




Project Plan for “Winning the Peace After Winning the War”

(from the Sultanate of Oman)

Based on the Logical Framework Approach to Strategic Project Management

	<i>Objectives</i>	<i>Measures</i>	<i>Verification</i>	<i>Assumptions</i>
 <i>Goal</i>				
 <i>Purpose</i>				
 <i>Outcomes</i>				
<i>Inputs</i>				





Adapted from: *Strategic Project Management Made Simple: Practical Tools for Leaders and Teams*

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The “LogFrame,” a strategic and project planning and action tool, helps leaders and teams design sound projects by systematically answering the *Four Critical Strategic Questions*:

-  1. What are we trying to accomplish and why?
-  2. How will we measure success?
-  3. What other conditions must exist?
-  4. How do we get there?

The answers to these questions are embedded in the LogFrame cells, and the cells interact with each other in a dynamic fashion.

The LogFrame offers a flexible planning and execution framework that links project deliverables with strategic intent.

To learn more, review our 4-page Special Report “*Turn Strategy Into Action*,” free on our website.

Winning The Peace After Winning the War

In the mid 1970s, the Southern Region in the Sultanate of Oman, known as Dhofar, was wracked by Chinese—backed insurgents from Yemen who organized the local population to rebel against the government. After years of low-level skirmishes and a few serious battles, the war was settled. The government found a winning strategy that encouraged most of the enemy (“*adoo*”) to surrender - they paid them in cash to lay down their arms and be good.

Having won the war, attention then shifted to “winning the peace,” a tougher job. The strategy for doing this was to develop the community infrastructure, which would encourage people to permanently settle down and villages to become established. At the time, much of the population was nomadic, without permanent homes. The nomadic Omanis were forced to move their herds around in search of water. The government believed that by digging deep boreholes—thus creating a year round water source—people would settle down and communities would develop.

The government would also set up schools, health clinics, government offices, mosques, markets, and other services. This new physical and institutional framework would lead to social, economic and political stability, which would produce a stable environment for social, economic, and political advancement.

The author served as a consultant and advisor to His Excellency The Wali/Dhofar and other Omani officials responsible for designing and implementing this program. Over a six week period, he guided teams in preparing a master Logical Framework. The copy which follows was reproduced essentially verbatim from the original documents, hand-drafted on vellum in both English and Arabic. It provides a good example of how the LogFrame can describe and clarify an ambitious and complex program.

Notice the quality and breadth of measures at the Purpose and Goal levels. Notice also how the Inputs / Activities are stated very briefly, reinforcing the intent of this document as a strategic plan, not an operational plan.

The good news: The program was successful and today Oman remains a moderate, progressive, pro-western Arab nation.

Logical Framework for Winning the Peace after Winning the War

This detailed LogFrame example shows long-term strategies for establishing peace through community development in the Sultanate of Oman, a pro-western ally adjacent to Saudi Arabia.

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OBJECTIVES	SUCCESS MEASURES	VERIFICATION	ASSUMPTIONS
<p>GOAL: Stable environment in which social and economic conditions improve throughout Southern Region/Dhofar.</p>	<p>GOAL MEASURE:</p> <p>1. Literacy rate improves:</p> <p>a. Percentage of persons who can read and write at 3rd grade level increases from ____% in 1977 to ____% in 1982.</p> <p>2. Health standards improve:</p> <p>a. Percentage of population affected by diarrhea, tuberculosis, trachoma, and other high-incidence illnesses and diseases declines from ____% in 1977 to ____% in 1982.</p> <p>3. Security situation improves:</p> <p>a. Percentage of population carrying weapons declines from ____% in 1977 to ____% in 1982.</p> <p>b. Military incidents and injuries or death resulting from armed conflict declines from ____% in 1977 to ____% in 1982.</p> <p>c. Number of enemy "adoo" who have not surrendered declines from 1977 estimate of ____ to a number which is effectively nil by 1982.</p> <p>4. Economic well-being improves:</p> <p>a. Average per capita income from productive work activities reaches ____ by 1982.</p> <p>b. Income distributed such that percentage of population at or below "marginal" level as defined by government is less than ____% in 1982.</p> <p>c. ____ persons employed in livestock, agriculture and fisheries by 1982. ____ persons employed in ____ enterprises which are non-agriculture or fishing by 1982.</p>	<p>1. Ministry of Education figures and estimates.</p> <p>2. Ministry of Public Health figures and estimates.</p> <p>3. Ministry of Defense figures and estimates.</p> <p>4. OHEW figures and estimates.</p>	<p>Assumptions to reach Goal:</p> <p>1. Providing direct improvements in the health, education and economic status of Dhofaris will result in the support of the government, rejection of insurgent influence and national unification and stability.</p> <p>2. Maintaining population in the Jebel, Negd and coastal areas and preventing mass migration to Salalah is essential. Providing direct services to those areas is a means of encouraging permanent settlements and the development of communities.</p>

OBJECTIVES	SUCCESS MEASURES	VERIFICATION	ASSUMPTIONS
<p>PURPOSE: To "Win the peace": Rural communities throughout the province of Dhofar accept and use the new physical and institutional framework for social, economic and political advancement.</p>	<p>PURPOSE MEASURES:</p> <p>Measures of Social Advancement:</p> <ol style="list-style-type: none"> No immigration. Civilians outside Salalah choose to remain in their native villages rather than come to Salalah. Rural population is between 20,000 and 30,000 persons and not declining. Increase in self-help activities undertaken by Dhofaris at their own initiative without government pay: <ol style="list-style-type: none"> ___ cattle troughs constructed by June 1978. ___ solid permanent houses constructed by June 1978. Visible evidence of other camel productive activities. Increased social activities and interaction between individual tribes and villages...football games, camel races, etc. <p>Measures of Economic Advancement:</p> <ol style="list-style-type: none"> Increased trade (e.g. beef production) between Salalah and Jebel villages. Plans established for not less than ___ village-based business services or manufacturing enterprises. <p>Measures of Political Advancement:</p> <ol style="list-style-type: none"> Increased use of government services by the Jebel, Negd and coastal Dhofaris and increased quality of services provided by the government. <ol style="list-style-type: none"> <u>School attendance increases</u>—attendance by able-bodied adult population between ages 17 and 50 reaches 25%, attendance by youth ages 7 to 16 reaches 70%, youth enrollment includes minimum of 40% female. <u>School relevancy and quality increase</u>— at least 4 special sessions are held in 20 schools dealing with important topics. Sessions will include speakers from relevant departments of the Wali's office or ministries, who will provide practical concepts and guidance relating to: <ul style="list-style-type: none"> Effective water use and conservation, nutrition and hygiene. Preservation of natural plant resources and ecology on the Jebel. Management of livestock resources & other appropriate topics. <u>Health services utilization increases</u>— ___% of overall rural population visits health centers; 80% of population with serious illness or injury or disease visits health centers. <u>Health services quality increases:</u> <ul style="list-style-type: none"> Hours in which services are provided outside Salalah increases from ___ per week in Jan '77 to ___ per week in June '78 as local health aides are trained and return to communities. Increasing number of medical needs are resolved by local health aides without assistance of outside doctors. Services provided by Ministry of Health (beginning August 1977) shift from first aid type services to preventative medicine (such as inoculations, urinalysis, blood tests, x-rays, etc.). Civil Aid Department (CAD) decreases its coordinating role as other ministries and departments take on full responsibility for providing direct services. <ol style="list-style-type: none"> Civil Aid coordinators for essential services (educational, health, social, welfare, communications, etc.) transfer employment to appropriate ministries and departments and continue role of providing services. Local representatives (Naib Walis, Mandoobs, teachers, health aides, etc.) deal directly with appropriate ministries and departments. 	<p>EVALUATION IN JUNE OF 1978:</p> <ol style="list-style-type: none"> Occupancy of temporary Jebeli headquarters in Salalah declines. Physical observation and interviews with Mandoobs and Naib Walis. Mandoob and Naib Wali interviews. <ol style="list-style-type: none"> Ministry of Commerce Ministry of Commerce <ol style="list-style-type: none"> Ministry of Education statistics and CAD estimates. Ministry of Education statistics and CAD estimates. <ol style="list-style-type: none"> Ministry of Public Health statistics and CAD estimates. Ministry of Public Health statistics and CAD estimates. <ol style="list-style-type: none"> Joint assessment by CAD, OHEW and affected ministries and departments. 	<p>Assumptions to achieve Purpose:</p> <ol style="list-style-type: none"> No incidents occur which increase the popularity or viability of insurgent movement. Economic dislocations caused by subsidy programs do not prevent emergence of a stable, peace-time economy. There are adequate human and natural resources for creating new businesses and enterprises other than fishing, cattle or agriculture. Ministries will effectively coordinate their programs with each other. School facilities above Grade 3 will be established in Salalah by Ministry of Education. Reasonably accurate and valid 1977 baseline estimates and projected targets for 1982 will be made by concerned agencies by June 1977. Resources of the Firqa (British military forces) can be appropriately utilized and integrated in the overall development of the Southern Region.

OUTCOMES:	OUTCOME MEASURES:		Assumptions to achieve Outcomes:
<p>1. Water supply and distribution systems established for human and animal consumption.</p> <p>2. Primary education services established to reach youth and adult male and female population.</p> <p>3. Basic Health services provided.</p> <p>4. Communication services established linking outlying population centers with Salalah.</p>	<p>1. Water supplied through boreholes, natural sources and bowser (truck) distribution provides adequate quality and quantity of water to meet human and animal needs 98% of the time.</p> <ol style="list-style-type: none"> 54 boreholes and pumps established and maintained at 30 locations by Jan 1977. Each location includes storage facilities, cattle troughs, washing points and trained pump operator. Roughly 25 natural water sources and catchment areas improved by June 1978. Routine maintenance provided at 103 boreholes and pumps on a regular basis schedule every 2 weeks; breakdowns restored to operating condition within 2 days. <p>2. Basic primary education services are available within 10 kilometers to 60 % of population and focus on providing basic reading, writing and other practical knowledge.</p> <ol style="list-style-type: none"> 16 schools constructed to "basic design" to accommodate 960 pupils by June 1978. 18 schools constructed to "M.P.W." design to accommodate 2,280 pupils by June 1978. Pupil enrollment includes approximately 30% adults and 70% youths (ages 7 to 16) and minimum of 40% female. 76 qualified teachers in place and teaching by June 1978. <p>3. Basic health services are regularly provided at scheduled periods and properly treat majority of cases.</p> <ol style="list-style-type: none"> Flying and road doctor services visit 37 centers on a weekly basis to provide "first aid" treatment in January 1977; services of doctors extended to 50 centers by June 1978. 18 local health aides trained to treat majority of first aid cases in place by June 1977. Services provided by non-local doctors increasingly shift to preventative rather than first aid care. <p>4. Communications services adequate for transporting persons, goods and information on a timely and reliable basis.</p> <ol style="list-style-type: none"> 207 kilometers of track constructed to meet civilian and military requirements by December 1976. 200 additional kilometers of all-weather road constructed to meet civilian requirements by December 1978. 360 monthly flying hours by aircraft and helicopter transport some 250,000 kilos of freight and 1,300 passengers to 21 countries. 27 government centers in direct radio or radio-telephone communications with office of H.E. The Wali/Dhofar by December 1977. 	<p>1. Works Department records and survey of population.</p> <p>2. Works Department and Education Ministry records physical inspection.</p> <p>3. Ministry of Public Health figures and random sample of population.</p> <p>4. CAD, Ministry of Defense, Ministry of Communication and OHEW figures physical inspection.</p>	<ol style="list-style-type: none"> His Excellency The Wali/ Dhofar and other government officials willing and able to reduce and eliminate government subsidies and handouts. Dhofaris accept government presence. Dhofaris understand that government cannot continue to give everything that is requested and begin to undertake and complete projects on a self-help basis. Dhofaris willing to enter work force and hold jobs. Infrastructure improvements (roads, boreholes, buildings, etc.) do not result in serious degradation of the Jebel ecology (e.g. erosion). Separate but related projects (such as cattle purchases by Garzair Farm) achieve their Objectives. Facilities will be maintained in proper operating condition. Locally-initiated water and building permits administered by government centers.

<p>5. Marketing services provided.</p> <p>6. Religious facilities provided.</p> <p>7. Basic relief services provided to recently liberated areas.</p> <p>8. Offices and living facilities constructed for government and local political officials.</p> <p>9. Ministries and government departments providing services directly to the people without CAD involvement.</p>	<p>5. Basic foodstuffs and commodities required by population are available in villages; trips to Salalah for shopping are not required for essentials.</p> <p>a. 102 shops at 30 centers providing basic foodstuffs and commodities at fair prices by January 1977; extended to 200 shops at 50 centers covering all of Dhofar by June, 1978.</p> <p>6. 36 small and large mosques constructed by June 1978 in rural villages. This construction provides virtually all villages and settlements with a mosque of appropriate size for the population.</p> <p>7. Items and services provided to meet immediate relief needs for food, shelter, clothing, medicines, etc. Areas for distribution of services, length of time services distributed and type of services provided determined by H.E. The Wali, in accordance with political and social criteria.</p> <p>8. Offices of sufficient size and quality to carry out government business efficiently. Living facilities are of simple design which permit comfortable but basic existence. All facilities in place by June 1978.</p> <p>a. Residence for Naib-Wali built at 15 government centers.</p> <p>b. Government offices built at 15 government centers.</p> <p>9. Ministries and departments accept an increasing share of the workload and coordinating function for providing services (including regular collection and analysis of program data) as CAD decreases its role. By June 1978, the CAD role is nil and the department is abolished.</p> <p>a. By June 1977, each ministry/department has authorized budget, required staff and specific operating plans to provide the services for which it is responsible.</p> <p>b. Five CAD coordinators have been trained in special areas (health, education, social welfare, communications and other services) and transfer employment to ministries and departments by March 1978. Local representatives know which ministry or department officials to work with.</p>	<p>5. Physical verification and survey of population.</p> <p>6. Ministry of Public Works records and physical inspection.</p> <p>7. CAD and Wali assessment.</p> <p>8. Ministry of Public Works records and physical inspection.</p> <p>9. Joint assessment by CAD, OHEW and affected ministries and departments. Survey of local political officials.</p>	<p>9. Specialized technical training (e.g., how to build a solid house) will be available and provided to Dhofaris as needed.</p> <p>10. Government will encourage female participation in education and other programs.</p> <p>11. Specific projects will be developed to define alternative sources of income, production and industrial activity in Dhofar.</p>
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ACTIVITIES: How team will produce Outcomes			Cost by Year and Activity Millions of Rials		Assumptions for Activities
Action Steps	Responsibility	Funding Resources	1977	1978	
1. WATER SUPPLY & DISTRIBUTION					<p>1. Local political structure has willingness and bureaucratic skills to deal directly with the various ministries and departments.</p> <p>2. Ministries and departments are willing and able to accept their responsibilities to provide necessary services.</p> <p>3. Ministers and other officials in Muscat realize importance of the program, understand its objectives and provide necessary budget and staff support.</p> <p>4. Reasonably accurate baseline data can be collected by June 1977. Ministries and departments will include collection and analysis of data as part of their on-going programs.</p>
1.1 Well drilling	Water Dept.	Ministry of Foreign Affairs	2.0	1.0	
1.2 Improvement of existing water sources	Works Dept.	Office of H.E. The Wali/Dhofar	1.06	0.03	
			Sub Total	3.06	
2. EDUCATIONAL SERVICES					
2.1 Large school construction	Ministry of Public Works	Ministry of Foreign Affairs	1.0	0.55	
2.2 Small school construction	Works Dept.	Office of H.E. The Wali/Dhofar	0.1	0.05	
2.3 Teachers' Accommodation	Ministry of Public Works	Ministry of Foreign Affairs	0.3	0.10	
			Sub Total	1.40	
3. HEALTH SERVICES					
3.1 Large health clinic construction	Ministry of Public Works	Ministry of Foreign Affairs	0.3	0.25	
3.2 Small health clinic construction	Works Dept.	Office of H.E. The Wali/Dhofar	0.1	0.05	
3.3 Flying Doctor aircraft	Ministry of Defense	Office of H.E. The Wali/Dhofar	0.05	0.03	
3.4 Accommodation	Ministry of Public Works	Ministry of Foreign Affairs	0.3	0.10	
			Sub Total	0.75	
4. COMMUNICATIONS SERVICES					
4.1 Road construction	Ministry of Communication	Min of Communication & Min of Foreign Affairs	10.0	15.0	
4.2 Air Transportation	Ministry of Defense	Office of H.E. The Wali/Dhofar	0.04	0.02	
4.3 Radio Communication Network	Ministry of Diwan	Ministry of Communication	0.05	0.05	
			Sub Total	10.09	
5. MARKETING SERVICES					
5.1 Shop/Suq construction	Ministry of Public Works	Ministry of Foreign Affairs	0.2	0.13	
5.2 Shop/Suq construction	Works Dept.	Office of H.E. The Wali/Dhofar	0.1	0.06	
5.3 Direct subsidies	Civil Aid Dept.	Office of H.E. The Wali/Dhofar	0.05	0.05	
5.4 Logistic support (transportation)					
5.4.1 Air	CAD/Min of Defense	Office of H.E. The Wali/Dhofar	0.10	0.065	
5.4.2 Road	CAD/OHEW	Office of H.E. The Wali/Dhofar	0.17	0.17	
			Sub Total	0.62	
				0.475	

6. RELIGIOUS SERVICES				
6.1 Large Mosque construction	Ministry of Public Works	Ministry of Foreign Affairs	0.45	1.70
6.2 Small Mosque construction	Works Dept.	Office of H.E.The Wali/Dhofar	0.10	0.05
			Sub Total	0.55
				1.75
7. BASIC RELIEF SERVICES				
7.1 Tents, Blankets, Food, Equipment, etc.	Civil Aid Dept.	Office of H.E.The Wali/Dhofar	0.20	0.20
			Sub Total	0.20
				0.20
8. OFFICES & RESIDENCES				
8.1 Residences	Ministry of Public Works	Ministry of Foreign Affairs	0.60	0.25
8.2 Naib Wali Office	Ministry of Public Works	Ministry of Foreign Affairs	0.50	0.50
8.3 Government Offices	Ministry of Public Works	Ministry of Foreign Affairs	0.10	0.50
8.4 Aslars	Ministry of Public Works	Ministry of Foreign Affairs	1.00	0.62
			Sub Total	2.20
				1.87
Basic Infrastructure & services for all sites (utilities, generators, sewage, road paving, water storage, etc.)	Ministry of Public Works & Works Dept	Ministry of Foreign Affairs & Office of H.E.The Wali	4.10	2.20
Contingencies			1.00	0.86
			Sub Total	5.10
				3.06
			Total	23.97
			Total Project Cost	48.585