

Chapter 2

**Ex-post
Evaluation**

Country-Program Evaluation



Project Sites Tanzania (nationwide)

1. Background and Objective of Evaluation

Tanzania has been one of the priority countries for Japan's ODA since 1996, as well as the model country for the New Development Strategy of DAC. Recently, Tanzania has placed greater emphasis on overcoming poverty, and has established "Vision 2025," which encompasses the mid-to long-term direction of development, as well as "Tanzania Assistance Strategy" (TAS), which indicates the approaches to assistance, and the "Poverty Reduction Strategy Paper" (PRSP).

Following this background, many donors moved their support from project-type assistance, which is implemented by each donor independently, to program-type assistance, which establishes a priority theme and fields of a development plan and implements many projects in a comprehensive manner. There has also been a harmonization of the cooperation procedure among some donors to enhance the effect.

Japan currently acts as one of the main donors in Tanzania, and had established the country study committee for Tanzania from 1996 to 1997. A High-Level General Economic Cooperation Study Mission was dispatched to discuss the priority development issues with the Tanzania government. Based on the discussion, the Ministry of Foreign Affairs (MoFA) established the "ODA Country Policy," and JICA established a "Country Program" in 1999, which targeted the following as priority areas: agriculture and small-scale companies, basic education, infrastructure for the improvement of basic living standards, basic healthcare and medical services, and forest conservation.

Under these circumstances, Tanzania was selected as the target for country-program evaluation in 2000, to confirm the effects of technical cooperation and seek future

approaches for cooperation. The objectives of evaluation are as follows:

- 1) to comprehensively review the achievements of JICA's cooperation in Tanzania over the past ten years (FY1991 – FY2000);
- 2) to propose recommendations and lessons learned to improve the "JICA Country Program" for Tanzania, and also to propose recommendations and lessons learned to improve JICA projects.

2. Evaluated Programs / Projects

This evaluation targeted the cooperation project implemented from FY1991 to FY2000 in the fields of agriculture, infrastructure, healthcare and medical services, and education for resolving development problems described in the "JICA Country Program." The projects that were implemented during the abovementioned period were categorized under "program," meaning that the term "program" represents the aggregation of projects falling under each category and conducted during the targeted period. This evaluation takes three programs from the agricultural sector, five programs from the infrastructure sector, three programs from the healthcare sector, and one program from the education sector - twelve programs in total as shown in the following table.

There were 129 projects included in the above program, excluding Dispatch of Individual Experts and JOCV. (39 projects in the agricultural sector, 50 in the infrastructure sector, 28 in the healthcare sector, and 12 in the education sector.)

There were a total of 263 dispatches of "individual

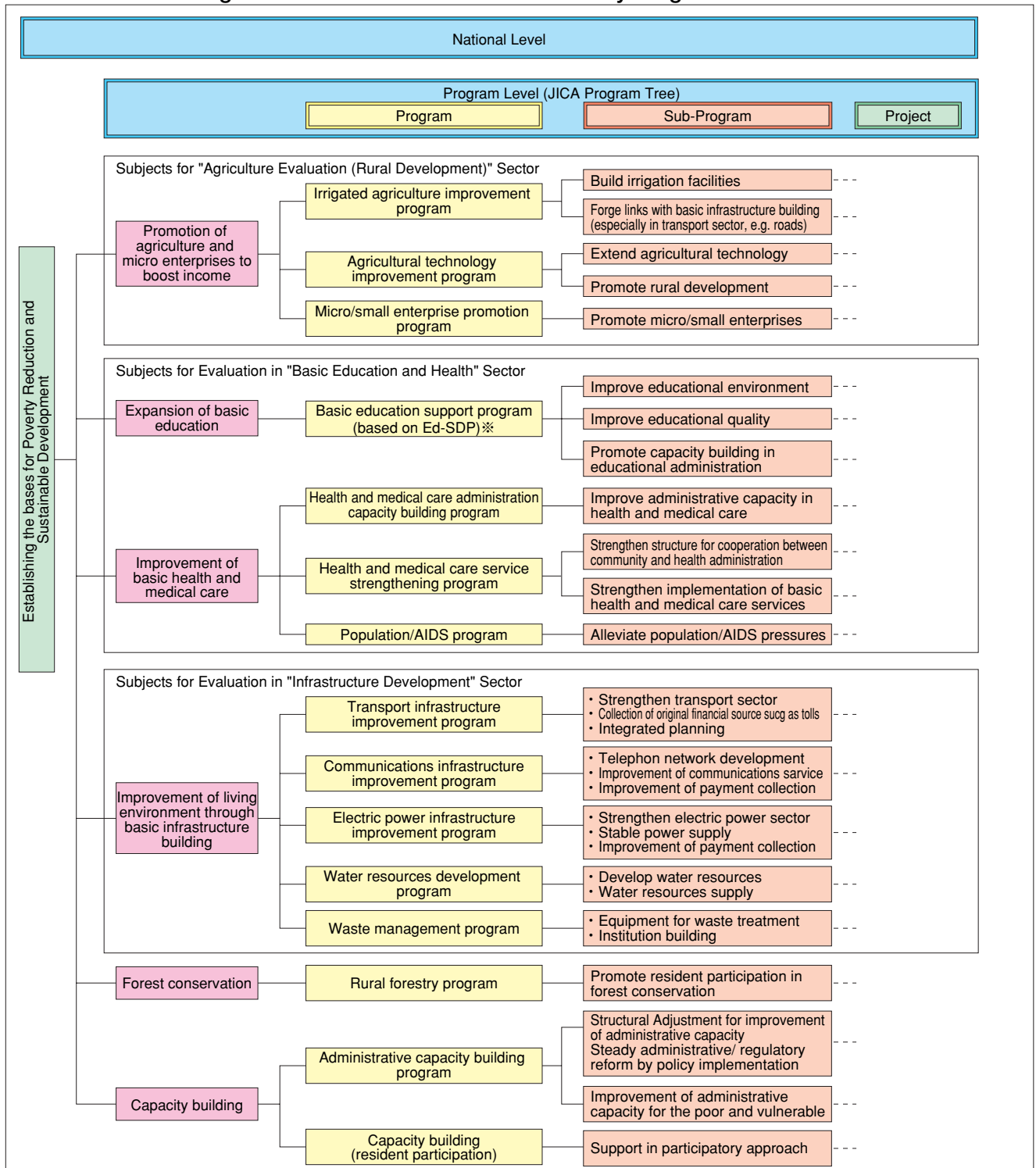
expert" and "JOCV." (29 in the agricultural sector, 29 in the infrastructure sector, 23 in the healthcare and medical sector, and 136 in the education sector.)

3. Evaluation Process

(1) Dispatch of Evaluation Study Team

The evaluation study team was dispatched in two stages. The first study team established a consensus with the Tanzanian government regarding implementation of the country-program evaluation. The team also collected

Program Tree Indicated in the JICA Country Program for Tanzania



*Sector development program on Education

information on the trends of each donor, evaluation methods, and economic and social trends in Tanzania.

Implementation of the second field study was commissioned to the International Development Center of Japan (IDCJ). The second study team was dispatched from February to March 2001. This team summarized the evaluation results by country level and program level, based on information concerning social and economic development trends in Tanzania and an analysis of aid trends provided by the first study team. According to the contracts for the second study team in cases where opinions on a fact or event of the First Party (JICA Departments) and Second Party (IDCJ study team) differed and could not be aligned, both opinions had to be included. Reflecting this, comments from JICA departments are included as footnotes where relevant, in the current document.

1) First Field Study (30 August—8 September 2000)

Team leader: Koichi MIYOSHI, Director, Office for Evaluation and Post Project Monitoring, Planning and Evaluation Department, JICA

Evaluation planning: Ryoko ABE, Office of Evaluation and Post Project Monitoring, Planning and Evaluation Department, JICA

Aid coordination: Robin RUGGLES, Donor Coordination Division, Planning and Evaluation Department, JICA (CIDA/JICA Exchange officer).

Aid trend analysis: Kumiko SAKAMOTO, Intem Consulting, Inc.

2) Second Field Study (4 February—11 March 2001)

Team leader/Evaluation methods: Noriyoshi NAGAMATSU, International Development Center of Japan

Macroeconomic analysis: Koichi SAKAMOTO, Dept. of International Economics, Hamamatsu University, (at the time)

Infrastructure development: Kenji TERAHARA, International Development Center of Japan

Poverty reduction/Rural development: Shizuo AIZAWA, International Development Center of Japan

Poverty reduction/Health/Education: Kimiko ABE, International Development Center of Japan

(2) Evaluation Methods

This evaluation focuses on relevance, efficiency, and

sustainability among the five DAC evaluation criteria. "Relevance" examines whether the JICA cooperation during the targeted period was relevant in resolving Tanzania's development issues. "Efficiency" examines whether the projects were implemented efficiently, and "Sustainability" relates to whether positive effects gained from the cooperation can be maintained after the project completion. Among these, sustainability is placed as the top priority of this evaluation, since JICA places grave importance on sustainability of projects. On the other hand, achievement of the project purpose is considered less in this evaluation study.

In Tanzania, where multiple donors have continued cooperating over a long period of time, it is difficult to make any conclusions on the impact of one particular donor's contributions. Due to the limited scope of this evaluation and time period, it is nearly impossible to ascertain the impact solely attributed to JICA. As a result, this evaluation study did not focus on impact as a primary perspective.

Also, we have chosen one program from each of the sectors, agriculture, infrastructure, and health care as case studies to evaluate their sustainability. The education sector was left outside the scope of this study because education cooperation has been implemented quite recently, thus it was considered to be too early to evaluate its sustainability.

4. Evaluation Results

(1) Country Level

1) Relevance

The Structural Adjustment Program (SAP) was launched in Tanzania at the initiative of the World Bank and the International Monetary Fund (IMF) in 1986. SAP was implemented for restraint on demand caused by cuts in government spending aimed at stabilizing Tanzania's economy. However, the aggregate demand-control policy negatively affected economic growth (which could be considered as an alternative indicator for reduction in unemployment), and brought about a significant increase in unemployment. Unemployment skews income distribution in the medium-to long-term. Thus, SAP has had considerable effects on the policy goal of reducing poverty. On this point, the JICA aid programs in the 1990s were oriented toward the poverty group, which suffered the most from the negative effect of SAP. Therefore, the aim was to alle-

viate those negative effects that the programs deemed relevant.

Regarding cooperation in the late-1990s, five areas were agreed upon as priorities for economic cooperation for Tanzania in 1997, as concluded from discussions between the Tanzanian government and Japan's High - Level General Economic Cooperation Study Mission. After 1999, JICA Country Program's focus on these sectors was established, and remained as the priority cooperation issues for Tanzania until the time of this evaluation. For these issues, the cooperation brought about a program that designated the form and timing of each project implementation with a view to maximize complementary and synergistic effects between each project. This selection process is assumed to have improved relevance of JICA cooperation.

2) Efficiency

Throughout the 1990s, the amount of Japanese aid comprised a significant portion of development expenditure in Tanzania. On the other hand, throughout the same period, Tanzania accumulated fiscal deficits, and was unable to provide even a portion of development expenditures on domestic currency¹⁾, which was deemed to affect the efficiency of aid projects. Also, regarding the efficiency of coordination with other donors, Japan was highly evaluated for its recent active involvement in various donor meetings. Japan's policy on aid projects has also been sufficiently clarified.

(2) Program Level

Relevance and efficiency were evaluated at the program level for each of the following sectors: 1) agriculture, 2) infrastructure, 3) health care and 4) education. With the exception of the education sector, which evaluation is difficult due to the short cooperation period, the projects in each of the sectors were closely examined for sustainability in case studies.

1) Agricultural Sector

In the agricultural sector, the programs were classified under programs as the Agricultural Technology Improvement Program, and the Micro/Small Enterprise Promotion Program, and were implemented in line with Tanzania's agricultural and rural development policies.

a) Agricultural Technology Improvement Program

With some exceptions, the program was mostly



Participatory Workshop facilitated by agricultural extension workers

relevant. The program ensured consistency between the plans and policies of both Japan and Tanzania for the most part - especially plans and policies related to agricultural and rural development with relevant projects involved. Also, each project in the program has made efforts to understand the needs of the beneficiaries. Most of the projects achieved their original objectives, and the efficiency in each step of implementation of the projects included in the program was generally high. The series of inputs in the Lower Moshi district, which had been implemented since the 1970s up until a project-type technical cooperation, the "Kilimanjaro Agricultural Development Program" (KADP) (1986 – 1993), was evaluated as having made significant progress in improving agricultural productivity and increasing farmers' income. However, the amount of input was quite large and there was room for improvement in terms of the extension of techniques transferred. Concerning the income-output balance, it was not necessarily efficient.

b) Micro/Small Enterprise Promotion Program

The various cooperation activities included in the program were mostly relevant as they were planned and implemented under a common goal. "The Project for the Supply of Training Equipment to Mtwara Vocational Training Center" (2000), provided through

¹⁾ Depending on the currency that project implementers use to pay contractors, funds for projects are classified as costs in foreign currencies and in domestic currency. Costs in domestic currency are the portion paid in the currency of the recipient country, including such items as local labor costs, domestic transportation costs, land expropriation fees, and living expenses for overseas experts dispatched locally.

grant aid cooperation, was implemented after sufficient consideration of the diffusion and use of the technology acquired by the trainees for revitalizing small-scale companies. Therefore, the project appears to be quite relevant. However, as the cooperation has just started, its achievement of the objective should be monitored.

Also, in the "Kilimanjaro Industrial Training Center (KIDC)" project (1986 – 1993), the objective was for the most part achieved except for the improvement in factory management skills. Moreover, policy planning on the revitalization of small and medium enterprises yielded a high-quality outcome. Therefore, the original objective was achieved. However, Phase 2 of KIDC did not disseminate technology sufficiently due to limits on the number of trainees, so the objective was not sufficiently achieved.

c) Case study

JICA's cooperation in the rural development sector focused on raising productivity and incomes by improving irrigation. Hence, the cases for the evaluation study on sustainability were chosen from those related to irrigation agriculture. Among the main projects related to irrigation that JICA has implemented in the past 10 years, the following two projects aimed at improving agricultural productivity and raising farmers' incomes were examined for sustainability.

① "Kilimanjaro Agricultural Development Project" (KADP)

Although the KADP attained technological sustainability, financial and organizational sustainability were deemed low. The farmers' rice cooperative, CHAWAMPU, (established in March 1993) took over

KADP operations when the project was completed, but it still operates with help from the KADP division of the Kilimanjaro government and JICA experts. Regarding financial aspects, as only 50% of farmers in the area registered with CHAWAMPU, the cooperative was not able to secure sufficient funds for its activities. The primary reason for the low registration rate of farmers has been the water shortage. Water shortage limited the benefits of rice cultivation to farmers of the irrigated areas. Consequently, farmers outside the irrigated area did not have incentives of participation in CHAWAMPU and payment of registration and member fees.

② "Bagamoyo Irrigation Development Project"/ "Extension Program of the Bagamoyo Irrigation Development Project"

Sustainability could be assumed to be high. The farmers' organization, TFICS, looked after maintenance as cooperative associations. Although there has been some uncertainty about TFICS's financial management capabilities, the organization covers 100ha of the project site and operates trouble-free. TFICS also operates with its own revenue, with membership fees from farmers covering maintenance costs, expenditure for agricultural machines, and costs related to purchasing fertilizers and pesticides. Although a certain technical level was attained through project implementation, further improvement in knowledge and techniques for processing after harvesting, and for distribution systems is expected.

2) Infrastructure Sector

The following list of programs were chosen, including two sub-programs from the Transportation Infrastructure Program: (a) "Dar es Salaam Urban Road Sub-Program," (b) "Trunk Road Bridges Sub-Program," ²⁾ (c) "Electric Power Program," (d) "Communications Infrastructure Program," (e) "Water Resources Development Program," and (f) "Waste Management Program." All are consistent with Tanzania's "Vision 2025." ³⁾



Mkwaya bridge (Project for Improvement of Bridges on Trunk Roads)

²⁾ The Transportation Infrastructure Program conducted by JICA is regarded as a comprehensive program. As components, sub-programs were established, focusing on: a) reinforcing the transportation sector, b) securing funding from roadway fares, and c) comprehensive planning.

³⁾ Vision 2025 is a long-term national development plan established by the government of Tanzania. It states that constructing road networks is the most important issue, as it will stimulate rural development, dispersion of energy, water, and telecommunications, local and foreign investment, and employment and wealth.

a) Transportation program: Dar es Salaam urban road sub-program

This program improved roads in the city of Dar es Salaam, and consisted of two development studies and a two-stage road construction project funded by grant aid, "Dar es Salaam Road Improvement and Maintenance Project" (DRIMP), "Dar es Salaam Road Improvement Project" (DRIP), and expert dispatches. In the Integrated Roads Project (IRP) of the Ministry of Works (MoW), the overall project of the sub-program, JICA projects were not initially included as subordinate projects; but at the end of the cooperation, some of the DRIMP projects became components of IRP. However, IRP set its main goal as the maintenance of trunk roads throughout the country, and these evaluated programs, which focus on the maintenance of urban road networks, were less relevant to IRP. These projects were implemented around 1990 to improve the conditions of severely degraded roads in Dar es Salaam. In that respect, it had extremely high relevance.

Each project was conducted in coordination with other projects in the sub-programs, and the efficiency was very high.

b) Transportation program: Trunk Road bridges sub-program

As many trunk road cross rivers in Tanzania, road bridges have an important role in transportation. In the 1990s, deteriorated bridges suffered from heavy rain caused by the El Nino phenomenon, and many bridges were washed away. Even at the time of this evaluation study, most of the bridges were temporary. The Trunk Road Bridges sub-program consisted of a long-term experts-mission and grant aid cooperation for the construction of bridges.

The program was highly relevant in the planning stage, but due to external factors such as procrastination in implementation (road construction) by other donors, the objective was not sufficiently attained.

Also, the construction of four bridges through grant aid enabled compensation for Tanzania's budget shortfall, and by constructing bridges that were technically difficult, the project was able to provide on-site training for Tanzanian engineers. However, building four full-scale bridges in areas with little traffic could not be deemed efficient ⁴⁾.

c) Electric power infrastructure program

Under the World Bank's "Sixth Electricity Project," tasks were divided among the donors, which clarified Japan's areas in charge. In this way, Japan's cooperation could focus on electric lines for transmission and distribution in Dar es Salaam, Tanzania's biggest city. This made the project extremely efficient.

d) Communication infrastructure program

The phone diffusion rate in Tanzania in 1997 was 0.33 units per 100 people, far below the 1.97 units per 100 people average for Africa as a whole. The diffusion rate in Tanzania was thus extremely low, so in this respect the program was very relevant. Under the "Telecommunications Restructuring Program" (TRP started in 1994) implemented in Tanzania by eight donors and international organizations including JICA and the World Bank, the program operates with high efficiency in coordination with other donors.

e) Water resources development program

The water resources development program consisted of five development studies and one grant aid cooperation. Each project was relevant in its response to occasional issues. But, although the various projects could be embraced as water resources programs, internal coordination was weak. Thus, it was not very efficient overall. Counterparts were separately chosen for each of the projects or studies, such as the public water supply corporation, the Ministry of Water Resources, and local development agencies.

At the same time, evaluation of the development study itself was high. For example, the "Study on the Rehabilitation of Dar es Salaam City Water Supply" (1989 – 1991) will get in operation by the World Bank.

f) Waste management program

The waste management program consisted of the development study, "the Study on Solid Waste Management for Dar es Salaam" (1996 – 1997) and the succeeding grant aid cooperation, "Project for Improvement of Public Sanitation" (1997 – 1998).

⁴⁾ Comment from the JICA project department: The four bridges are located on the southern section of the mainline roads as a base for Tanzania's third port city, Mtwara. These bridges were recognized as important for consumer goods industries. The bridges, which were in a temporary state of construction at that time due to major floods in April 1990, were designed to be more durable.

Dar es Salaam is a city with an extremely large population, which is outstanding in Tanzania. In recent years, living standards have improved and amount of waste have dramatically increased. At the same time, only 8.1% of the 1,722 tons of solid waste produced per day was collected by the city administration. Consequently, the waste problem had become an urgent and crucial concern. Also, the city of Dar es Salaam, a direct counterpart, had a very weak financial base and there were many problems in waste collection and processing. The program was therefore very relevant.

As a result of the development study, the internal rate of return of the proposed project in the study report was very high at 20-25%. Since several preconditions were not fulfilled, the project was not materialized. On the other hand, after the development study, the city government was dramatically restructured and many undertakings were privatized through the introduction of a commissioner system⁵⁾. It was determined that cleaning work would be operated on a BOT⁶⁾ base, and it was no longer consistent with the proposal of the development study. Also, the procurement of equipment through grant aid cooperation did not have direct relationship to the results of the development study, and therefore coordination within the program was not efficient.

g) Case Study

① Transportation infrastructure program: Dar es Salaam Urban Road Sub-Program

This program faces some problems concerning technical sustainability in terms of road construction,

and there are many issues left for Tanzania to resolve such as quality control and management. In road construction, middle ring road is particularly difficult, and it will be relatively difficult for the Tanzanian side to replicate this kind of construction.

As for the maintenance of the roads, yearly current expenses and maintenance costs once every five years are the minimum requirement. Current expenses are not so high, but maintenance costs would be necessary after project completion every five years, estimated 123-246 million yen. This is equal to 5-10% of the annual budget of TANROADS, the agency in charge of maintaining Tanzania's roads, and was expected to be very difficult to raise⁷⁾. Therefore, as long as there are insufficient funds, sustainability of the project does not have bright prospects.

② Transportation program: Trunk Road bridge sub-program

Aid from Norway made organizing the ledgers for the maintenance and control of bridges possible in Tanzania, and JICA experts prepared inspections and repair manuals. Therefore, there was a systematic framework for maintenance.

The four bridges in the southern region of Tanzania provided through grant aid cooperation are short thus will not require large maintenance costs. However, for the sixty bridges under the jurisdiction of the Mtwara office of TANROADS, there would be insufficient funding for maintenance.⁸⁾



Mpapura bridge (Project for Improvement of Bridges on Trunk Roads)

5) By paying commission fees, the undertakings are charged to external bodies.
 6) Private-sector companies build infrastructure and operate by themselves for a specified period of time to turn a profit. After making a return on their investments, the possession rights to the facilities are turned over to the relevant country's governmental institutions.
 7) Comment from JICA division in charge: At the time of the basic design study in 1996, TANROADS had not been established, and MOW took care of maintenance and administration. The FY96 budget for maintenance costs for road construction was 6.1 trillion yen, and the sufficiency of the budget was ascertained since the maintenance cost should be put aside every year equal to 2-4% of the annual budget.
 8) The bridges in the southern region of Tanzania are mainly made of steel. Thus, most of the maintenance expense is allocated for replacement of components of the temporary bridges. The bridges constructed in this project only need regular check ups and cleaning for maintenance, rather than large-scale periodical reconstruction. Hence, it should be a minor problem in terms of sustainability.

3) Health care sector

In the health care sector, a) the Health and Medical Care Administration Capacity-Building Program, b)

Health and Medical Care Service Strengthening Program, and c) Population and HIV/AIDS Program were three programs implemented in line with the develop-

Projects Included in the Healthcare and Medical Sector

Program	Sub-Program	FY	Project Name	Scheme	
Health and Medical Care Administration Capacity- Building Program		1999	Health and Medical Care	Overseas Project Formulation Study	
		1999	Strengthening of District Health Management	In-country training	
		2000	Morogoro Health Administration Strengthening Plan	Project-type Technical Cooperation	
Health and Medical Care Service -Strengthening Program	Strengthening structure for cooperation between community and health administration	1991	Mother and Child Welfare Promotion Program in Kilosa	JOCV (team dispatch)	
		1991	Provision of Medical Equipment for the Hospital in Muhimbili	Provision of Equipment	
		1994	Maternal and Child Health Project (Follow-up)	Project-type Technical Cooperation	
		1999	Integrated Reproductive Health and Vocational Skills Training for Youths in Peri-Urban Dar es Salaam	Community Empowerment Program	
	Strengthening implementation of basic health and medical care services		1991	Special Provision of Equipment against Contagious Diseases (Multi-bilateral)	Provision of Equipment
			1991	Basic Study of Contagious Diseases (multi-bilateral)	Provision of Equipment
			1991	Malaria Control Program (4/5 term)	Grant aid
			1993	Provision of Equipment against Contagious Diseases (multi-bilateral)	Provision of Equipment
			1993	Malaria Control Phase 1	In-country training
			1993	Malaria Control Program (5/5 term)	Grant aid cooperation
			1994	Special Provision of Medical Equipment (multi-bilateral)	Provision of Equipment
			1994	Medical Equipment Supply Project for National Referral Hospitals	Grant aid
			1996	Project for Eradication of Poliomyelitis (1/2 term)	Grant aid
			1997	Project for Eradication of Poliomyelitis (2/2 term)	Grant aid
			1998	Malaria Control Phase 2	In-country training
			1999	Special Provision of Equipment against Contagious Diseases (multi-bilateral)	Special Provision of Equipment
			1999	Special Provision of Equipment: Mother and Child Health (multi-bilateral)	Special Provision of Equipment
			1999	Provision for Equipment for EPI and Nutrition Improvement	Grant aid
			1999	Anglophone Africa Region Medical Equipment Management and Maintenance	Grant aid
			2000	Special Provision of Medical Equipment (multi-bilateral)	Provision of Equipment
Population/AIDS Program		1995	Population and AIDS	Overseas Project Formulation Study	
		1996	Population and AIDS	Project Formulation Study	
		1996	Provision of Equipment Concerning Family and Population (Front-line plan) (Multi-bilateral)	Provision of Equipment	
		1997	HIV/AIDS Control and Blood Test Provision of Equipment	Provision of Equipment	
		1997	Special Equipment Provision: Population and Family Planning (multi-bilateral)	Special Provision of Equipment	
		2000	Japan-U.S. Common Agenda Joint Project Formulation Study (Population and AIDS)	Project Formulation Study	

ment plan for the health sector of Tanzania, which emphasized the expansion of primary health care (PHC).

a) Health and Medical Care Administration Capacity-Building Program

This program includes two projects: the project formulation study, "Healthcare and the Medical Sector" (1999) and the in-country training program, "Strengthening of District Health Management" (1999 – 2000). The program aimed to support the reform of the health sector, especially the in-country training program to strengthen administrative ability at the district level. In Tanzania, decentralization has been an important issue, and there has been an awareness that reform in the health sector could not be separated from decentralization. Therefore, this program had high relevancy on the point of consistency with the decentralization trend.

b) Health and Medical Care Service Strengthening Program

Projects in the first half of the 1990s varied, from addressing maternal and child health, countermeasures for malaria, to provisions of medical equipment. However, in the second half of the 1990s, the focus seemed to be narrowed down to strengthening PHC services. This program involved many projects providing medical materials. As both qualitative and quantitative improvements were necessary to strengthen health-care and medical services, the project's relevance was very high as it aims to cope with the lack of medical products in Tanzania in the 1990s under the effects of a budget shortfall. Also, the program was highly con-

sistent with the sector's development plan.

This program included not only JICA's own project but also projects that were implemented jointly with other donors. In terms of numbers, joint projects outnumbered non-joint projects.

In non-joint projects, the organizational and individual capacity, and the condition of basic infrastructure needed to be dramatically improved, in order to accomplish the project purposes. Accordingly, in the implementation phase, of the people concerned with the project, the Japanese experts dispatched had to make far greater efforts than initially expected. Also, some projects consisted of multiple components to cope with various issues, while others adopted several approaches for the same issue. By adopting a number of approaches, these projects exceeded above the counterparts' capacity (such as in number and ability). As a result, it had a negative impact in terms of efficiency.

In joint projects, the know-how of each donor was utilized, which meant that the efficiency was high in the overall implementation process. However, differences in the administrative procedures of other donors and Japan sometimes triggered problems in efficiency.

c) Population and HIV/AIDS program

This program was composed of three research study projects and three equipment provision projects. Among the three provisions, two were joint projects with other donors. There was one non-joint project in the field of HIV infection prevention, the "HIV/AIDS Control - Blood Test Provision of Equipment Project" (1997 – 1998), which was consistent with Tanzania's priority issue, countermeasures against HIV/AIDS. Medical equipment donation to prevent HIV infection was carried out as a joint project, and supported the country program of the United Nations. Therefore, relevance with Tanzania's AIDS program, the super-ordinate plan, was very high.

As for the cooperation in the HIV/AIDS field, since direct infections (through blood transfusions) and secondary infections (the further spread of infection from original blood transfusion recipients) was prevented to a high degree, it was assumed to be highly efficient. As for population and family planning, it was difficult to evaluate efficiency at the time because it would take a long time for the effect to appear on



Expert advising midwives at local health center (Maternal and Child Health Project)

the statistical indicators.

d) Case study

The sustainability of the program, which includes 20 projects for strengthening implementation of health-care and medical services, was examined. A broad range of cooperation schemes were applied, such as JOCV team dispatch, project-type technical cooperation, community empowerment program, provision of equipment and vaccines, and technical training.

Overall, sustainability of the projects is ensured, since the maintenance for installed equipment was not extremely difficult, and JICA had implemented technical transfer of maintenance and control management. But in the "Medical Equipment Supply Project for National Referral Hospitals" (grant aid cooperation in 1994), it was indicated that some of the hospitals that had received equipment lacked maintenance and management capabilities. Thus, after the completion of equipment provision, a short-term mission of Japanese experts was sent to strengthen maintenance abilities.

Generally, Tanzania's public health and medical institutions are suffering from financial difficulties. As a result, in JICA projects, there were many cases where additional input by JICA were necessary to continue the project. Although this seemed unavoidable

to achieve the goal, there is uncertainty over financial sustainability since activities implemented by the projects are difficult to sustain without JICA input.

4) Education sector

In the education sector, the a) Basic Education Support Program was implemented in line with the development plan of Tanzania's education sector.

a) Basic Education Support Program

"Strengthening Regional Education Administration/ School Mapping-Micro Planning"⁹⁾, the core study of the program, and its foundation, the "Sector Program (Education)" study by the Project Formulation Advisor were extremely relevant as they placed emphasis on the sector development program (ED-SDP) that Tanzania adopted in the education sector. In addition, since Tanzania had to implement school mapping as it is one of the eligibility requirements for debt reduction under the HIPC's. In this respect, the program was highly relevant for contributing to poverty reduction. Also, this project aimed for the capacity-building of regional administrators in education, which is consistent with Tanzania's ongoing decentralization.

"School Mapping and Micro Planning in Education" implemented school mapping and micro-mapping (establishing education plans at the district level) in a short period, so it is assumed to be very efficient in this regard. On the other hand, concerning the project purpose of capacity-building, too many of the components were implemented in too short a period. If more time had been taken, it would have been possible to increase the quality of the contents, such as through greater participation of local residents and administrators.

Projects included in Education Sector

FY	Name of project	Scheme
1993	Education	Dispatch of Project Formulation Advisor
1996	Education	Project Formulation Study
1998	Education	Dispatch of Project Formulation Advisor
1998	Overseas Project Formulation Study, Sector-Wide Approach and Donor Coordination	Overseas Project Formulation Study
1999	Sector program (education)	Dispatch of Project Formulation Advisor
1995	Provision of Equipment for Information - Processing	Provision of Equipment
1998	Provision of Education Equipment for Architectural College	Provision of Equipment
1999	Study on School Mapping and Micro Planning	Development study
2000	Project for Strengthening Radio Broadcasting for School Education by Improving the Quality of Education and Promotion of Equal Access to Education	Grant aid
1994	Television Zanzibar Rehabilitation Project	Grant aid

5. Lessons Learned from Evaluation Results

(1) Progress of program-type aid

JICA Country Programs have made great progress in the clarification of priority fields from a project-based approach. The programs could also be regarded as core

⁹⁾ This method charts the position of the school, the number of students, number of teachers, percentage of teachers with degrees and percentage of students going on for higher degrees, so that any gap in needs and the level of educational services can be analyzed. Based on this, plans for regional education can be established.

plans for promoting program-type aid in Japan's international cooperation. Furthermore, it is essential to choose and concentrate input into three or four priority issues/sectors to bring about efficiency in program-based assistance.

Current JICA programs aim to resolve and address development issues by combining several complementary projects that were chosen as priority issues in each sector. This approach is very useful when program purpose is clarified and each project is planned in terms of proper timing and form. In that way, the complimentary nature of the projects is secured.

In the future, to make the program approach more effective, programs should be prepared and implemented using the following process.

- **Sector analysis:** Review the sector development process, analyse the sector's current state and issues, prioritize issues within the sector
- **Analysis of other donors:** Review the aid policies of other donors (or donor groups) in the sector concerned, in terms of consistency with sector assistance plans, project plans and other plans
- **Program formulation:** Set the program goal while taking into account the above information, select the project components, prepare a logical framework for the program
- **Sector coordination:** Explain JICA aid programs for the recipient government (the owner) and other donors, coordinate with sector plans

In addition to regular monitoring, a review by multiple experts from the relevant sector every five years (or

according to breaks in the projects included in the program) is conducted to revise the programs,

- **Monitoring:** Conduct sector review (including review of the progress of the program of government and other donors), review of program implementation status, confirmation of consistency with both, and if necessary correction and new input for JICA programs.
- **Evaluation:** Terminal evaluation and ex-post evaluation in proper timing according to the program implementation period

(2) Program Level

The "JICA Country Program" prepared for internal consumption, should be made open to the public, and also used in coordinating aid programs with the government of Tanzania and other donors.

Compared to other donors, Japan placed a wider range of sectors as priorities for aid, and this is reflected in the "JICA Country Program." Program assistance is determined through discussion with Tanzanian governmental institutions and other donors, based on more thorough analysis in each sector. The program approach will become a major trend and thus it might be difficult to continue projects in a wide range of sectors, unless the number of staffers in the overseas office is greatly increased. If it is difficult to increase the staff number in short-term, narrowing down the prioritized sectors should be considered.

In which cooperation scheme and how to collaborate with other donors will be key issues in the future. The Japanese approaches for the sector program are likely to involve, principally, project-type assistance based on the best-mix approach. Whatever modality it may take, Japan has to prepare and implement the program within the framework of a strategy determined by the government of Tanzania and must also discuss and share information with other donors. If Japan adopts direct financial support or common-basket type aid, careful review should be made regarding improvement of the financial management capability of Tanzania, and the disclosure system for the use and process of the input funds.

6. Recommendations from Evaluation Results

(1) Agricultural sector

In irrigation projects, it is necessary to create a sense



Mpapura bridge (Project for Improvement of Bridges on Trunk Roads)

of ownership in the farmers' cooperatives at an early stage of the project. In so doing, the following points should be consciously targeted: ① whether the establishment, participation, and registration of the association are conducted with the free will of the farmers, ② whether the technical instruction from the extension staff is sufficient, ③ whether construction of irrigation facilities is carried out by the farmers themselves, ④ whether the project includes the improvement of existing irrigation facilities, and ⑤ whether the project scale is appropriate to the farmers and the organization's capacities for operation and management.

(2) Infrastructure sector

In the infrastructure sector, the privatization of public corporations is in progress as a result of SAP. Since Japan's cooperation in the relevant field was provided only by grant aid or technical cooperation, it has not sufficiently caught up the change in preconditions of the cooperation.

In the future, technical aid for the management of the shift to privatization and effective collaborations with Japan's private sector should be considered to be included in the project.

(3) Health care sector

The beneficiary should be more carefully considered at the planning stage. Further, the targeted issue and appropriate approach should be carefully chosen, with due consideration to the level of development of the recipient country's healthcare and medical systems, services and resources as well as the country's social, economic, and cultural conditions.

(4) Education sector

For cooperation aimed for capacity-building, the design of the cooperation should reflect the distinctive nature of capacity-building, allowing the difference from the conventional approach, as in the "Study on School Mapping and Micro Planning." In such cooperation, it takes a long time for the output to appear. In other words, it is difficult to see immediate changes in capacity-building. Consequently, the Japanese study group, even in a small group, should monitor and respond on site over a long period of time to improve capacity of the target group. This approach is rather different from the conventional implementation system, in which a study group was sent periodically to



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gather information and write reports.