reducing the ambition level. And the way the PCM method has been conceived is very much about exactly that thing; reducing ambition levels. So let's assume that there is agreement that these are the objectives of the project. The target group used the method and the production is improved. We shall then evaluate that project.

So we have the outputs and the inputs. And these are basically what is written on the board. And then, we have the purpose, and the goal. And the purpose is that the target group use improved methods. And the goal is increased production, whatever the goal is.

Now, we're looking at efficiency. Efficiency is just a measure of whether the development product has been delivered as expected. So aid delivery is a concept which is used; delivery of aid, the package, the project, personnel, funds and everything. So it's a question of time and cost for testing technology. Here we have a center. The center is responsible for selecting certain types of technology for the two groups of people and testing it out. If that has been done according to time, if it's cost effective, it would all be a measure of efficiency of the project.

And another thing would be the number of extension workers that have been trained, because the project is very much about putting some software

into the heads of some local agents which can transfer that software into the heads of the farmers. So the number of extension workers would be one measure. And of course, the quality of training.

So we're looking for questions that provide answers to whether the project itself was an effective thing, in time, quality, cost, and everything. That kind of questions. And then, we're looking for questions to this concept, effectiveness. Effectiveness is just whether or not the purpose has been achieved as expected. So we relate it directly to the purpose, which is increased production, which is the number of farmers using the method. So that would be one direct measurement.

Another would be which other groups that used the methods; would there be different parts of the farmers using these methods? Maybe it's only the people who can afford it that benefit from the project. The third question could be the type of methods used. Maybe many different methods have been tested out in this project, but only a few of them are used. And it could be the extent to which methods are used. Maybe it's only used a fraction of the time or, you know. And then, maybe production changes could be a measure. So we are looking for questions that relate very much to the purpose in order to get an answer to the question of whether the project is effective in addressing the purpose.

**Chart 1**

	<b>EXPECTED CONSEQUENCES</b>	<b>UNEXPECTED CONSEQUENCES</b>
<b>POSITIVE CONSEQUENCES</b>	<b>PROJECT PURPOSE</b>	<b>IMPACT</b>
<b>NEGATIVE CONSEQUENCES</b>	<b>IMPACT</b>	<b>IMPACT</b>



Now the third criteria is impact, and impact is easy to explain. If we take all positive consequences and all negative consequences, and all foreseen consequences, and all unforeseen, then the project purpose would be this one. The positive and foreseen consequences would be the purpose, and everything else would be the impact.

Now, this is the main criticism against goal evaluation, because goal evaluation is focusing only on this one. So if we allow the evaluation to focus on impact, we have solved much of the problem, or much of the criticism against goal evaluation.

Now, measures of impact could be changes in conflict between the two target groups, for instance, which is not in the purpose. It would be a wider consequence, or it could be change of income for farmers, or it could be forestation activities, if that was not expected as a consequence of this project. And it could be effects on erosion. Anything else except what is related to the purpose.

Now, relevance is another question which is very important. We expect the project to reach this objective. Effectiveness is then the question of whether this has been reached. Relevance is questioning the objective in itself. Assume that this is the good objective, and this is the formal objective. Then, this would be the relevance. If we deviate from our formal objective, if we, after some time discover that this should be the right objective, that this would have been a much better objective than this one, then we have a relevance problem. So we ask that question; is it a good objective? That is the relevance question. And that's also addressing the problem of goal evaluation and process evaluation.

So answers to the relevance problem would then be whether priority has been accorded by local authorities, whether support from the local population is there, and importance in relation to other possible measures. It means that if the authorities give priority to this, it is a sign that it is relevant. If the local population supports it, it's also a sign that it's relevant. If there are other things that could be done which would be more effective, it is a sign that it is not relevant. So [those kinds] of questions gives an answer to relevance.

And then finally, sustainability is just a matter of whether the good intentions will continue in the future, which is then public budgets, turnover of extension workers, whether they continue working after they have been trained, profitability of technology, maybe the farmer can't afford, or it doesn't make sense using the methods because it's too expensive in relation to what it yields, and repayment of loans, everything that has to do with the future.

So we have a set of questions that can be answered by an evaluation. Now why do we do this? We do it exactly because these are questions that are important for decision making. And if you ask the managers, they would rather have these concepts than these concepts. We have a system for aggregating information, lifting it up on a higher level, because at this level, there are many, many details. Seen together, added up together, they will give an answer to impact. Are the impacts positive, or are they negative? We have a long list of questions, a long list of answers, and we add them up and find an answer to the impact question. When that has been done, we can add these five up, and ask, is it a good project? We have a good solid basis for answering that question, and making a decision. So this is a systematic way [of] collecting information, storing information, and lifting information up to a decision making level, which is very effective. The time is now four o'clock. I have been instructed that we should have ten minutes break.

**- Intermission -**

**Mr. Samset:** The third part of the integrated approach will then be to apply these six aspects: policy measures, environmental aspects, technology aspects, cultural aspects, institutional, and economic aspects. That can be done in evaluation, and it can also be done in planning. In my country, we discovered that there was a need to improve upon the PCM planning approach, and the way we did that was to use the PCM method in a slightly different way. We design a matrix like this. We don't put activities into it, because they usually just reflect the output directly to simplify it, and then, we make sure to stick to the hypothetical and factual distinction, and reduce ambition level by looking at probabilities. And we look at probabilities in the whole puzzle here to reduce

as much as possible. And then, afterwards, we try to gather as much information as possible on policy measures. We look at this and decide what are the important policy aspects that can influence this project now. And then, we mark them out, and we try to redesign or see what are the problems with this design when it comes to policy in terms of probabilities. So we redesign slightly, we move this one over there, or this one in there, and we change little by little the design after having looked at policy issues, environmental issues, and so on. We do it several times over to try to refine the design afterwards. That is based on quite a lot of information.

The same thing is happening when you evaluate it. We have to start looking at our questions now from these points of view. What could be possible questions, for instance, institutional questions. Are there any institutional questions that need to be asked here? Maybe this project now interferes with another project, or maybe there are two different projects, or maybe it interferes with the responsibilities of another organization. So maybe we get an impact question here, that has to do with organization.

We can look at environmental effects. Maybe it turns out that the measures that have been devised wouldn't possibly give any environmental effects. In that case, the project wouldn't be relevant. So we can ask some environmental questions here. And we can add up with questions looking through from these angles. So we would add some questions, and try to cover the whole field from two different angles; these five concepts and the other concepts.

I will just say a few words about these so-called cross cutting issues. One is policy measures. What we discovered is that our knowledge about development projects can be [to a great extent], centered around these six concepts. It becomes a sort of data bank for learning. We discovered that these six concepts are so important in order to understand development if we put the right things into it.

So I'll just summarize a few things here. We had a seminar about sustainability, and one of the things that came very strongly out of that conference was that the recipient countries don't necessarily give high priority to development projects at all. In many cases, it's a countervalue thing. They

will accept anything, because it gives countervalue of funds. Usually the top priority things will be taken care of by themselves. They won't ask for money to do the top priority things. And if that is the case, it reduces the likelihood of succeeding with the ones that end up as development projects. So policy

## **1. Policy support measures**

### **Priorities**

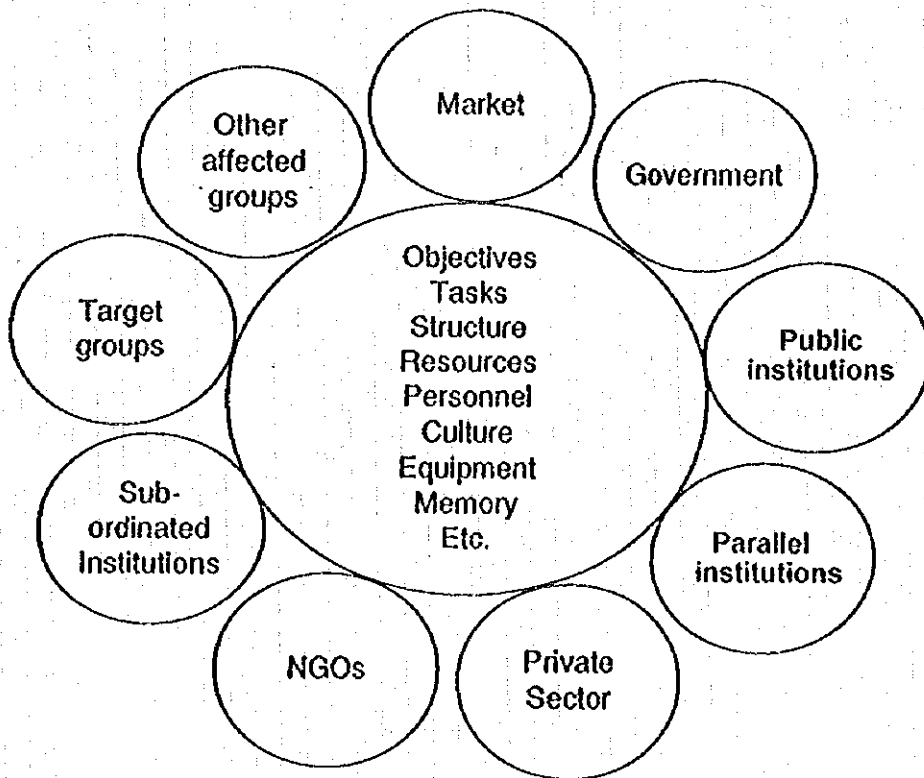
### **Budgets/revenue**

### **Formal policy**

support measures; what are the lessons learned? Does the recipient actually give priority to these things? To what extent do they give priority to them in real terms? To which extent are they willing to put up budgets and spend revenue in continuing these things in the future? Is it reflected in formal policy, getting into the core of that problem? This is a very vital thing, because of this little countervalue thing. If we finance something they can use their own money for other things that are of higher priority, of course. So that's a little dilemma. We have to make sure that they are serious about it.

Another aspect is the institutional aspect. Now, this picture tries to describe an organization. And this is the organization. It consists of objectives, tasks, structure, resources, personnel, culture; everything that makes an organization. In my experience, organizations have been looked upon as one organization without looking at the surroundings. Now, the surroundings can be government institutions, it could be markets, the market itself, other affected groups, the target groups, subordinated institutions, private sector institutions, parallel institutions, and so on. We have seen that this is a very big issue, very often.

## 2. Institutional aspects



Over the years, we have supported institutional building projects without looking at the surroundings and we are creating some efficient organism in the recipient country, and it seems to expand and devour its surroundings, and maybe kill other initiatives around it. In the long term the gross effect of that can be that the total activities are less than it was before the project was started. For instance, for years, we have invested in government institutions, doing all kinds of detailed things in society. And these government institutions have grown and taken over activities from the private sector. In one country we invested in a saw mill and forestation project, which was tremendous, and it supported some 40-50 percent of the market. And the investments that went into that project was compared with the investment that would have been necessary in order to refurbish some of the private companies with the

necessary equipment they needed. And it was discovered that the investment was much, much above what the private sector needed. The gross effect of the project was that the private sector suffered and disappeared as a result of this huge government saw mill project. So you have all these institutional effects. We invest in a government institution. We insist that the government should put up funds for personnel, employment, and so on. We create expenses in public sector. And in the end, the country can't afford that kind of thing. So we've done this over and over again.

In a liberal, capitalist, social democratic society, we don't do things that way. We let the government institutions buy services from the private. But in many developing countries, we go along with this Marxist way of thinking to support building up huge government institutions. That kind of thinking is very interesting, and we can see that the results can change dramatically if we try to broaden the perspective here. So that's the second angle.

### 3. Economic/financial analysis

	Shadow pricing	Both		Applicable	Discounting	Shadow-pricing	
There				Financial sustainability	Always	-	-
				Cost-effectiveness	Always	Often	Often
Here		Discounting		Cost-benefit	Only productive projects	Usually	Usually
	Now	Before/after					

Now, the third angle is economic, financial analysis. I made a small picture here saying here, there, now, and before and after. It says something about reality. If we are here and now, economic calculation is not difficult at all. But if we are looking at economics in a time perspective, then we need to add discounting. We have to look into the value of money as it changes over time. If not, our calculations become completely wrong.

Now if we move over certain borders in the world into areas where the currencies are not convertible, then the pricing will be artificial, and we have to do shadow pricing. Very often we are in this area where we both have to do discounting and shadow pricing.

Now, I am running certain training courses for Norwegian ODA personnel, and every time I ask them how many economists are there, and there will usually only be one or two. And I ask them how many people know what discounting is, how many people know what shadow pricing is? And usually not more than two or three people will say they know these things. That's a problem in a development agency which is basically a financial institution.

So financial analysis is so vital to development assistance, and the minimum criteria, or the minimum demand on economic financial analysis is then listed here. It is to discuss financial sustainability, which is basically, will the project be financed in the future, and then cost effectiveness, which is basically, could the project be cheaper, or could the same thing be achieved in a cheaper way; is it cost effective? And then cost benefit, which is, is the benefits in relation to cost, positive.

This kind of analysis is so complex in many projects. So the minimum would be these two things. We looked into, to what extent have financial sustainability and cost effectiveness been addressed seriously in projects, and we discovered that it's almost hopeless. Not even those two tiny little things have been done in a proper way. And when the project is planned, you have to look at financial sustainability, and you have to look at cost effectiveness.

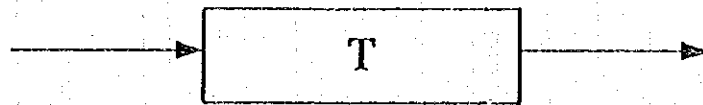
So that is the lesson. Only these two things. Very, very simple things. If you do that, then planning will improve tremendously, and the possibility to succeed will also improve much.

Number four is technological aspects. Technological aspects seem to be avoided somehow, because there is a certain misunderstanding that technology assessment is something that engineers should be doing, or technologists should be doing. That is wrong, because technology assessment does not have anything to do with technology. It has something to do with social science. It's economy, psychology, sociology, medicine; it's all other things than

technology. It's to look at technology in a wider perspective, and see what goes into it, and what comes out of it; what kind of changes comes out of transferring technology. That's a fascinating area.

#### 4. Technological aspects

Technology = Knowledge + tools + structure



#### Needs

- material needs
- immaterial needs

#### Structural implications

- dependency
- equality

#### Production factors

- capital
- labour
- resources

#### Cultural compatibility

- assimilation

One thing is to look at needs, and distinguish between material and immaterial needs. We have a car. It satisfies some material needs, and maybe even more, some immaterial needs. It satisfies mobility needs, but even more, a sense of pride and integrity and things like that. And that's maybe one of the big problems with cars the way they are constructed today, because they also have some negative effects. But anyway, to look at needs and see what are the justification for things from a people's perspective.

The other thing is production factors. Does the technology utilize capital, labor, and resources in an efficient way? Now, that kind of discussion has been going on for years. It was under the heading, appropriate technology,



and it was a misconception that developing countries need very simple, primitive technology. These days, that discussion has entirely changed. But still the principles of capital, labor, and resources, [i.e.] what kind of capital does it take to invest, is completely vital for the question of whether this can be sustained in the future.

The use of labor. To use a lot of labor where labor is abundant; is that a good or bad thing? It's not a very good thing, because it will be very small produce (sic) to distribute on each one of them. So that's the Eastern European dilemma; to use labor where labor is abundant. It doesn't solve the problem. It just makes a very slow process.

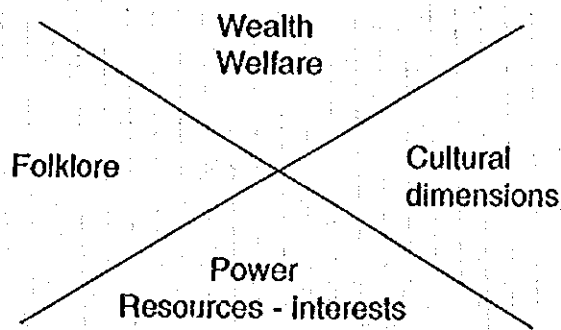
Resources. Can we use resources inside the country, or do we have to import it? Of course, it's very, very vital.

And then there are some other aspects which are also included in this technology debate; structural implication, dependency, equality, which is very, very politically important. We have had almost two decades now with dependency thinking where many governments in developing countries have been devoted to development thinking, and avoided interaction with the outside world, and we have seen that many of those economies have gone back to the stone ages as a result. At the same time, in many Asian countries, they have done exactly the opposite, and moved very fast ahead. So that kind of discussion is politically very potent, and it still is.

One of the messages is that to break the dependency thinking is completely necessary. One of the jokes is that every development process starts with putting up a cigarette factory and a brewery. Why? Because development always starts in the center. Then you have the farmers around, and they are not even linked up with the monetary economy. So in order to have development, you have to have these people addicted to money. And the only way you can do it is to put a brewery and a cigarette factory. These will have to be here, brewery and cigarette factory. And then you make them addicted to that kind of poison, and they will be addicted to money, and then they will have to produce for the market, and then they get into the development cycle. So this is dependence/equality. That kind of thinking is

very, very important for all development processes.

### 5. Socio-cultural aspects



Cultural dimensions:

- ethnicity
- religion
- gender
- age
- stratification
- etc.

Aspect number five is very complicated. Socio-cultural issues. In my country, we struggled for years with this concept, trying to find out how to attack this. Everybody seems to think it's very important, and very interesting, especially the social anthropologists, but nobody can explain what to do about it.

The social anthropologists have for years been very preoccupied with cultures. One of the problems is that they have been mostly interested in folklore, the way people behave, and the clothes they have on them, and the rituals they are using, and things like that, and they try to translate that into development assistance. By doing so, I think they attack the problem completely wrong.

There are certain social anthropologists that have been looking at cultural aspects from a different angle, and they give very sensible explanations for strange phenomena, like Indians not eating cows, for instance. Why do the Indians have holy cows? The explanation is that the cow is utilizing scarce resources more efficiently than anything else. It's a perfect machine for utilizing litter and rubber and garbage and scarce resources in the society, and out of it comes a lot of useful things for the Indians like milk, and dung, and many things. So from a technical point of view, it's the only sensible way of keeping cows. A lot of studies like that comes out with this perspective. It has all to do with wealth, welfare, distribution of power and

resources. If you look at it from that point of view, the cultural aspect will be fascinating. And then you will have to look at it from an ethnicity point of view or a religion point of view, or a man/woman point of view, or an age point of view. But the main thing is to look at distribution of resources and interests in society. We have seen many, many examples where if you understand the distribution of resources, the distribution of responsibilities between men and women, between different groups in a society, then you can achieve much, much better results by changing things a little. So that is message number five.

## 6. Environmental issues

Micro environment

Environmental chain:

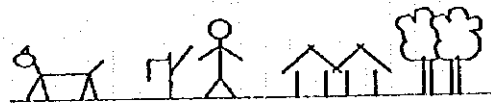
Surrounding environment

Secondary

Initial

Tertiary

Man-made consequences



The sixth is the environmental problem. I just made a small example here. Environmental issues. The message there is that you can make the tiniest little thing that seems completely insignificant in nature, and still it can have tremendous consequences. If we are not looking at course effect changes in an environmental perspective, we can do things completely wrong. This is a water supply project for drinking water supply. We dig a hole in the water, (sic) and we pump up a little water from the ground. The amount of water is insignificant in any landscape, because it's only [a] tiny little [bit of] water from the ground. So it shouldn't mean anything in environmental terms. But the problem is that immediately a lot of animals will come running to the source, and you'll have a lot of pollution here. If these people don't know about this, they will get sick. And that is an environmental problem, or an environmental effect of that. So you can have the exact opposite effect. Instead of health, you can get disease.

The other thing is that people start moving towards this thing, and then they start using the resources around, and you get over-exploitation of the ground, and they have more animals, and all of a sudden, you have not only a water-well but you also have a desert around it.

So this tiny little insignificant thing leads to dramatic effects. And if we don't analyze those environmental changes, we are lost.

### Assessment Matrix

	Socio-cultural aspects	Environmental aspects	Technological aspects	Policy support measures	Financial/economic aspects	Institutional aspects
1. Efficiency						
2. Effectiveness						
3. Impact						
4. Relevance						
5. Sustainability						
Totals						

So by focusing on these six issues, we have a system for aggregating information and drawing lessons that can be used in the future, and we have found that very useful. I just tried to make a little system for collecting information here. We have an evaluation system, and we want to end up with main conclusions at a high decision making level. One criteria is efficiency. We have asked a lot of questions, and there will be many conclusions. Let's list all those conclusions that explain efficiency. And we can give scores, and

we can give weights to those conclusions, and then we can distribute the scores on these six cross cutting issues, because some of these conclusions will be mostly related to technical aspects, some of them will be related to financial aspects, and so on. We can do that. And we can do the same with effectiveness. And we can do it with all these five concepts. And we end up with scores distributed on these cross cultural aspects. Then we can add all these scores up in one matrix, and we can draw conclusions from this project.

Now, is it effective in time and quality, and cost? Is it effective in terms of addressing the purpose? What about impacts; positive, negative, consequences of the project? Is that positive, negative? What about usefulness of the project in terms of real priorities? And what about the future? Does it last in the future? We get five conclusions here saying something about that project, and at the same time, we can say something about the socio-cultural consequences of the project, about environmental, and so on.

This is a very mechanical way of doing it, so I don't suggest that this is used as a system. But I am just trying to illustrate what happens in our minds when we evaluate a project, because this is what we try to do. We try to come up with five answers, and six answers without doing it very systematically. So why don't we do it systematically, and get a better result. That's basically the integrated approach.

Now how does this translate in terms of documents in an organization? This is what it looks like. We take the PCM matrix in its simplified form, because when we plan the initial planning, we don't need the details. We need this matrix. We need the main elements, and we need to get them right. The main thing is to have the ambition level right, and have the element right so that we avoid all the bad news in the future. Once this has been agreed by the parties, we can design it more, we can add all these other things that you are familiar with from the PCM method.

Now, once that has been done, we need a detailed plan of operation. And this goes straight into any software project planner, micro-soft project, time line, whatever it's called. It can be put straight into the computer to follow

up with a diagram for scheduling, and everything. These will then be used as a basis for regular reports, four times a year or whatever, with a lot of details, which are of little interest to the managers, which is of interest to those responsible for carrying out the project, but less interest for those making the higher decisions. Now on the basis of these reports and that format, we can get this kind of information, and they will then be decision documents. And it can all be laid out with a certain system that is consistent.

For two or three years, we have tested out a system like this in Norway and it works very nicely. People are sticking to these formats. People in the organization are very happy that these formats exist. It reminds them that they have to put in this type of information or that type of information, and it makes things much easier to understand and read. They know where to find information and so on. So we have produced this little handbook with formats, and how to use it and when to use it in relation to the project cycle. That was about all.

**Moderator:** Thank you very much for your significant lecture. Now, we are in the session of question and answer. So anyone who has a question, please raise your hand, or the point that you cannot understand clearly, please ask. Or any problems about evaluation that you have in your job.

**Questioner 1:** According to your experiences, which factor is most commonly neglected or often disregarded when you evaluate?

**Mr. Samset:** Well, I think it would be the cultural question. It's a little difficult question, because there are many different types of projects, and it is of course, meaningless to demand that you should pay equal attention to all these aspects in all types of projects. [For] many industrial projects, the cultural aspect will be of less significance, of course. You have to make a distinction. But it is amazing to what extent economic and financial aspects are neglected. That's maybe the most amazing. And it's amazing what dramatic effect institutional aspects can have, seen in hindsight. That's maybe the most dramatic effect. And also the economic. We have projects starting with ten million and finishing ten years after with four or five hundred millions without any explanation why it was so much more expensive. And we can clearly

see that if a good analysis had been done in the beginning, it could have been avoided to a very high extent. I don't know if that answers the question.

**Questioner 1:** Maybe for the project management, we feel that the most difficult thing in practice is the real input by the partner organization. When the planning is done, usually the minister or director general says, o.k. o.k., no problem, we can provide necessary input. Then there is no way to look into or investigate further how much or to what extent they can provide such inputs in money terms, or in terms of the number of staff. Then when it comes to the practice, these are real constraints. Although in the PDM it's nicely done, but input usually often delayed. Then the whole activities are delayed, and the whole picture becomes vague. So that's why that the economic and the financial aspect becomes very weaker as a consequence.

**Mr. Samset:** Yes, we have used a lot of energy to put that kind of things into agreements and make the recipient responsible for it, and also devise systems to police these things to make sure that it happens, or to come up with sanctions when it doesn't happen. I think in Japanese aid, you are more clever than we are in that respect, because you are better in making agreements and following things up. But, I agree it's a very difficult area and I can't see any other way to do it, [that is] to insist that it's going to be done, and to have a system of sanctions when it's not done.

**Questioner 2:** (Note: The microphone was too far away from this questioner, so much of the question is inaudible/unintelligible.)

Thank you very much for your comprehensive explanation of the (inaudible/unintelligible)...although your comprehensiveness has somewhat overwhelmed me so that I am not brave enough to challenge...[unintelligible]...method. I have two questions...(inaudible/unintelligible). The first question is just the logical linkage between five concepts or criteria...(inaudible unintelligible)...you didn't say anything about the relationship between those five concepts or criteria. So my first question is are they usually exclusive and independent, or inter-related. If so, how? Because my question is very much related to Mr.(inaudible/unintelligible; refers to the first questioner) question. Efficiency is the first

criteria or the concept(?). If efficiency is not achieved, or sufficient enough, then the whole criteria or concepts, would be meaningless or it's very difficult to assess. If you have any insight about those five criteria or concepts, I'd like to know about it.

The second question is very much related to how to conclude overall assessment. [In the] final matrix, you indicated the five criteria and six issues, so that we can see the total, the 30 columns in matrix. Although the way it is presented, some of the columns might be highlighted for the information furnished for the decision maker, the description of the thirty columns is...[inaudible/unintelligible]...very difficult to absorb or digest, so that it implies...[inaudible/unintelligible]...associated with this matrix which is overall rating or scoring. Although you did not mention anything about summing all of them, it is possible, technically and mechanically, so that the final decision...[inaudible/unintelligible]...comparative purpose...[inaudible/unintelligible]...five points. And...[inaudible/unintelligible]...another project...[inaudible/unintelligible]...supply assisted by Norway, was 85 points. And I think that this is [unintelligible]. So although...[inaudible/unintelligible]...evaluation group is now discussing about overall rating, I am little bit suspectable (sic), and I am very much concerned about...[inaudible/unintelligible].

**Mr. Samset:** It is overwhelming with these concepts. I can understand that. And it seems to be a very bureaucratic and complex way of doing things. The idea is that here we have five plus six concepts, and if we can have every person in an organization to understand those concepts the same way, and start using it, they will produce better information. Not doing things in a more bureaucratic way necessarily. In fact, this is designed and it is used as a system to reduce the amount of information, because the idea is that if we do better preparation before, then we can reduce the amount of information afterwards. So the purpose of the whole exercise is to reduce the amount of information, and then it becomes less overwhelming. I think we have good experiences indicating that.

Your other question was whether these things are interrelated or not. It's



not mutually exclusive concepts, but they are pretty exclusive anyway. There are grey zones. It's difficult to handle, because they are not very clearly, mutually exclusive concepts. But that doesn't matter so much, because what we are looking for here are a number of arguments, a number of conclusions, and then we want to sort those conclusions under those five criteria. And if one or two of those conclusions ends up under the wrong criteria, it doesn't matter all that much. The main thing is that it isn't counted twice, or that it is not there at all.

So you suggested that if we don't have an answer to the first criteria, efficiency, then the rest of it is of no use. Logically that's so, but in reality, it may still be useful, because you can have a project. It lasts for a certain period of time. It is a complete failure in terms of a project. But it still seemed to have an effect afterwards. So you can find negative, or maybe even very positive effects of that project. And you can also measure relevance of the objective as such. If it was a total failure, it still makes sense to measure relevance, because then you have an explanation [as to] why it failed, and so on. Together, those five concepts in a pretty ingenious way gives what you need to know to make a decision. And I say ingenious because it was invented by some ingenious people some thirty years ago.

Now your third question related to how to aggregate this information to a higher level. The problem is that in the end, the highest level of aggregation is a yes/no answer. What we are really looking for is yes or no. Shall we continue to finance this project or should we not? Now that's a dramatic thing to say yes or no to. We have to have some substance for that answer. If you can relate it to those five concepts plus those six concepts maybe, in some sort of substantiated manner, it would be a good thing.

Now, I suggested some sort of mechanical, numerical way of doing this, and I agree with you. There are many objections to that. Now, the good way to do this would probably just be to put up the arguments. You have many conclusions, you put it under the right heading, and then you can make an assessment yourself, and say yes or no to it. Numerical exercises like that are dangerous. And I just tried to explain [that] this is the way we are thinking

anyway. But in reality, we need the conclusions, we need the substance, and then make our conclusions on the basis of that.

**Moderator:** Any other question?

**Questioner 3:** About the numerical exercise. You mentioned about the five evaluation criteria from the aspect of six cutting issues, and you have to give scores for each event. When you give or distribute weights, how do you do that?

**Mr. Samset:** Well, maybe I shouldn't have shown you those pictures, because that kind of thinking creates conflicts. And personally, I don't do this that way at all. I just tried to explain that this is our automatic way of thinking.

Now, there are many methods that use this in reality. It's called multi-attribute evaluation. And you find big textbooks on the topic. And you find that one way of doing it is to make scores that adds up to one, and makes weights that adds up to one, in percentages, and then try to add all these things up. That kind of methods are useful if you compare alternatives, but they don't give you an absolute answer. But now we are into technicalities. If you have two alternatives you want to assess against each other, then it may be a good thing to do. But if you want an absolute answer, it's nonsense. So I think a better thing is to write out the arguments, make them specific, try to quantify them, list them under the right heading, and draw the conclusions on that basis. Does that answer your question?

**Questioner 3:** Thank you.

**Moderator:** Yes please.

**Questioner 4:** Sorry, my English is not so good, but I experienced the evaluation of a project type technical cooperation two times. I evaluated the project by some of five principles, five DAC principles, but I didn't use relevancy. I am reluctant to use relevancy, because if we use it and the result is not so good, we will be fired by the people. Sometimes we will be fired by the board of governmental audit. I cannot catch the real meaning of the relevancy. Please explain.

**Mr. Samset:** Well, the relevancy is whether the objective we have chosen is good in relation to the real needs in society, because the problem is that when

you plan the project, the relevance may look completely logical and very justifiable. Five years after, it may be wrong. You're supporting a government institution. Three years after, there is a change of government, and the new government make emphasis on privatization. Then, your objective is not relevant any more. What do you do? Do you still keep on with the same project, or do you change it slightly? If you change it, it will be a completely different project. So you have a relevance problem.

Or take the water supply. We've had a decade of water supply projects now. That was decided in the U.N. General Assembly [at] the end of the 1970s, that every people on earth should have access to clean water, because that's totally logical. Now after ten years of spending millions and millions, and billions of dollars on that kind of project, it was discovered that maybe there is not a strong need for clean water. Maybe this isn't so consistent. It was discovered that there is a poverty line in societies, and if people are below that poverty line, they will never give priority to clean water, because everything else is much more important for them. But if you come along and say, do you want a water supply project, they will say yes, because who wouldn't? So you have investments in societies with these water supply projects, and it's a waste of money, because it doesn't correspond with people's priority. So the objective was not relevant in that kind of society, if they are below that poverty line. If they are above it, it's o.k. Then it's relevant. That's the thinking.

**Questioner 5:** I have a comment on your first remark, [that] this PCM does not help improving the planning. Actually it [did improve] the planning of JICA's technical assistance project, because in the past, many projects only stipulated functional activities and superb goals. In between, there are no objectives, clearly stated. So now, by using this PDM, the program officer will write different levels of objectives clearly, so that at least, objective levels, according to your remark, it's ambition levels, became clearer at least. So the next step is that sometimes the project purpose level is a summary statement of output rather than significant impact or development effect. So we have to be rather careful of stipulating the real project purpose, saying that it should

be sustainable benefits of the target group, for example. But this concept is still not well understood. That's my comment.

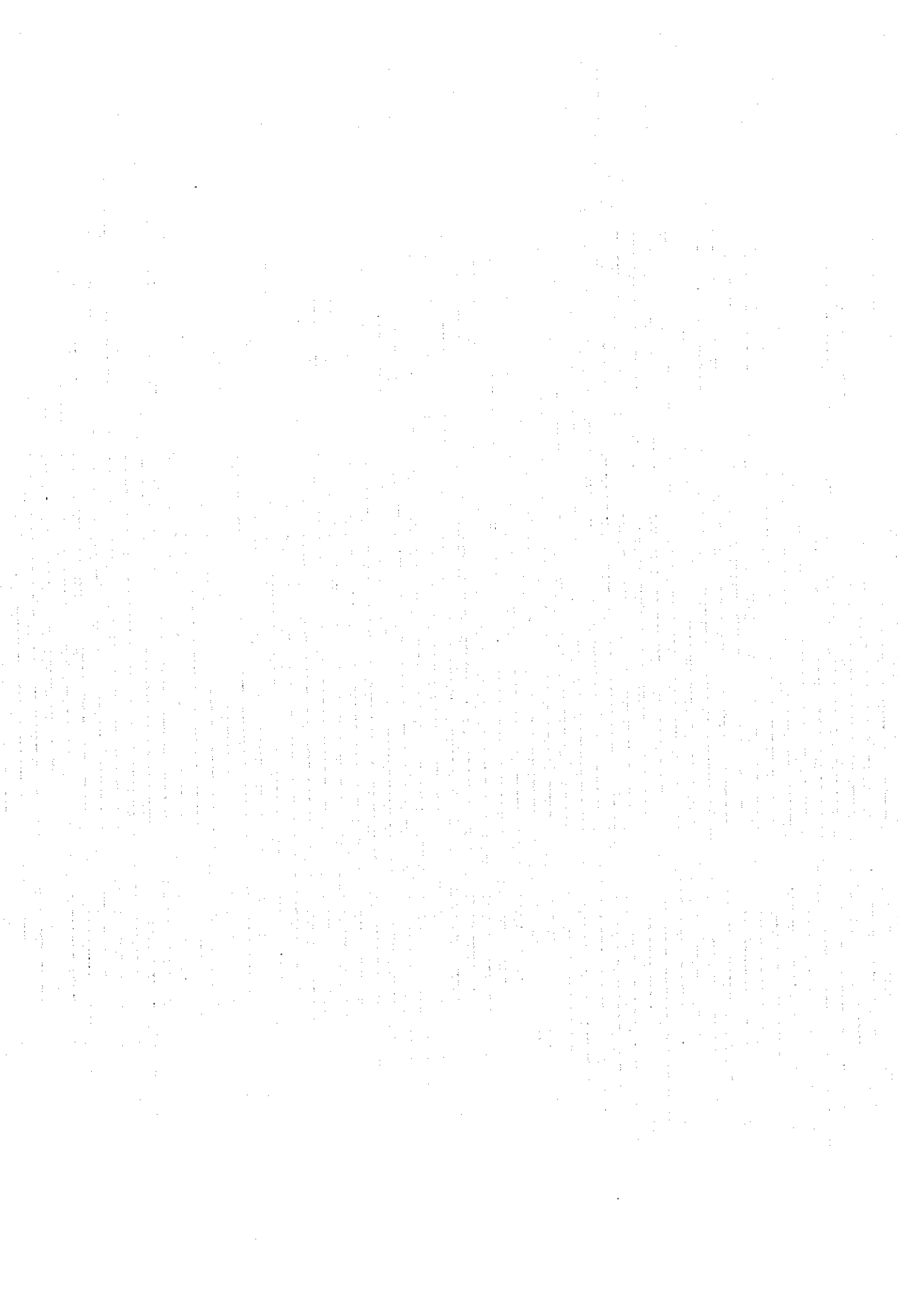
**Mr. Samset:** Well, this was, of course, a provocation to make sure that people are alert, to check whether or not people were alert. Whether PCM is a good planning method or not, it is a tremendous communication device. And that in itself justifies much of it, because it creates understanding among people, and make them part of the process and part of the product. So that's one part of it. And the other one is the ambition level, which is completely new, because in the old days, you decided maybe what kind of project you really want to support, and then you immediately started discussing what kind of equipment do you need, what kind of equipment, what kind of funds, what kind of cars do we need, instead of discussing what is the purpose of all this, what is the goal, what is the justification for it. So in that sense it is a good thing, because you changed all that, starting from the top and going downwards.

But from a scientific point of view, we can prove that the PCM method is not a good planning tool, simply by using the reliability test. Reliability in scientific terms is the test of whether the same result will be achieved twice using the same method. And if you use the same test on different groups with different moderators, our experience is that you very often get very different results. And that is an indication of low reliability. Our way of addressing that is to add these qualitative assessments to the process, and then, the whole thing improves. Then we get almost the same results every time.

**Questioner 5:** After the synthesis process?

**Mr. Samset:** Yes. So we just add another layer; qualitative assessments on top of the matrix. But then we don't put so much energy into designing the matrix. We start with an idea and then we test it out. It's a combination of two things.

**Moderator:** Well, the time is over. If there is another question, I'll accept one more. Well, there is no questions. Then, I would like to close this seminar. Thank you very much for your useful and significant lecture.



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