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Workshop on Objectives-oriented  
Project Planning, Dhaka, Bangladesh,  
2-7 December 1992

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R E P O R T

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## ABBREVIATIONS

BTMA	Bangladesh Textile Mills Association
BTMC	Bangladesh Textile Mills Corporation
LFA	Logical Framework Approach
OOPP	Objectives-oriented Project Planning
OVI	Objectively Verifiable Indicators
RMG	ready made garment
TIDC	Textile Industry Development Centre
UCEP	Underprivileged Children Education Programme

## 1. INTRODUCTION

The Objectives-oriented Project Planning (OOPP) Workshop, Dhaka, 2-7 December 1992. (XP/BGD/92/107) was carried out by the Programme and Project Appraisal Section. The primary objective was to acquaint staff from various ministries, development agencies and industrial associations of Bangladesh with the OOPP method and train them in applying it. Altogether 35 participants attended the workshop, the actual number of permanent participants was approximately 25-30.

The workshop took place at the Bangladesh Standards and Testing Institution; it was inaugurated by high-level representatives of the Ministry of Planning and the Resident Representative.

The workshop consisted of two parts. The first two days (2 and 3 December 1992) were devoted to the Logical Framework Approach (LFA) with particular emphasis on selected problems of preparing a project planning matrix (assumptions, indicators) and to a general presentation of the OOPP methodology. In this part the participants were also acquainted with the principles of integration of women's issues in project design and with activities and programmes of the Integration of Women in Industrial Development Unit (presented by a staff member of the Unit). In the second part (three days) the method was demonstrated on an actual case in the textile sector.

The demonstration of the method was not a simulation of a case but rather an actual case which brought about real conflicts of interest. The application of the method demonstrated well its effectiveness in revealing the conflicts and setting the project into a realistic environment. However, two factors precluded the exercise to become a full-fledged appraisal workshop:

(i) The demonstration was carried out with 8 participants from the textile sector who, however, did not represent all parties concerned by the problem area. Some of the invited participants could not attend the workshop (Ministry of Textiles), some were identified only at the stage of the participation analysis; in the case of a real appraisal workshop much more preparatory work would be needed to identify and select participants and ensure that they took part in the workshop.

(ii) The limited duration of 3 days (a standard appraisal workshop lasts 5 days) allowed for the demonstration of all steps involved in the process so that all elements of the Project Planning Matrix could be illustrated but not all of them could be worked out in the detail required for a full-fledged project. The total time available for the deliberations of the workshop was reduced also due to the fact that the workshop participants had to leave the venue at 3 p.m. to get home before sunset.

It should be noted that a standard appraisal workshop is conducted in a problem area which is known well in advance so that the participants can be selected accordingly. In this case the problem area was identified only in the course of the workshop itself; selecting the problem area took some time as well. The problem area for technical cooperation ("inadequate levels of skill and knowledge in the textile sector") was selected by the participants on the basis of a TSS-1 study "Strengthening backward linkages of ready made garment industries" (NC/BGD/92/025), the main findings and conclusions of which were presented by Mr. Eraneva, a UNIDO consultant.

This report covers the second part of the workshop only.

## 2. SELECTION OF THE PROBLEM AREA FOR THE WORKSHOP

The project document for the workshop stipulated that the demonstration of the OOPP method would be linked to the TSS-1 study "Strengthening the backward linkages with the ready made garment industry". The study was completed at the end of November 1992. Mr. A. Eraneva, who took part in the elaboration of the study as a UNIDO consultant, presented the main findings and conclusions of the study. With the application of the visualization technique (cards) the central problem at the sectoral level, its causes and effects were described as follows:

Central problem at sectoral level:

The textile industry does not provide the ready made garment (RMG) export industry with yarn and fabric at acceptable quality and price.

Causes:

- Low quantity of local production (local production does not meet local demand)
- Low quality of raw cotton
- Outdated and obsolete equipment
- Equipment badly maintained
- Low levels of skill and knowledge

Effects:

- Low level of foreign exchange earnings
- Low level of value added

There was some discussion about the validity of the data on local fabric demand but the main findings and conclusions of the study were accepted by the participants.

Having understood that the problem area for a more detailed problem analysis should provide the possibility of international technical cooperation the participants selected the problem "Low levels of skill and knowledge in the textile sector" to be the problem area to be analyzed. "Low levels of skill and knowledge" were interpreted as applying to all levels (operator-technician-manager).

## 3. PARTICIPATION ANALYSIS

Two distinct groups of institutions/agencies from the textile sector were present at the workshop:

Institutions providing training services:

- College of Textile Technology
- Textile Industry Development Centre (TIDC)

Users/beneficiaries of training services:

- Bangladesh Textiles Mills Corporation (BTMC)
- Specialized Textiles Mills Owners Association
- Bangladesh Sericulture Board

Strengths, weaknesses and expectations of the participants as identified at the workshop are presented in Annex 1. They resulted from the self-presentation of each participant and observations and comments made by other participants. BTMC is not described as its representative did not take part at the workshop at that time and his attitude was rather passive in general.

Special effort was made to assure the participation of organizations or institutions dealing with women-related programmes/projects. No such organizations exist in the textile sector itself. However, staff from the Ministry of Women's Affairs and UBINIG (an NGO which was involved in the preparation of the UNIDO report on women's role in the textile and garment industries in Bangladesh) participated in the workshop.

The participation analysis also revealed that there were quite a few other institutions/agencies potentially interested in the problem area:

- Ministry of Textiles
- Directorate of Textiles
- Bangladesh Textile Mills Association (BTMA)
- Bangladesh Handloom Board
- Underprivileged Children Education Programme (UCEP)
- College of Home Economics
- Several NGOs organizing training courses

The Ministry of Textiles and BTMA were invited to the workshop but did not attend; the others were identified only at the workshop. In case of an appraisal workshop the major parties concerned should be identified well in advance and their participation ensured.

#### 4. PROBLEM ANALYSIS

In the course of the problem analysis a starting problem was agreed upon and, subsequently, a problem tree of cause-effect relationships was worked out.

Each participant wrote one problem he considered to be in the centre of the problem area; clarification, integration and screening of the submitted cards resulted in three candidates for the starting problem:

- Low levels of skill and knowledge
- Inadequate training facilities
- Training is not enough practice-oriented

When discussing the above candidates for the starting problem their hierarchical relationship was clarified; it was understood that the problem "Low levels of skill and knowledge" covers a broader problem area than the other two problems. At this point it was necessary to explain several times that deciding on the starting problem does not imply any selection of the project objective. Having understood this principle the participants opted for a broader area for the problem analysis and agreed on the "Low levels of skill and knowledge" to become the starting problem for the problem analysis.

For the first level of causes the problem "Inadequate training facilities" was broken down by training facilities (College of Textile Technology, TIDC, training institutes/centres of the Directorate of Textiles, in-plant training) and additional problems-causes were identified. The problem tree was then completed with the use of problems identified in the



participation analysis ("weaknesses") and adding new causes/effects as proposed and agreed upon by the participants.

The problem tree is attached as Annex 2.

#### 5. OBJECTIVES ANALYSIS

The objectives analysis served as a basis for selecting the immediate objective of the project (the purpose of the project). As a first step the problems from the problem tree were converted into objectives. This step proceeded rather smoothly; particularly some participants learned well that the objectives should be expressed as reached/achieved desired changes and applied this principle consequently. As a second step several objectives were added to the objectives tree; as in similar cases elsewhere this experience also showed that the means-ends relationship seems to be easier for the participants to elaborate into more detail than the cause-effect relationship.

Once the objectives tree was considered as completed the discussion focused on the selection of an immediate objective for a technical cooperation project. The discussion was intense and reflected different interests and perceptions of the priorities. It was necessary to stress that the selection of the immediate objective must consider the ownership of the project and the scope of the available or presumed resources.

An agreement was reached that technical cooperation should focus on upgrading the College of Textile Technology and the Textile Industry Development Centre. For some time arguments were exchanged whether one project (covering both institutions) or two complementary but separate projects should be considered. In view of different Government bodies involved in the ownership of the project (Ministry of Textiles, Ministry of Education) it seemed more appropriate to consider two separate projects. On the other hand information was provided by some participants that both institutions may come under one umbrella soon. Yet another argument was that even under the present system a coordinated planning and implementation of one project by two Government bodies is possible.

In view of the absence of the Ministry of Textiles and the demonstration purpose of the exercise there was no need to decide on this issue; instead it was agreed that the method would be further demonstrated on a technical cooperation project for the TIDC.

#### 6. ALTERNATIVES ANALYSIS

It was agreed that all objectives pertaining to TIDC should be addressed. However, it was necessary to distinguish between objectives for which the project management could take responsibility and those which would be outside the control of the project management. Particularly important was the discussion on the motivation and personnel evaluation systems; it became clear that the legal status of the Centre (the level of its autonomy) would become a crucial factor of cost-effectiveness and sustainability of the project.

## 7. PROJECT PLANNING MATRIX (PPM)

On the basis of the analytical steps an outline of the PPM was elaborated (see Annex IV); for reasons explained above it was not intended to finalize it in the course of the training workshop.

While working on PPM the objectives tree proved to be the most useful source of reference and inspiration. A lesson can be learned that it is more important to have an objective identified and recorded than to have it perfectly positioned within the objectives tree.

To facilitate typing and printing of the PPM a PC/LogFRAME software (developed by TEAM Technologies Inc.) was used. It should be noted that the above software applies terminology which is usually used by donor agencies (goal = development objective, purpose = immediate objective).

### 7.1 Main project elements

The Immediate Objective, which had been selected by the participants in the course of the objectives analysis, was transferred from the objective tree to the PPM.

The objective in the objectives tree which was at the nearest higher level of effects of the Immediate Objective was transferred as the Development Objective.

As the project is an institution/capability building project the Output was formulated as "Training Department of TIDC strengthened" and described as a service module; the description of all components of the service module (functions, staffing, premises, ...) is outlined in Annex V. Demonstration of the service module elaboration seemed to be particularly important as it helped the participants understand better the difference between institution building and direct support projects.

Consideration of women in the main elements of the PPM was facilitated by several demonstrations applicable to institution building projects.

The Activities were only outlined because their formulation posed no problems to the participants; they will have to be complemented once the PPM is finalized. However, it was necessary to clarify that a differentiation must be made between measures and steps for which project management is responsible (-Activities) and those which are beyond the responsibility of the project management (-Assumptions). In this context intense discussion took place on the possibility of TIDC to decide on and introduce a new (adjusted) recruitment system. It was understood that this task could be under the responsibility of the project only if the legal status of TIDC were changed.

### 7.2 Assumptions

As mentioned above, the discussion of the Activities resulted in the formulation of an important assumption regarding the status of TIDC. It was acknowledged that TIDC must be given enough autonomy to decide on its recruitment and motivation system, on the market for its services, etc. Some participants felt that this assumption was so important that it could become a killer assumption. It was reported that steps were being taken to reposition the TIDC by releasing it from BTMC; however, the degree of autonomy to be

given to TIDC was not yet known. It was, therefore, suggested that a satisfactory degree of autonomy be considered as a pre-condition for launching the project. In fact it was proposed by some participants that the formulation of the project should not start unless the status of the Centre were changed. Consequently the status of TIDC and the degree of its autonomy should become the key issues to be followed up by the promoters of the project.

The Assumptions at the Output and Immediate Objective levels were formulated on the basis of the objectives tree (objectives not covered by the project were assessed as potential assumptions); some assumptions were added ("Management of the plant selects good candidates for training", "Trainees continue working in the textile industry"). Additional assumptions may be identified in the course of further elaboration of the project.

### 7.3 Indicators and means of verification

It was stressed that Objectively Verifiable Indicators (OVI) serve not only monitoring and evaluation purposes but they help understand better the objectives and outputs of the project. The indicators for the Immediate Objective related both to the quantitative performance of the Centre (number of trainees) and to the assessment of the quality of the training by the employers (improved performance by the trainees).

Selection of the Indicators for the Development Objective had to take into consideration the time needed for the impact to be observed. Impact indicators with long verification period ("Increased lifetime of the machinery") as well as those which may not be plausible because too many other factors are at work ("Increased supply of local fabrics to the garment industry") had to be dropped.

Indicators for the Output were derived from the description of the service module; they should reflect the achievement of the institutional capability in all its components.

Some indicators require a feedback from the industry in the form of questionnaires filled in by the management of selected plants. This was considered by the representative of the industry as feasible.

### 7.4 Inputs

Inputs can be specified only after all the activities have been outlined; they should specify inputs to be provided both by the owner (counterpart) and the foreign partner (UNIDO, UNDP...).

## 8. WORKSHOP EVALUATION

The workshop was evaluated at the final session; some participants wrote their comments on cards, some of them expressed their views in the discussion. All of them acknowledged the relevance of the method for project planning. The participants from the textile sector expressed unanimously their full satisfaction; some participants from the non-textile sectors regretted that they could not participate in the demonstration exercise as actively as the participants from the textile sector.

Several participants expressed appreciation of the WID element of the workshop; one participant specified that it was of utmost importance for the development of women in Bangladesh and that it had changed their attitude towards women.

Mr. Eraneva (UNIDO consultant), who participated at the workshop as a resource person, expressed his view that all large-scale or complex projects should be formulated on the basis of an OOPP workshop.

**College of Textile Technology**Strengths:

- Equipped with good workshops and laboratories
- Well qualified academic staff
- Able to attract meritorious students
- A good mechanical workshop

Weakness:

- Engineering contents of the courses are not wide enough
- Courses lack teaching of automation, automatic process control systems and applications of computers (like CAD, CAM and Instrumental colour match prediction and shade matching, etc.)
- Library is short of books and journals
- No autonomy
- Little feedback from industry
- Graduates have difficulties in communicating with technicians and operators
- Graduates do not have enough practical knowledge
- Very low percentage of female students (2-3 out of 50)

Expectations:

- Introduction of post-graduate courses
- Initiate R & D activities

**Textile Industry Development Centre (TIDC)**

- 30 professionals, out of which 16-18 trainers
- Departments:
  - Training
  - Testing and quality control (for BTMC)
  - Operation department (technical services)

Strengths

- Good premises; 10 acres of land
- 60 courses of 2 weeks duration
- 1000 trainees per year
- In-plant training courses

Weaknesses:

- 90% of trainees are from BTMC
- Low attendance (on average 15 instead of 50)
- Some fields not covered (knitting)
- No dormitories for women
- Low participation of women in the courses
- Training staff fluctuate

**Expectations:**

- Establishment of a R + D Division
- Introduction of consultancy services

**Specialized Textile Mills Owners Association****Strengths:**

- Good knowledge of the problems of industry

**Weakness:**

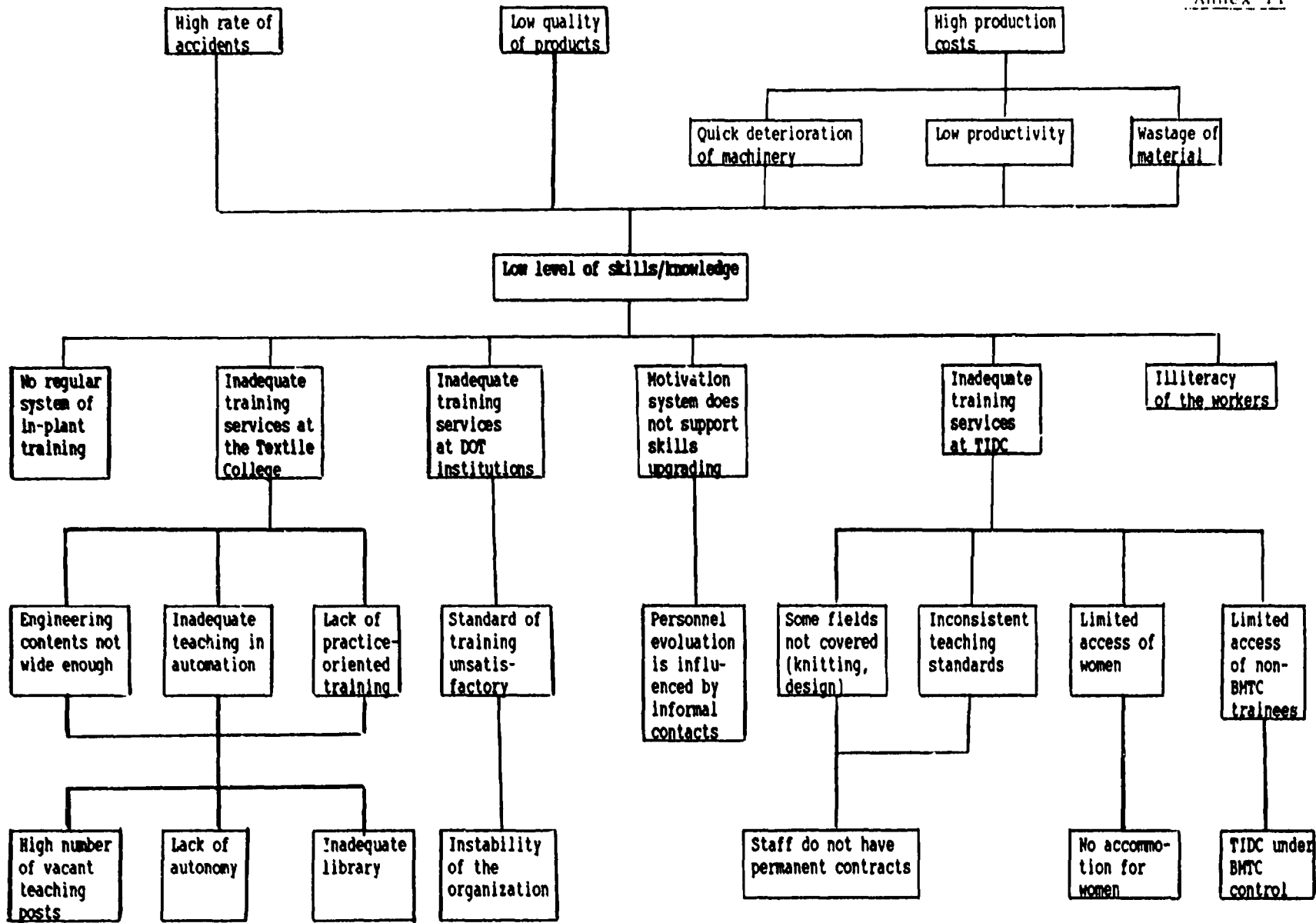
- Handling students (from the Textile College) during their 2-month practical exercise as "guests"
- Management (owners) of the mills/power looms, not acquainted with management practices

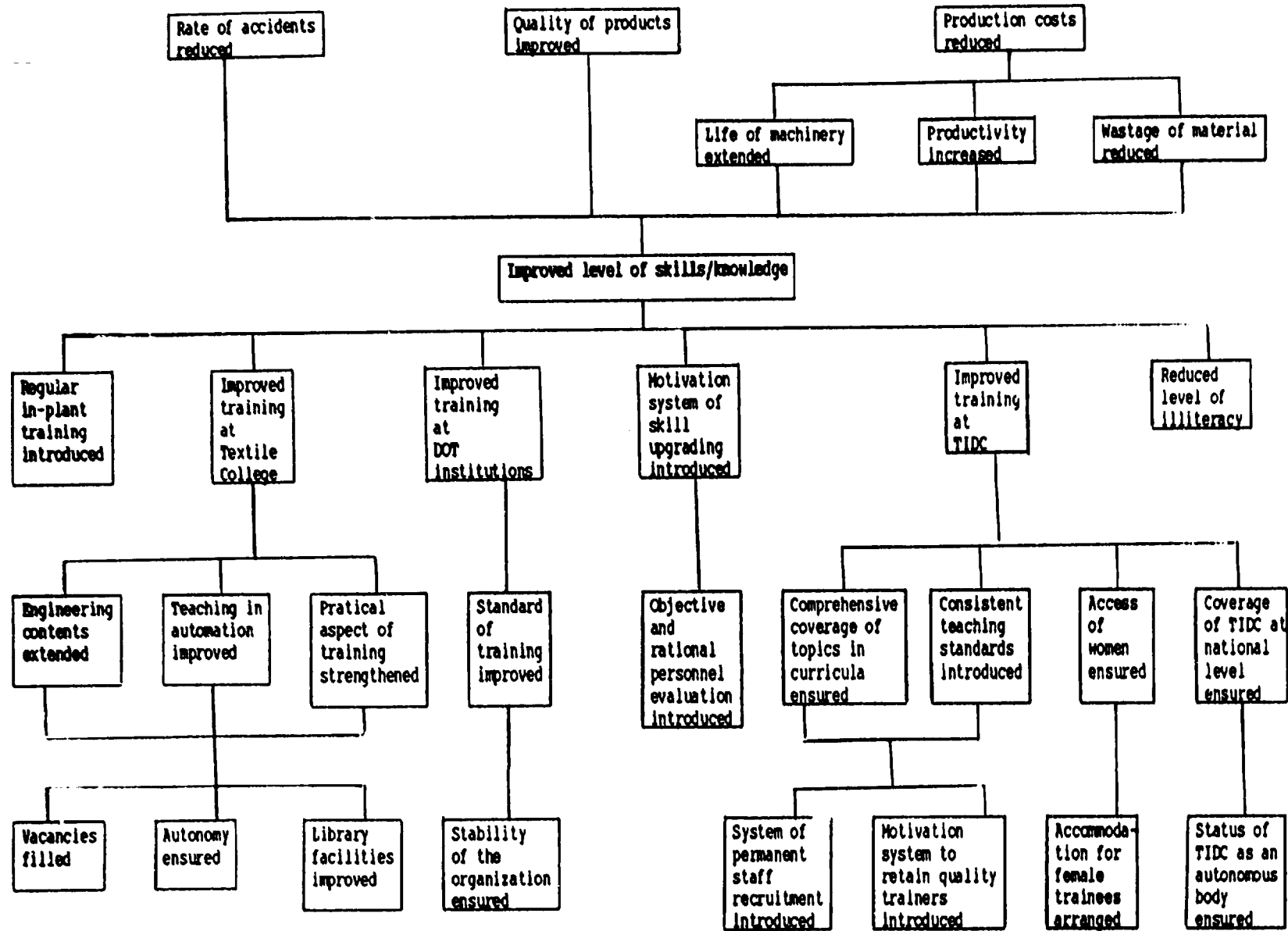
**Bangladesh Sericulture Board****Strengths:**

- Global demand for raw silk and silk fabrics increasing

**Weaknesses:**

- Mulberry plantation practices not up to the mark
- Cottage based raw silk reeling yields bad quality of yarn
- Fabrics woven mostly on primitive handlooms
- Design is not responsive to the taste of the market







Project name : TIDC  
 Est. Completion :  
 Date of Revision:  
 Design Team : ODP workshop participants

Narrative Summary (NS)	Measurable Indicators (MI)	Means of Verification (MV)	Important Assumptions
<p>Goal:</p> <p>1 To improve the levels of skill and knowledge in the textile industry</p>	<p>1.1 Share of workforce with formal training in selected textile mills increased by... % in ... (year)</p> <p>1.2 Wastage of material in selected textile mills reduced by... % in ... (year)</p> <p>1.3 ...</p>	<p>1.1 Questionnaires filled in by selected textile mills</p>	<p>(Goal to Supergoal)</p> <p>1.1</p>
<p>Purpose:</p> <p>1 To improve training services of TIDC to the textile industry</p>	<p>1.1 (A number of) trainees (% female) trained in ... (field) in... (year)</p> <p>1.2 similar indicators for different fields/forms of training</p> <p>1.3 Improved performance in ... (field) by ... (%) by the trainees</p>	<p>1.1 Records of TIDC</p> <p>1.2</p> <p>1.3 Questionnaires filled in by selected textile mills</p>	<p>(Purpose to Goal)</p> <p>1.1 College of textile Technology is upgraded</p> <p>1.2 Training at DOT centres is upgraded</p> <p>1.3 Regular in-plant training is introduced</p> <p>1.4 Motivation system of skill upgrading is introduced</p> <p>1.5 Trainees continue working in the textile industry</p>
<p>Outputs:</p> <p>1 Training Department of TIDC strengthened (for details see Annex V)</p>	<p>1.1 (A number of) training staff with qualification s... (specify) in... (the last year of the project)</p> <p>1.2 Curricula for the training courses (specify) prepared</p> <p>1.3 New equipment (specify) installed</p> <p>1.4 Dormitories for female trainees in operation</p> <p>1.5 Naming list compiled</p> <p>1.6 Board of Directors meeting regularly (specify)</p> <p>1.7 Fee system approved by the Board of Directors</p> <p>1.8 Motivation system approved by the Board of Directors</p>	<p>1.1 Reports and records of TIDC</p>	<p>(Output to Purpose)</p> <p>1.1 Management of the plants select good candidates for training</p>
<p>Activities:</p> <p>1.1 Establishment and nomination of the Board of Directors</p> <p>1.2 Preparation of an amended recruitment system</p> <p>1.3 Approval of the adjusted recruitment system</p> <p>1.4 Recruitment of the personnel</p> <p>1.5 Preparation of the curricula for ...</p> <p>1.6 Preparation of detailed plans for the construction of premises</p> <p>1.7 Construction of the premises</p> <p>1.8 ...</p>	<p>Inputs/Resources:</p>	<p>1.1</p>	<p>(Activity to Output)</p> <p>1.1 Legal status of TIDC is changed</p>

Service module: TRAINING DEPARTMENT OF T I D C

(An outline to be worked out in detail once the project is formulated.)

1. Functional services to be additionally performed:

- Training courses in knitting (duration, number per year) for (specify the participants; gender)
- Training courses in garment design (duration, number per year) for (specify the participants; gender)
- Specify the changes (increase, extension, quality improvements) in the on-going training courses

2. Staff composition and skills

- Number of training staff will increase by approx. 25. Specify the qualifications and gender

3. Methodologies

- New curricula for the training courses in knitting and garment design
- Updated curricula for training courses in... (specify)
- Guidelines for demonstration of selected (specify) operations

4. Premises and facilities

- Dormitories and facilities for female participants (quantify)
- Premises for new machinery (specify and quantify)

5. Equipment and supplies

- Selected pieces of equipment to complement the present facilities (specify)
- Contracts concluded with selected plants on the use of their machinery for training purposes (specify)

6. Market and marketing

- Regular contacts with mill associations (specify)
- Regular contacts with women's organizations (specify)

7. Management/financing

- Autonomous legal status
- Board of directors consisting of ... (specify)
- Fees for training services to cover part of the operating costs (specify)
- Subsidy from the budget (specify)

Programme of the workshop (second part: demonstration)

Saturday, 5 December

- a.m. - Clarification of the purpose
- Presentation of the findings and conclusions of the TSS-1 study
- Selection of the problem area for a TC project
- Brief presentation of the OOPP method
  
- p. m. - Participation analysis

Sunday, 6 December

- a.m. - Problem analysis
  
- p.m. - Objectives analysis
- Alternatives analysis

Monday, 7 December

- a.m. - Project Planning Matrix (PPM)
  
- p.m. - Evaluation of the workshop