

# **EVALUATION REPORT ON JICPA**

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## **Introduction**

The present document presents the results of an evaluation requested of the author, approached as a consultant, by JICPA. Stated simply, evaluation consists in comparing results obtained to fixed objectives and available means. In the interest of efficiency, the procedure is sometimes formalised.

As a model to conduct the study, the consultant made extensive use of the method referred to as that of the “logical framework”, worked out by Services of the European Commission and widely shared by the important international institutions of aid to development. One of the essential conditions of success for JICPA being the mobilisation of financial resources and thus the efficiency of requests for funding, it seems wise to become familiar with, and, if necessary, take into account the methods used by the sponsors.

The evaluation report covers five principal areas:

The first recalls the terms of reference of the contract binding the consultant to the organisation having commissioned the study, the second presents the methods adopted and the concepts utilised; the third presents the setting up and institutionalisation of JICPA as an association. The fourth attempts to pinpoint the strengths and weaknesses of projects making up JICPA's programme, the fifth presents the conclusions and accompanying recommendations which the consultant suggests to the interested parties to aid them in their ambition to relaunch JICPA.

A series of documents useful for the understanding of the report, but which would have added unnecessary weight to the core text, will be found as annexes completing the five principal parts.

Beyond the challenges attendant upon an evaluation of an initially ill-defined subject, the major difficulty experienced by the consultant consisted in the fact that he had no opportunity to benefit from visits and interviews in situ in libraries and archives of the JICPA network, supposedly the principal participants and beneficiaries of the JICPA ambition. The “gentleman's agreement” between JICPA and the consultant provided no means for this. However, profiting from a colleague's stay in Kenya, the latter was able to gather information at the National Archives of Kenya in Nairobi. An inside view of the institution housing the Executive Secretariat of JICPA and reputed to be one of the leading ones of its kind in Sub-Saharan Africa was indispensable.

As a professional in the field of conservation, the consultant has drawn upon knowledge acquired thanks to familiarity with the milieu of archives and libraries to conduct the study.

## **1. Review of the terms of reference**

### **1.1 What is JICPA?**

The joint IFLA/ICA committee for preservation in Africa is an international professional and non-governmental organisation. It is apolitical (See Annex 2, «Constitution of JICPA»).

JICPA was founded in Dakar, in Senegal in February 1996. The committee was set up as a joint effort of the International Council of Archives (ICA) and the International Federation of Library Associations and Institutions (IFLA). It results directly from Recommendation no 1 of the Pan-African Conference on preservation and conservation in libraries and archives held in Nairobi, Kenya in 1993.

The objectives of JICPA are the same as those of the IFLA Core Programme on Preservation and Conservation and those of the ICA Committee on preservation for archival materials (See Annex 5, Programme for JICPA for the period 1996-1998)

### **1.2 Terms of reference for the evaluation**

The terms of reference submitted to the consultant comprise five points:

1. Examine the objectives of JICPA as presented in its draft constitution and its documents relative to the founding of its organisation.
2. Study the reports on its projects /programmes and activities conducted under the auspices of JICPA taking account, if possible, of the point of view of participants and resource persons.
3. Analyse the final activities report of JICPA and any other important report.
4. Carry out an evaluation of JICPA's programmes and activities for the period from 1996 to 2002, focussing on the approaches and methods used to obtain the objectives of the organisation and propose improvements for the future.
5. Submit the evaluation report to JICPA's Secretary not later than the end of November 2002.

Following email contacts between Ms. Varlamoff and the consultant, these terms of reference were sent on to the consultant again by email by the Secretary of JICPA, Mr. Musembi. No formal contract was signed but the terms of the contract were discussed by the Secretary and the consultant. They are thus essentially based on mutual trust between the interested parties (See Annex 1, Terms of Reference).

## **2.Methodology**

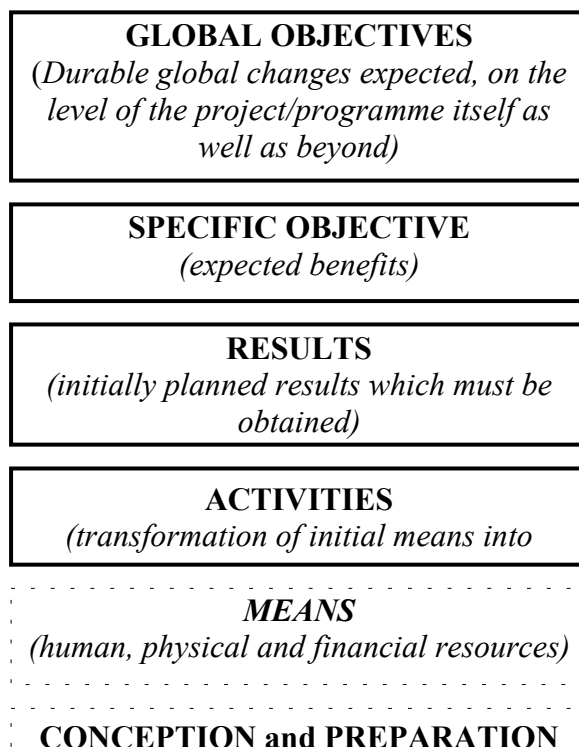
### **2.1 The logical framework**

According to the approach adopted by the European Commission in its programmes, the *logical framework* is a methodological approach, a sort of grid for the analysis of the coherence of projects, programmes or policies; it comprises four principal levels: global objectives, the specific objective, results and activities. The *logical framework* is useful for setting up a project, as well as for carrying out its implementation and evaluation.

With the exception of a few details in terminology, this grid for presentation and analysis is used today by most funding institutions.

The following diagram briefly explains the *logical framework*.

### **Levels of the logical framework**



## **2.2 Criteria of evaluation in the logical framework**

The logical framework method defines five criteria for the evaluation of a project: pertinence, effectiveness, efficiency, impact, and viability.

The **pertinence** of a project is measured in relation to the quality of the analysis of the context in which it proceeds. The key question: «do the objectives correspond to identified problems and to real needs, rather than hypothetical ones?»

**Effectiveness** has to do with the problem of whether the means are adequate in relation to the programme and achieved activities. The key question: «has the project been carried out in the optimum fashion?»

**Efficiency** is a direct measurement of the attainment of the specific targeted objectives; the question is: « what is the additional advantage generated by the project? »

In the terminology of the logical framework, the key question for measuring **impact** is: « Have the benefits obtained, affecting the persons targeted, had a greater global effect on a greater number? »

Finally, the criterium of **viability** serves to measure the long term benefit of the project; the key question: «are the positive results of the project likely to continue after the end of external financial backing? »

The following diagram situates each of these criteria in comparison to the different levels of the logical framework.

**Evaluation criteria**

**Impact and viability**

(depend largely on risks, hypotheses and conditions beyond direct control)

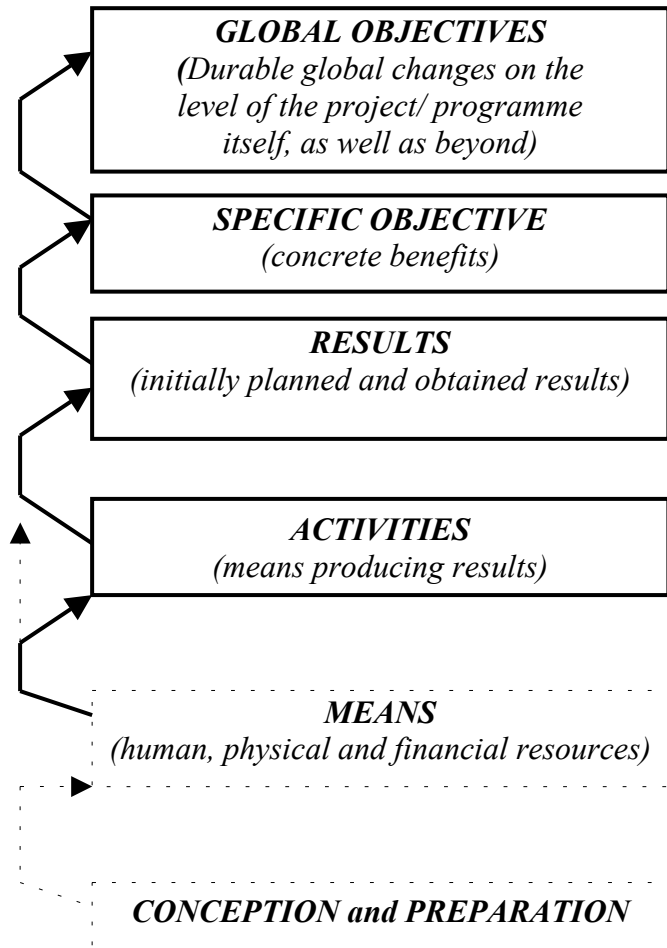
**Efficiency**

(depends on risks, hypotheses and any other circumstances resistant to direct control)

**Effectiveness**

the adequacy of means for activities in order to obtain results (hypotheses, risks, and conditionalities under direct control of the sponsors)

**Pertinence** in comparison with real identified problems or needs



### **3. Creation and institutionalisation of JICPA**

The analysis of the various documents on which this evaluation is based brings to light two kinds of projects/programmes developed since the concept of JICPA was first discussed at the Pan African Conference in Kenya in 1993. The first is the creation and institutionalisation of JICPA; the second concerns the projects of JICPA included in its programme of activities.

The consultant had to interpret the JICPA documents in order to try fitting them into a “grid” according to the methodology of the *logical framework*.

#### **3.1 General objectives**

One regards as JICPA general objectives those listed as such in its statutes. They are condensed into six points as follows:

1. Mobilise professionals in libraries, archives, and related institutions, in order to undertake awareness-raising activities at the institutional level, whether national or international. The Committee should organise awareness-raising campaigns on the importance of preserving a nation's documentary heritage, regardless of the professional framework and of the rules governing access to this heritage; the Committee should also promote preservation programmes.
2. Support training programmes and promote formal and informal education and training on the daily care of publications and archival materials in all institutions concerned.
3. Encourage the implementation of coordinated policies and guidelines, as well as a legal management framework through existing management structures.
4. Identify documentary heritage of importance which is in danger and which requires immediate action to be preserved either in its original form or in a different medium.
5. Play a leading role in the implementation of disaster plans in major libraries, archival institutions or museums and promote the goals and objectives of the Blue Shield in Africa.
6. Collaborate with the personnel of museums and other institutions or museums in charge of the preservation of the documentary heritage.

#### **3.2 Specific objective**

The specific objective emerging from the measures taken by the creators of JICPA can easily be formulated as follows: establish as a working tool a Standing Committee to plan and coordinate the activities of JICPA. This was in fulfilment of Recommendation no 1 issued at the Nairobi Conference stipulating that the IFLA Regional Standing Committee for Africa, in collaboration with its equivalent within ICA, create a coordinating Standing Committee to implement the recommendations of the Nairobi Conference (see Annex 4- Recommendation no 1)

It is therefore clear that at the very start, the creators of JICPA were concerned about the coordinating aspect and deemed it wise to ensure coordination at the institutional level through an official committee.

### 3.3 Activities

Major activities aimed at achieving this institutionalisation were:

- drafting and adopting of a statute including identification of various governing bodies
- nominating members of these governing bodies
- selecting headquarters for the Secretariat and setting it up
- working out and adopting a programme of activities
- and mobilising the material and financial resources required for the work of the Secretariat.

### 3.4 Results

The results obtained are the following:

- the de facto adoption of the JICPA statutes presented at the meeting in Dakar in 1996
- the creation and operation of a JICPA Executive Committee ( the decision-making body) and of a Secretariat in charge of implementing its decisions, hosted by the Kenya National Archives
- a document presenting the JICPA programme for 1996-1998
- reports drafted by the JICPA Secretary or others and forwarded to the Consultant by the Secretary.

One must give credit to the Committee for these achievements. They can be considered as laudable in the light of the means provided by the Secretariat; but they are not sufficient to legitimise the JICPA.

### 3.5 The failure of the national committees

It should be noted that in the creation and formalisation process of JICPA, the *national preservation committees*, recommended at the Nairobi Conference (Annex 4 Recommendation no 5), for which terms of reference had been drafted (see Annex 3, Terms of Reference of the national preservation committees), do not appear as constituted bodies in the statutes of JICPA. This is an unfortunate deficiency.

In his final report (see Annex 6) the Executive Secretary very clearly underlines the failure of the national committees. How could they feel concerned, since they were not officially recognised and had no statutes? To which part of the overall structure were they linked?

In fact, the **impact** of JICPA as an association was inevitably restricted from the outset of its institutional construction, since there was no provision for a formal liaison with its foundations in African countries. Its visibility and potential influence were therefore limited.

It would have been interesting to go further into the motivations of the members of the national committees established at first in about twelve African countries and into the reasons why they did not operate after their creation (see Annex: Minutes of the JICPA Executive Committee meeting, Lomé, Togo, 1999).

The analysis based on the South African study underlines the difficulties caused by travel and communication costs related to this kind of work, as well as the lack of motivation of many professionals who could have given significant support. The fact that the institutions concerned were not used to working together was also emphasised.

One should, however, consider whether all African members of IFLA and ICA can see their place in this JICPA committee which adopted statutes giving them no function.

The JICPA statutes present serious defects. The concern for effectiveness which probably prevailed during their drafting dictates a quick adjustment in order to ensure that JICPA, as an association, will be viable.

N.B. Apparently the current statutes of JICPA are simply a «Draft constitution», as indicated in point 1 of the Consultant's Terms of reference (see Annex 1). The document is neither signed nor dated (see Annex 2). If such is the case, this anomaly must be corrected if the organisation is to have credibility.

#### **4. Operational projects of JICPA**

Below are comments based on the JICPA programme for 1996-1998 and on the activities reports forwarded to the person in charge of the evaluation.

In a first part titled Missions, seven objectives are listed, then awareness is stressed as the main line of the programme.

##### **4.1 General objectives**

1. Raise the level of awareness among governmental officials, the general public, the heads of libraries and archives, and the users regarding the stakes of preservation in libraries and archives.
2. Train managers of library and archival services regarding the theory and practice of preservation in their domains.
3. Inform users of library and archival services concerning preservation and conservation needs and their own role in extending the life span of archival and library documents.
4. Encourage and facilitate training of librarians and archivists in order to ensure better care of archival and library documents, as well as appropriate handling of these; likewise, training of technicians and professionals in the field of preservation and conservation of library documents.
5. Encourage scientific research on the causes for deterioration of documents and the application of science and technology to the prevention and treatment of deterioration.
6. Promote the development of national and international standards as applied to the production, preservation and treatment of archival and library documents.
7. Promote, through cooperation and collaboration, the development of national and international preservation activities supporting the goals and objectives of the IFLA Section on Conservation and the ICA Committee on preservation of archival documents.

*-raising awareness will be an important programme of JICPA.*

## **4.2 Activities**

The JICPA programme presents a three-year action plan adopted in February 1996 in Dakar. This detailed plan covers two and a half pages and includes a brief description of the following eight activities:

- publicity on the creation of JICPA
- establishment of the national preservation committees
- a survey to assess training needs
- a meeting of specialised trainers from library and archives schools
- -training sessions
- a compilation of the literature available on preservation/conservation, the meetings of JICPA, and reports on activities.

Each of these eight activities is summarised in 4 to 10 lines.

(Translator's note: only the foregoing six are in the French text)

Apparently it is on the basis of this document that requests for funding were submitted to sponsors, particularly to the Toyota Foundation, DANIDA, BIEF and UNESCO.

## **4.3 Results**

### ***4.3.1 Successes and failures (according to the Secretariat)***

The results of this programme of activities are presented in the final report of the Secretary of JICPA (see Annex). In this report the Secretary presents what he sees as successes and failures of the Committee. The following activities are listed as successful:

- the organisation of five workshops on conservation
- the finalising of a model for training in conservation
- a survey on preservation in Africa
- the creation of a Website
- the organisation of regular meetings of the Executive Committee
- a successful cooperation between IFLA and ICA through JICPA
- the setting up of the JICPA Secretariat.

Two points are considered as failures:

- the implementation of the national committees
- the identification of a selective bibliography on preservation and conservation in Africa.

If one considers that the points concerning the organisation of regular meetings of the Executive Committee, the cooperation between IFLA and ICA, the creation of the JICPA Secretariat and the national committees are already connected to the creation and institutionalisation of JICPA, one must admit that all the other points (except for the creation of the Website) are linked to training (organisation of workshops, training model, survey of preservation resources, bibliographic identification).

#### **4.3.2 Weaknesses and inconsistencies of the programme**

The training workshops, which are presented as successful in various reports, would merit closer analysis with respect to the ultimate importance which seems to have been accorded them. It would seem that the first one, held in Dakar in 1997, suffered from organisation problems, as did the one which took place in Cape Verde in 1999. But beyond organisation difficulties, the targets, the educational objectives, the preparation and the duration of these training sessions (a maximum of five days) pose problems.

In the report on the JICPA survey on preservation resources in Africa, the «disturbing and even dismaying condition of the infrastructures and of the conservation specialists in Africa» is mentioned quite clearly (See JICPA Survey on preservation resources in Africa, p 15, quoted in the annex).

When the programme and the action plan are examined in the light of the «grid» of the logical framework, serious defects in their conception are disclosed.

The project includes no analysis of the background justifying the proposed actions, nor definition of specific objectives, nor forecast of the expected results, nor serious estimate of the means.

The creators of JICPA perhaps had in mind the various components indispensable for the setting up of a project or a programme, but these elements were not evident and this lack compromised the effectiveness of the programme.

Logically JICPA should have completed the survey on the state of resources and set up priorities before organising the training workshops. Yet most of the workshops had already been organised before the results of the survey were available and seriously analysed in 1999.

#### ***Was the JICPA moved by activism in presupposing the state of affairs? What is the pertinence of the JICPA training project?***

With what knowledge of the problems and prevailing conditions were the workshops (considered as successes by JICPA) organised? What were the aims of training?

The opinion of the trainees, usually positive, is one thing; the mastery of pertinent skills initially defined and evaluated afterwards is another. These aspects did not draw the required attention; they scarcely appear in the strategic plans for implementation of the programme.

The programme of the JICPA appears simple; it is in fact too brief and, in addition, too confused, to allow effective action.

The concepts of mission and of the objective are interchangeable in the document. It would have been preferable at the very start to use only one of these two terms if the authors regarded them as synonyms. Furthermore, the programme objectives are designated as JICPA objectives even though they are neither identical nor comparable to the objectives which appear in the statutes. Even if in spirit these objectives are the same,

choosing to express them otherwise reveals, to say the least, a lack of attention, and creates confusion.

Few funding agencies can consider a programme presented in such a way. It is thus not surprising that fund raising did not have significant long-term results.

The funds obtained probably came from partners already well-disposed towards certain members of JICPA, no doubt in the framework of their activities within IFLA or ICA . This programme/project was not sufficiently inspired to retain its partners and even less to mobilise others.

Under these conditions, the detailed analysis of each workshop would contribute little more than the confirmation of an overall failure.

Furthermore, when one remembers that it is the training section of the programme which drew the greater share of attention from the sponsors, particularly UNESCO, BIEF and DANIDA, one must admit that this section should be studied even more closely.

In fact, the document/programme of JICPA should be considered as a series of ideas for projects rather than as a real operational project in itself.

## **5. Conclusions and recommendations**

By asking for an evaluation, JICPA reveals a willingness to progress and a readiness to learn which are not frequent in the cultural community, where very often commitment is considered sufficient and is a justification in itself. The following recommendations aim to help JICPA learn from its experiences, in order to be more efficient in carrying out its mission.

The analysis of the functioning methods and activities of JICPA as they are revealed in the *provisory* statutes and the different documents transmitted to the consultant bring out the fact that the initiators of JICPA did not give sufficient thought to JICPA as a working tool.

To be sure that the efforts expended are useful and do not work against the promoters of JICPA, the consultant submits the four following conclusions and recommendations for their consideration:

### **5.1 Conclusion and recommendation N° 1: Clarification and legitimisation in relation to IFLA and ICA**

*The consultant recommends that JICPA clarify its position in relation to IFLA and ICA*

JICPA seems to have constituted itself *de facto* as an organisation. Within the field of action of IFLA and ICA, the birth of a third organisation under the auspices of the first two makes little sense: there are risks of confusion and useless competition; the JICPA was created as a thematic work group.

As a joint work group, JICPA must legitimate its existence by asking the relevant bodies, e.g. accredited representatives of IFLA and ICA since both these organisations jointly created JICPA, to formally approve the improved *provisory* statutes.

The current JICPA lacks legitimacy. From pioneers in a noble cause – conservation in archives and libraries in Africa – its promoters may finally be perceived in their own professional circles as a closed club (of privileged people?).

### **5.2 Conclusion and recommendation N°2: Improvement of internal functioning**

*The consultant recommends that the current JICPA undertake a self-examination from the inside to improve its functioning.*

Improvements should concern a distinct separation between the decisions that should be left to IFLA and ICA, and the coordination and follow-up that should be left to JICPA's Executive Committee. At the moment, the Executive committee decides, and the Administrative Secretariat executes: this is an unbalanced model. One does not see the relationship to IFLA and ICA, which are designated by the vague term of "parent bodies" in the statutes, which in fact excludes subordination.

Moreover, the Secretariat is presented as being part of the Executive Committee, whereas it visibly has a strong position in the general architecture. The human and financial means of the Secretariat should also be improved. The localisation of the headquarters is part of this last aspect: the facilities offered by the Kenya National Archives and the commitment of JICPA's Secretary have been important assets in the life of JICPA.

The failure to set up national preservation committees shows without doubt that JICPA has had little impact in African institutions and professional circles, which however are supposed to be the first participants and beneficiaries. The possibility, and indeed the necessity, of creating focal points (local preservation committees) should appear in the statutes. These focal points will help mobilisation in favour of JICPA.

### **5.3 Conclusion and recommendation N° 3: Enlargement of JICPA**

*The consultant recommends that JICPA broaden out to institutions having similar aims. This broadening out will give JICPA more impact potentialities.*

Representatives of other institutions that work in the field of conservation and preservation of graphic documents should sit on the Committee alongside IFLA and ICA representatives.

This need is perceived in the draft statutes of JICPA under point f of the General Objectives: "Cooperate with the personnel of museums and other related organisations concerned with preservation of the documentary heritage". This broadening of its scope would make it possible to develop synergies which might, among other things, allow greater possibilities to mobilise resource persons and financial means.

UNESCO, through its specialised departments should be solicited as a partner from the start. ICCROM (International Centre for the Study of the Conservation and Preservation of Cultural Property) with headquarters in Rome, being the only intergovernmental organisation in this field, should also be applied to.

EPA (Ecole du Patrimoine Africain) based in Benin, specialised in training in conservation for French-speaking African countries and the PMDA (Programme for Museum Development in Africa), its sister institution for English-speaking countries, should be interested in the broadening out of JICPA. It is to be noted that EPA already collaborates with JICPA, through the setting up and maintenance of JICPA's Website.

The current JICPA could extend this list to other partners with which it is used to working without this broadening becoming unmanageable.

The necessary re-invention of JICPA requested by Professor Mohammed Benjelloun during the Cape Town meeting in South Africa must undergo this broadening out. (See Annex 9: Minutes, South Africa, March 2001).

#### **5.4 Conclusion and recommendation N° 4: Definition of a strong JICPA project**

Broadening out in itself is not enough to rejuvenate JICPA. This must be done in the service of a cause or of a strong project. In actual fact, JICPA has privileged its construction as an organisation, without any significantly *viable* results.

In relation to the ambitions of the initiators of JICPA, and to the conservation needs in archives and libraries in Africa, one cannot consider JICPA's programme as it is presented and as it has been transmitted to the consultant as a real project that can mobilise resources (see Annex 5). Its presentation does not correspond to the norms of funding institutions. One should consider it as a series of actions preliminary to the establishment of a programme and an action plan likely to motivate and attract such institutions.

***The consultant therefore recommends that JICPA commission the drafting of a proposal for a strong global project comprising sub-projects to be carried out on the basis of available means that can be progressively mobilised.***

This document should include a detailed presentation of the context, a definition of the precise objectives, a description of the expected results, of the actions to be carried out, and of the means to be mobilised. This document should be written in close collaboration with the most active members of the current JICPA and submitted to the partners they hope to mobilise for comments and approval.

In conformity with the actions already carried out or planned, training and awareness campaigns, but also the concrete implementation of preservation campaigns in African archives and library institutions should constitute the major interlocking elements of this global project.

From the point of view of communication, the name JICPA can be kept as code name for the global project. The joint or multilateral committee would therefore figure in the background as the coordinating body of a project common to a number of partners.

This recommendation could be carried out using the same working modes as the present evaluation, apart from a few organisational details, particularly as regards the signature of a formal contract, which would entail greater obligation for the contracting parties to produce conclusive results.