

資料4 調査団日程、議事録及び収集資料

Records of the preliminary mission for the Country Program Evaluation in Tanzania

30 Aug. ~ 8 Sept. 2000

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8/31	Thurs	9:30	JICA Tanzania Office	3
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Documents distributed:

- TOR for the mission and schedule of the country program evaluation
- Introduction to Country Program Evaluations (when felt necessary)

Organization visited : **Netherlands Ministry of Foreign Affairs**

Day and time : 30 Aug 2000, 10:00

Participants : Ted J. Kliet (TJK), Evaluator, Policy & Operations Evaluation Dept.

Dr. Jan Sterkenburg (JS), University of Utrecht, Institute of Geographical Research

Koichi Miyoshi, Team leader, Planning and Evaluation Dept.

Dr. Robin Ruggles, CIDA/JICA Exchange Officer, Planning and Evaluation Dept

Kumiko Sakamoto, Consultant, Intem Consulting, Inc.

After introduction of the objection of the mission, and the country program evaluation (CPE), TJK and JS gave us advise based on their experience in the CPE.

- The perspectives of evaluations depend on the objective of the evaluation. For example, we evaluated by sector for India, by aid forms and management for Tanzania, and by region for Mali.
- We have been very careful about evaluating impact even though we have covered about 20 years. It is very difficult because it relates to sustainability.
- There are various methods to select samples: Expenditure, interesting examples, regions, etc.
- The results of the evaluation were used to improve aid management for the Tanzania evaluation, and also politically especially since it came out at the right time. This is due to the Public Disclosure Act
- We have involved many people*in the process of the evaluation, which widened the acceptance of the results. Egypt is a good example with an advisory committee (DAC, OECD, *Evaluating Country Programmes, Vienna Workshop 1999, Chapter 3*)
- The form and quality of the evaluation differs. The best ones are Tanzania, Egypt and India.

Materials Received:

- Netherlands Development Assistance, *Egypt Evaluation of the Netherlands Development Program with Egypt 1975-1996, Summary Report 1998*
- Netherlands Development Assistance, *Egypt Evaluation of the Netherlands Development Program with Egypt 1975-1996, Main Report 1998*
- Netherlands Development Assistance, *Egypt Evaluation of the Netherlands Support to Water Management and Drainage 1975-1996, Sub-Report 1998*
- Netherlands Development Assistance, *India Evaluation of the Netherlands Development with India 1980-1992, 1994*
- Netherlands Development Assistance, *Tanzania: Evaluation of the Netherlands Development with Tanzania 1970-1992, 1994*

Organization visited : **JICA Tanzania Office**

Date and time : 31 Aug. 2000, 9:30

Participants : Sumio Aoki, RR
Hiroyuki Takada, ARR
Akiko Abe, Planning and Evaluation Dept.
Miyoshi (leader), Ruggles, Sakamoto

Mission leader explained the objectives of the mission, and asked for comments from the RR. RR agreed on the point that it would be useful to evaluation on aid management (e.g. allocation between the office and departments). The leader proposed that the TOR should be formulated transparently to facilitate discussions so that there are donors understanding. Afterwards, the schedule of the mission was explained.

Organization visited : **Embassy of Japan**

Date and time : 31 Aug. 2000, 2:30

Participants : H.E. Sato
Tomohiko Taminato (Second Secretary)
Takada, Miyoshi (leader), Abe, Ruggles, Sakamoto

After explanation on the objective of the mission, the ambassador made the following points:

- Evaluation should be a constructive one looking forward, instead of rating projects.
- It should look into the process of aid. For example, it takes too long for a project to be decided.
- If you would like to compare with other donors, the process should also be compared.
- The evaluation reports are too long.

We agreed that the evaluation should strengthen the bargaining power for Japan.

Dr. Ruggles asked advice on the Japan-Canada cooperation. The Embassy may have received information on the cooperation, but have not received any specific instruction. Therefore, neither party has taken steps to pursue the possibilities.

Organization visited : **Canadian High Commission**

Date and time : 31 Aug. 2000, 16:00

Participants : Brian Proskurniak, First Secretary (Development)
Ruggles, Miyoshi (Leader), Abe, Sakamoto

Dr. Ruggles asked about Japan-Canada cooperation, and Mr. Proskurniak briefed us on a few possibilities. The biggest possibility is Hanang District. Canada has a participatory development program, and Japan has activities under environment and water.

The leader explained the objective of the mission. An example will be on the evaluation on education (to be obtained). Advice is to grasp the context of the other donors.

Other information on the Canadian cooperation are :

- Priority areas are micro-finance and education, which is about 80% of the total. There are some support to human rights and health (Morogoro Region). The reasons for selecting the 2 priority areas are explained in Annex B.
- We have received positive response from HQ on basket funding, but we are being involved cautiously. But we would not agree to exclude non-basket donors.

Materials received:

- Canada, *Tanzania Let us work together*, September 1997.

Materials to be received later:

- Education Evaluation
- TOR for Education Sector Program formulation

Materials distributed:

- Japan-Canada ODA Programming Mechanisms: Potential Linkages for Joint Cooperation
- Japan-Canada Agenda for ODA Cooperation

Organization visited: **UNDP**

Date and time: 1 Sept 2000, 9:00

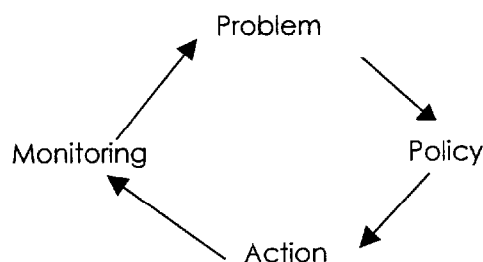
Participants: Sally Fegan-Wyles (SFW), Resident Representative, UNDP
Oddvar Jacobsen (OJ), Deputy Resident Representative, UNDP
Ernest Salla (ES), Economic Management Unit, UNDP
Audux Ruta (AR), M&E Unit, UNDP
Jackson Biswaro, JICA Tanzania
Miyoshi (Team leader), Abe, Dr. Ruggles, Sakamoto

After introduction and explanation on the objective of the mission, SFW explained present situation in Tanzania.

SFW: **The context in Tanzania:** Tanzania is one of the poorest countries, and has very low level of participation in secondary school. They have gone through the right policy change in terms of macroeconomics and reforms, so the policy framework is set. The problem is the capacity to move various activities at the same time, and we come back to the same people. The few capable people have the heavy load. There is a need to increase middle-level management, by building the capacity in the long run.

Ways of delivering assistance: There is no single answer to methods of delivering assistance. In the long term, it is preferable for budget support, but in consideration to the capacity in the government, it is early to fully jump into the idea. It is good to have the budget support as a long-term vision, but most donors are into basket funding within a limited way. The bottleneck goes back to the capacity of the Government of Tanzania, and in the interim period before the Government increases capacity, all modes of supports are understandable. UNDP also have a range of modalities, including project assistance. Basket funding is an experimental effort, but since we believe that the role of UNDP is not a fund but a development catalyst, therefore, basket funding will not be the major methods of assistance for UNDP. We are presently doing a study on basket funding on the health and local governance, and this will be discussed in the next DAC meeting on Tuesday.

Prioritization: Tanzania has limited resources in terms of finance and human resources. Financially, donors can contribute to the budget, but the problem is the limited capacity of the Government to manage. Therefore, instead of working with various projects in various Ministries without prioritizing, the Government needs to prioritize. This is where TAS, PRSP, and measuring impact on the poor come in. The following cycle is the ideal situation, but presently, it is only happening in different areas. PRSP is a subset of TAS, and in this aspect as well, monitoring system is crucial.



Leader: JICA has been going through reforms, for example, we have Regional Section in HQ.

We also introduced 50 Country Programs around the world. This evaluation is part of the process to improve the Country Program, and also the organizational function of JICA. So we are interested in evaluating the efficiency, especially in the area of aid management, and relevance to the Tanzania development issue. Therefore, we are looking for comparison material, especially in health and rural development to see if it is possible to evaluate.

SFW: One study you might be interested is a study by Finish on the Lindi rural project to reduce poverty. This has been done by interviewing the beneficiaries. The methods may be interesting to you. UNDP has not been doing in-depth evaluations on the country program. But we have been reviewing projects, and we have been shutting down project, which are too costly or not sustainable. In the 1990, we have been working directly with the community, but it has proved to be too expensive to sustain. We do have evaluations for each project (required for all projects and programs over US\$1,000,000).

OJ: We also have the Strategic Results Framework (SRF) since last year.

SFW: We review the results of projects by budget to get value for money. However, it is a difficult task to systematically do so.

Leader: What is the evaluation system for the Government of Tanzania?

ES: Although we have been supporting the Government to systemize monitoring and evaluation through AMAP, it is non-existent. There is a guideline on project evaluation, but unfortunately, it is not being used.

Leader: How do you think the PRSP and debt relief will change the budget after three years?

SFW: The most interesting part of the PRSP is the explicit implication on poverty monitoring. We need to see the changes made by the plan. Firstly, the pattern in expenditure is to be monitored, especially for important areas such as PHC and education. PER focuses on government expenditure. Secondly, there is routine administrative monitoring for example for health and education. Unfortunately, the administrative system is still in poor quality, and information comes in too late. The Tanzania Socio-Economic Database that has been supported by UNDP has been officially approved to be the database for PRSP. Lastly, there are ad hoc poverty surveys. This can be participatory poverty assessment, and small-scale household surveys. These area needs to be strengthened, and UNDP has been keen is supporting the monitoring systems.

Ruggles: Bolivia has done their PRSP with the Government in the drivers' seat. How was it in Tanzania?

SFW: Tanzania also had the Government in the drivers' seat. Two committees were formulated by the Government, with MOF (Ministry of Finance) and VPO (Vice President's Office) as leading ministries. Donors paid for the process, but the Government did the job. The first draft by the Government was shared with the donors for comments. In Tanzania, PRSP is only a part of the Development Plan for Tanzania, accounting to about 30% of the Government expenditure. Other areas included in their Development Plan, not included in the PRSP are national roads, electricity and defense. The HIPC fund is about US\$200,000,000 per year in the budget, and there may an additional US\$100,000,000 from other donors.

Ruggles: In the JICA Country Program Evaluation, what do you think the other donors would be interested to see?

- SFW: How improvements in the situation for the rural poor, and cost effectiveness. One good example is the labor based rural roads. Rural roads will allow agriculture produce to be sent to the market, and teachers to be assigned to rural areas. The labor intensiveness will bring employment in the villages for peasants during the dry season. Skills for small contractors will be improved. An example of large scale, low cost method will be appreciated. Visible impact is impressive. In the zonal workshop, education, agriculture and road was selected as highest priority, and health and water came in later.
- Leader: My observation is that policy, program and project are different between that of Government and that of donors. I think it can be drawn out in the following framework.

Diagram 1

Donor / Government	Policy	Program	Project
Policy			
Program			
Project			

What is your opinion?

- SFW: The Government has policies, but usually not Programs. Donors facilitate Government to formulated Programs. I would see a problem if various donors are doing the same kind of projects in the same area with different ways, and in that case, it needs to be rationalized. It is a bigger problem when different donors are paying different DSAs in the neighboring areas. We think if there are different projects with different objectives, it has reason for justification.
- Ruggles: Can you share documents on the SRF?
- OJ: We can share both the global guidelines, and the framework for Tanzania. We still plan for the each project with the Workplan, with budget implications, but SRF is used for the corporate goals. Although we still use the Annual Program Report for program for each projects/programs, we may eventually do away with it.
- SFW: We used the SRF in the Annual Program Review in March 2000 with the Government. This may be a document of interest to you.
- Sakamoto: What is the role of the Government in the present SRF?
- OJ: SRF started as UNDP document, but the presently, Government is involved.
- OJ: **Japan's role:** UNDP is involved in the Tanzania Socioeconomic Database, which will monitor the PRSP. Japan may be interested. The selection of agriculture goes hand in hand with rural roads.
- OJ: **Consultation with donors on this evaluation:** UNDP is required for DAC appraisal committee for approval of programs and projects. In terms of evaluation, we can start with informing DAC, chaired by UNDP and World Bank, when evaluations will take place so that it doesn't overlap too much.

Materials received:

- Tanzania Country Program Evaluation, Answers to the Questionnaire for the first mission. (All)
- Timo Voipio and Paul Hoebink, *European Aid for Poverty Reduction in Tanzania*, Overseas Development Institute, 1999

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- UNDP Tanzania, *Strengthening National Execution URT/97/001/A/01/99, Report of the Evaluation Mission*, February 2000.
 - *Final Report for Terminal Evaluation of URT/97/023, Strengthening Human Rights Capacities in Tanzania*
 - *Support to the Strengthening of the Capacity of the National Assembly, Evaluation Report*, Dar es Salaam, 25 July 2000.

Materials to be obtained later:

- Global SRF guideline
- SRF on Tanzania
- Annual Programme Review, March 2000
- Report on Rural roads
- Evaluation book

Organization visited: **World Bank**

Date and time: 1 Sept 2000, 11:00

Participants: Ben Tarimo (BM), Consultant (Macroeconomics)
Biwsaro, Miyoshi (Team leader), Abe, Dr. Ruggles, Sakamoto

After introduction and explanation on the objectives of the mission, Mr. Tarimo explained about: 1. Macro-economic position of Tanzania; 2. Government shift; 3. Project and program; 4. World Bank support to Tanzania; and 5. Japan's possible area of support.

1. **Macroeconomic position of Tanzania**

Tanzania has 4.7% GDP growth, which is an improvement, but not enough for the 2.8% population growth. The target for Tanzania is 7% (See Vision 2025). The inflation is presently 6%, and Tanzania targets at 4%. More discipline is needed for the government expenditure, and the present budget balance is zero after donor support. The main production is agriculture, and it needs time for impact. There are trade deficit due to low export and high import. The top bilateral creditors to Tanzania are Japan, Russia, Netherlands and Sweden. Tanzania needs to transform into a productive economy. One third of the total expenditure is debt, and this is where HIPC comes in.

2. **Government shift**

The Government has drastically shifted its emphasis to poverty reduction. For the HIPC, the Government will submit the final PRSP by the end of this month. The President has approved it, and the technical team is cleaning up to submit to the Parliament. This will be submitted to the Annual Meeting.

The important thing about the PRSP was that it is a participatory process. Villages at the grassroots need to be involved in the process[?]. After the Government drew up guidelines in the PRSP, there were consultations with NGOs, private sectors. There were also eight zonal workshops to involve the regions. National workshop at Karimjee followed to get comments. The Inter Ministerial Committee reworked the PRSP to include the comments.

3. **Project and program**

Only 30% of the donor and international agency (except the Britton Woods Institution, which is required to go through the Government budget 100%) support go through the budget, and 70% goes directly to project. In order for the Government to plan for the development activities, it is preferred that it goes through their budget system. However, it is understandable that donors would like to see tangible impact for their money (e.g. Netherlands in Kagera Region, Finland in Mtwara, and Japan in Kilimanjaro).

Leader: How are you defining program and project?

BM: There are budget supports for program, and it is a wider concept. Project is specific, e.g. secondary school for girl's education in X district.

Leader: How do you think about this framework (Diagram 1), differentiating policy, program and project of Government and donors?

BM: I see program as sectoral programs, and projects as specific activities in the district. Donor support to policy is preferred.

Ruggles: I would think there isn't a major difference if the donor is supporting projects in line with the Government priority.

BM: You are quite right.

4. World Bank support to Tanzania

World Bank's broad focus is structural adjustment (sector, macro). Specifically, we are emphasizing infrastructure and privatization. The 450 parastatal has decreased to half the number (hotels, etc.). Big utilities such as power (TTCL), railways and harbors are still underway. We are also building the capacity of the private sector with US\$190,000,000.

The priority areas are education, health, water, rural roads, and agriculture (research and extension)

Leader: What is the content of the research?

BM: You may get the information from Ministry of Agriculture as NAEP II.

The specific projects that we have are: Railways, Financial reforms, Telecom, Power, Private sector development, Agriculture, Roads, Mineral, Urban sector rehabilitation, National extension, Lake Victoria environment, Girls education, Agricultural research, Tax administration, Rural and micro-finance, Privatization, Songo Songo gas, DAWASA (Dar es Salaam Water), TASAF (US\$60,000,000)

Sakamoto: How does TASAF relate to PRSP?

BM: TASAF is a funding mechanism, and a small portion of PRSP.

5. Japan's possible area of support

The following are areas where we think Japan can support. Hydropower may be a possibility with your expertise. Agriculture has various areas where Japan can support: 1) Cereal production, e.g. rice), 2). Rural finance, 3) Agro-processing. Others are rural roads and health (e.g. HIV/AIDS and Malaria)

Leader: We are already in some of the areas.

Leader: Can you elaborate on the credit flow of the debt relief.

BM: The present HIPC is an enhanced HIPC initiative, which is deeper and faster. (HIPC is for multi-lateral debt relief.) It means that Tanzania does not have to pay back each year, therefore, enables them to use the money the Government has collected from tax.

Leader: Is it possible to get the actual numbers?

BM: It is possible to obtain from Mbene or Limo of the MOF. PER (Public Expenditure Review) reviews the budget.

Leader, Sakamoto: Has the composition of the budget actually change after the PRSP already?

BM: The Tanzania budget cycle starts in July, ending in June, therefore, we have seen 2% increase in each of the priority areas.

BM: Chapter 5 of PRSP describes about the financing of the PRSP. PRSP is a rolling plan, and it will be reviewed annually.

Leader: For our evaluation, it would be useful to have your evaluation for comparison. Do you have any for health, or road?

BM: I will have to check.

Organization visited: **CIDA Program Support Unit (PSU)**

Date and time: 1 Sept 2000, 13:30

Participants: Victoria Mushi (VM), Education Specialist
Miyoshi (Team leader), Abe, Dr. Ruggles, Sakamoto

Ruggles introduced the mission, and explained the backgrounds to the Japan-Canada cooperation, and the interest to pursue cooperation in Tanzania.

VM: We have discussed potential cooperation between JICA with Mr. Furukawa, Mr. Kaoru Suzuki, Takana and Debra Sugusia. One area is school mapping done by JICA, since we also have an education program especially for basic education. Our short-term plan is Basic Education Funding Facility (BEFF), and the PAD (Project Approval Document) has been just gone through. There are no Canadian executing agencies, and it is done through MOE. We had a 2-day workshop for conceptualizing the ESDP, co-funded by several donors.

Leader: Can you elaborate on the process for the sector development program?

VM: There was framework, formulation of ESDP, dissemination and capacity building. There is also a question of basket funding.

Ruggles: What are the areas of collaboration?

VM: Firstly, the sharing of document. CIDA did school mapping in 10 districts, but through UNICEF Community Based Education. JICA also has experience in school mapping. Secondly, HIV/AIDS is also a common area. Thirdly, JICA did a radio network program in the South (Lindi, Mtwara), which CIDA would like to learn from the experience. Fourthly, Iringa's teacher's resource center is a good experience to learn from. In the medium term, we are in the District Based support to primary education. Here, the teacher's resource center by JICA comes in.

In the long-term, we are supporting the DBSE of the Government of the Tanzania (GOT), also supported by various donors. GOT is presently in 62 districts, and the idea is to cover all districts. EU is planning to support the DBSE for the rest of the districts, but CIA will have 3 more districts to support (Hai District, Moshi Rural Districts and Arumeru Districts). DBSP will become a District Integrated Program. There is BEFF in Lindi Region.

Ruggles: Do you have cooperation beyond information sharing, for example complementary projects?

VM: We have not agreed yet, but school mapping and macro planning is a possibility. We talked about exchange in personnel in this Unit, but it has not been agreed. We would like to work in close collaboration, sharing information, and peruse areas for actual collaboration.

Documents received:

- Basic Education Funding Facility for Tanzania, Project Approval Documentation, April 2000
- Basic Education Funding Facility for Tanzania, Management Strategy, April 2000

Organization visited: **USAID (United States Agency for International Development)**

Date and time: 1 Sept 2000, 14:30

Participants: Patricia Rader (PR), Chief Strategic Planning, Program Support
Miyoshi (Team leader), Abe, Dr. Ruggles, Sakamoto

The leader explained the objectives of the mission, and asked what interest USAID may have in the evaluation.

PR: Our budget is US\$30,000,000 annually, and is not large in comparison to our support to other countries. Half of our budget goes to health, especially reproductive health. Other areas are environment, private sector and governance. Our priority sectors are health, environment and private sector and governance. Governance is a crosscutting issue, therefore is included in the other 3 priority areas.

Leader: We are planning to evaluate the process. Do you have any documents that we can make comparison to?

PR: The document we based our annual review on, may be of interest to you. The results of the evaluation are not utilized as much as it should be. The budget distribution is more based on political reasons.

Performance

Our health program is working well. We're also doing surveys. Environment area is a bit slow because of the slow movement in the environmental policy. We also find the democracy and governance area difficult. In 1988, we started rural roads at the district with private sectors, and that is working well.

Basket funding

We don't do on budget or basket funding. We do have some for specific activities at the Ministry of Health, but it is limited. We are assessing the administration in Ministry of Health, but it is unlikely that we will do basket or on-budget funding in Tanzania, because of our legal constraints in the US, and the lack of transparency in the Government of Tanzania. (We have done on budget funding in Ghana because of their transparency in the budget.) UK, Nordics and Netherlands are religious about basket funding, where as Japan, CIDA, French and the US isn't. It has come to the extent of a zero-sum game, with has bad influence to donor coordination.

PRSP

We think PRSP is a World Bank formula, and the ownership of the Government is not enough, although the process has been relatively an open process. We had commented through the process as well. The contradiction is that Government is talking about decentralization, but the centralized decision-making is progressing.

Agriculture

I think agriculture is the crucial area for growth, but unfortunately, the Ministry of Agriculture is weak. It is a good area for Japan's support. US were previously into agriculture in the 1980s where there were enough budgeted.

HIV/AIDS

Although roads are important, it has a negative effect of spreading HIV/AIDS. Presently, 20% of the people in Tanzania have HIV/AIDS. From the new DHS, it is possible the IMR is increasing because of HIV/AIDS. USAID is mostly working with NGOs for clinics and counseling. We support the Government for standard basic health because of their limited capacity.

Documents received:

- USAID/Tanzania, *R4-2002, Results Review Portion of the R4*, 3 April 2000.

Documents to be obtained:

- Document covering before 1996

Organization visited: **Ministry of Finance (MOF)**, The United Republic of Tanzania (URT)

Date and time: 1 Sept 2000, 15:30

Participants: Prosper J. Mbena (PJM), Commissioner for External Finance, MOF
Paul A Mwafongo (PAM), Assistant Commissioner, Bilateral Aid, MOF
R. A. Bitungwa (RAB), Desk Officer for Japan, MOF
Epiphania G. Mosha (EGM), Desk Officer for Technical Cooperation, Civil Service Department
Biswaro, Miyoshi (Team leader), Abe, Dr. Ruggles, Sakamoto

After welcoming remarks by Commissioner Mr. Mbena, Team leader of the mission explained the objective of the mission, as an identification stage of the country program evaluation. Team leader briefly explained the TOR and asked for comments.

PJM: One initial comment that I would have on the TOR is that Government of Tanzania (GOT) has been working in poverty for years, and PRSP is driven by the Government, and not the World Bank and IMF.

To explain the present situation in Tanzania, the trend of economic changes are on the positive side. The macroeconomic environment is good, and the economic growth is increasing. In overall, current program with Japan is going on well. One problem is that the difficulty in the mechanism to capture the future budget. We respect the system of Japan, but for us, it is a problem that we don't have the figure for next year. It does help to know commitment of projects for planning purposes.

PAM: We submit and resubmit proposals, but we don't know which proposals will be take up.

PJM: Priority of Tanzania is changing. In 1995, infrastructure, by presently in the 2000, social sector has more priority. Therefore, possible funding by Japan is different from that of the 1995. When we submit proposal to Japan, we don't submit it to other donors. So if the selection of proposal is too long, we loose the chance to implement the project.

Leader: In the Country Program, GOT agreed with JICA on the common priority area. In this evaluation, we would like to evaluate the process of cooperation as one of the major points. Other experiences in the process would be of relevant information so that we can compare the pros and cons. We would also like to propose an Advisory Committee to make the process of the evaluation transparent.

PJM: Country Program Evaluations by other donors depend on the agreement. It may be a joint evaluation or an independent evaluation. It depends on who is the user. If it for Japan, it may be done by Japan or a Tanzanian local firm. If it is for other donors, it may be an independent firm. It also depends on the capacity, time and resources.

Ruggles: You have touched upon the key question of who the user is. What Mr. Miyoshi is intending with the Advisory committee is to involve the ministry utilizing local capacity and building it in the process.

Sakamoto: If the user of the evaluation were the GOT, what would be the perspective of the GOT?

PJM: It would be if it the project benefited by people. However, we understand that it would be different criteria if the project were for the balance of payment. The project would pay another country (e.g. EC), and Tanzania will receive commodities.

Ruggles: I believe that you are moving in the direction for more relevant planning to focus on the support for poverty reduction.

Leader: What are the criteria and perspectives from PRSP?

- PJM: I have not read the final PRSP in detail, but I have been fully involved in the process. Agriculture is an important sector, and cooperation in the sector is appreciated. We selected a few priority sectors such as social sector such as health, education, agriculture, infrastructure (rural roads), and Jurisdiction (good governance).
- Leader: What are the constraints that you have in reaching your targets?
- PJM: It is the local capacity to manage. There have been short-term technical assistances, but it has not contributed to building long-term capacity. Additionally, local expert costs about 1/20 of one external expert.
- EGM: I would like to mention about Technical assistance in general, but usually, it is expected to build local capacity. However, the Tanzanian counterpart has not earned the skills after 2-3 years, and the capacity building has not be as expected. Many experts try to renew their contract after 4 years, and the efforts of training the local counterpart is questioned.
- Ruggles: According to a source, I learned that the problem is because the expert may be an expert in the technical knowledge, but not necessarily of training.
- PAM: We have experiences of experts coming with their service and equipments, and after their period, both the services and equipments end.
- PJM: The problem is not of the training capability of the expert, but their willingness to train. The set up is On the Job Training. The problem is that the expert wants to renew their contract, and would not like skills to be transferred.
- EGM: Most of the experts bring back home most of the things back home. They are also not willing to train. In a country, 46% of the technical assistance goes back to the donor country, and Tanzania and experts share 54%. It would be not fair for Tanzania to be paying the debt for experts. [Relationship between debt and TA??]
- PJM: There is no transparency in the present technical cooperation, and it is not a healthy situation. We need to figure out how we can make the counterpart training effective.
- Sakamoto: What form of capacity building do you think is most effective?
- PJM: I would think a good mixture of training abroad and training locally.
- PAM: In some cases, we opt for external experts even if we had the expertise in Tanzania, simply because we don't have the money to recruit them.
- Leader: By the way, can you make contributions to the minutes, based on the discussions for the country program evaluation?
- PJM: I will send the comments by Monday. For the time being, I have noticed how President's Office and Civil Service Department is written is not correct. But in overall, the idea is agreeable.
- Leader: Do you have names that you can give for the advisory committee?
- PJM: It should be organizations rather that specific persons, in case the person is transferred. What is Japan planning to do under the HIPC?
- Leader: You would have to refer to the person responsible for the decision.
- PJM: We know it is best if we can pay back the debt to receive more money. However, it is not so simple. It is difficult for a person who has no money for buying shoes, to collect money of equivalent in order to get a loan to buy shoes.
- Ruggles: My understanding was that HIPC was for multi-lateral, and bi-lateral debt relief is under a different scheme.
- PJM: You are correct.

Organization visited: **European Union (EU)**, Delegation of the European Commission

Date and time: 4 Sept 2000, 9:00

Participants: Klaus Schmidt (KS)

Biwsaro, Miyoshi (Team leader), Abe, Dr. Ruggles, Sakamoto

After introduction of the mission members by the team leader and introduction of the TOR for the mission and the country program evaluation by Ms. Abe, Mr. Schmidt (KS) explained the EU cooperation.

EU's last annual report covers 2 years, and some years back. The cooperation is based on the Lome Convention and we have the European Development Fund (EDF). The National Indicative Program (NIP) is from 1997 to 2002, and other un-programmed activities are structural adjustment (STABEC). We are a medium size donor, and we cooperate parallel to the EU family country member, but coordinated.

The priority sectors for the NIP are infrastructure, social sector (primary education, water supply), road maintenance (trunk and rural), and tourism and natural resources. Water supplies for the cities out of Dar es Salaam, and are quite expensive. We concentrate on a few sectors, because our people are limited.

Leader: Do you see the effect of being concentrated?

KS: We can deal with the program with few people both in the delegation and HQ. We can also put larger amounts of money in a few sectors. For example, we put in about 150,000,000 Euro per year for the roads.

Leader: Has the capability increased?

KS: Yes. We were also able to have intense policy dialogues, especially on road. Education was not as successful. We also gain more knowledge through the dialogue.

Leader: I'm interested to know why the Road Integrated Program by World Bank failed.

KS: I'm not well informed, but I think the transformation from project to program was too painful and optimistic. Maintenance of the road was not attractive to politicians, and institutional building was difficult.

Ruggles: Do you coordinate with your member states apart from the DAC and CG meetings?

KS: DAC has a strong coordination here, and the DAC conferences are overriding the member states coordination. But we will continue our attempt to coordinate within the EU member states.

Ruggles: What is your opinion on the basket funding?

KS: For education, we have a joint agreed program, and it is open if it is basket or not. Our initial concern is if we are contributing to the overall program. How we contribute it to is a secondary issue. According to the Lome Convention, which is our bible, it accepts 'joint financing'. However, the actual HQ hopes to get visible results.

Ruggles: Isn't basket funding based on trust for GOT?

KS: The signs we have seen in the MOE are not positive. But everyone is pushing to improve in the process. We have experience in the budget financing with domestic debt retirement scheme. Initially, we were not happy with the administration of the money. For example, it is recorded that MOW bought a car, but it is not true. So MOF agreed

with external auditors.

Leader: To whom does the auditor report to?

KS: MOF, supervisors, and EU. This forced GOT to take action. There were 8 cases that went to court. The other strategy was to strengthen the institution, and 5 financial management units were formulated.

Leader: What was the cost?

KS: We disbursed 48,000,000 Euro, and the cost of the auditor is inclusive (2%) of the amount.

Leader: How are the capabilities of the newly recruited people and how were they received?

KS: They recruited more capable people (not a police force), and initially taught the existing people, but eventually got rid of the existing incapable people.

Leader: What is the ratio between budget support and technical assistance?

KS: 71,200,000 for budget support and 1,500,000 for technical support.

Leader: Has there been a change in modality of the technical support because of the budget support?

KS: There were increase in auditors, but we have not necessarily increased expatriates.

Leader: Can you share your experiences on your evaluations?

KS: There is the 1998 evaluation, but it is outdated.

Leader: We are planning to evaluate the process of cooperation.

KS: We are planning an in-house evaluation.

Leader: What would you be interested to see in an evaluation?

KS: Concise information in a report is welcome. Reading evaluations are less time consuming than participating in various working task forces. We can see what is in it, and decide on our cooperation, etc.

Documents received:

- Co-operation between the EU and the United Republic of Tanzania, Annual Report 1998-1999
- Investment Development Consultancy, *Evaluation of the EU Structural Adjustment Support Programme, Tanzania 1992-1995*, July 1996

Organization visited: **Ministry of Education**

Date and Time: 4 Sept. 2000, 10:30

Participants: Charles Kalugula (CK), Director of Policy and Planning

Ally S.M. Mwaimu (ASMM), Head Policy & Financing Section, Policy & Planning Dept.

Miyoshi (team leader), Abe, Dr. Ruggles, Sakamoto

Ms. Abe explained the objective of the mission and the country program evaluation, and asked for comments. She asked his impression of JICA support, e.g. **school mapping**.

Mr. Kalugula appreciated the timely support, especially in reference to decentralization. MOE works closely with Hattori, Suzuki and Chisato as a team. When I look at your schedule for the evaluation, the timing is not too good. We work on the budget during January to March, and it would be useful if you have the output of the evaluation before that.

MOE emphasizes participation in school mapping. Therefore, MOE coordinates based on requests from Districts. Initially, participation of the local community was not sufficient. The idea is to use the information of school mapping for micro planning, e.g. District development plan. They learn to put data together with experts (e.g. JICA), and the capacity is built in the process.

Leader: When was the turning point for **decentralization**?

CK: 1991, when liberation and democratization started.

Ruggles: In the process of decentralization, is the budget decentralized as well?

CK: MOE is the entry point, but the execution is by the Districts. School mapping is supposed to help districts for strategic plans. There will be disbursement with district priorities.

Ruggles: Are the statistics different from the former administrative statistics?

CK: Not very different. The school mapping envisages database to cover every district.

Ruggles: What are your concerns and the progress?

CK: 35 districts are supported by UNICEF, and 3 districts are supported by JICA, totaling to 38 districts. There are 113 districts in total in Tanzania, and we would like to see more progress in other districts as well. We asked JICA to start with more, but they have decided to do it systematically so that the next batch will start after assessing the process of the first batch.

Sakamoto: Who is involved in school mapping?

CK: The information is collected at the village level. It is discussed at the grassroots level, aggregated and discussed at district assembly and MOE.

Ruggles: Is there a computer in all districts?

CK: We hope so in the future. Some districts do not have electricity, but it should not be a problem. An expert advised that solar power could be used.

Leader: We would like to **evaluate** the process in our CPE so that it will contribute the future. Therefore, the evaluations should be useful even after April. We would like to compare with other cooperation and processes, and change areas for improvement.

CK: There have been other evaluations such as DBPSE (District Based Primary School Education), external evaluations by Irish Aid, and joint evaluations on the Education

Sector. The joint evaluation on Education is controversy, because it misinterpreted the results. There was not enough discussions with the Government, and it says that the Government of Tanzania 'does not have good governance', which has nothing to do with the evaluation. The recommendation says that the plans were over ambitions. We plan to write back on these issues.

Ruggles: Do you have reports on the UNICEF projects?

CK: I think there was a Mid-term Report. There was an evaluation by World Bank, which was finalized in Washington DC. Teams went to each area, and had findings, but the findings were not reflected.

Ruggles: I think Malawi has experience in it for two years. Have you learned from their lessons?

CK: The key to **school mapping** is participation. The actual output is the database, which should be basis for micro planning. Base on this, allocation of resources will be done according to needs, and education management information system will go hand in hand. Malawi is a small country, so it is difficult to compare to Tanzania. It is critical that school mapping is sustainable, because it will be a guide for districts.

Ruggles: Do you get IIEP expertise?

CK: No. We get more information from UNICEF.

Sakamoto: Is the school mapping linked to Tanzania Socio-Economic Database [Tan Info]?

CK: No, it is linked to NESIS (National Education Statistics Information System) with the regional office in Harare.

ASMM: Participation is very important for school mapping, especially for ownership of the local area. Teachers, community, children and district officers should be involved in the process.

CK: In the district, District Planning Officer, District Executive Director, District Education Officer and Ward Executive Officer are involved.

Ruggles: Do they need training?

CK: Yes.

CK: Basic education is important. Through school mapping, constructive in-house training takes place.

Ruggles: I'm interested in JICA-CIDA cooperation. Which districts are they supporting school mapping?

CK: JICA presently is in 3 districts in Dar es Salaam as phase 1. They will expand in phase 2. They will also use experiences of UNICEF. They have committed themselves in 13 districts, but I hope they will expand faster, and support as many as 24.

Ruggles: Are they in Hanang, Lindi and Newale Districts?

CK: We will check.

Leader: What are the differences between **Sector Development Programme and PRSP**?

CK: National Poverty Eradication Strategy has long-term objective to eradicate poverty by 2015. PRSP has mid-term objectives to reduce abject poverty, with milestones after 3 years. In the PRSP, priority sectors are education, health, water, rural roads and agriculture. Within the strategic area for education is school mapping. The objectives of the education Sector Development Programme are: 1. Increasing enrollment at all levels, 2... 3... and 4. HIV/AIDS.

Leader: What are your expectations from **donor support**?

CK: Priorities, which we have put cost to. We would like them to support the process of the programs.

Leader: How is the actual donor support in comparison to your expectations?

CK: The expectation is high, but reality is harsh. For example, we may want all primary school to be rehabilitated, but in reflection to reality, we scale down. We would like to do school mapping for all, but were advised to do it systematically instead of at one go.

Leader: Do you see differences in donors?

CK: They are all different, and it does make our life easier if they were the same. In regard to sectoral policy, donors are brought together. However, financially, common practice has not been reached. The concept of pool funding is there, but implementation is not easy. We understand that there will be different modality rather than only the pool funding. It is not the matter of the local offices here of donors to agree or not to agree to the pool funding. It is the HQ system, so it may even take 10 years to change. Therefore, we won't say that pooled funding is the only way.

ASMM: Donor coordination is difficult. Japan is not doing pooled funding, but there are other modes of funding.

CK: The Japanese Ambassador has mentioned that donors have been talking about pooled funding, but nothing has happened.

Leader: What is your opinion?

CK: We understand it is not easy. The decision is not taken in Dar es Salaam. The question is how you account for it.

Ruggles: In regard to sector plan priority and basket...

CK: The fundamental point is that there are many procedures. Districts open account for each projects, and there are auditing requirements. There is no time for planning. Executors are serious. Bi-laterals are fast, but multi-laterals are more complicated. Netherlands, Danish and the Finish now have common practices, including accounting, reporting and monitoring.

Leader: What are the present achievements for the common pooling?

CK: We have set the target for output, performance, and impact.
The expectation for the debt relief is also high.

Organization visited: **Ministry of Health (MOH)**

Date and Time: 4 Sept. 2000, 14:00

Participants: Parimillina Mapunda (PM), Dept of Policy and Planning
Miyoshi (team leader), Abe, Dr. Ruggles, Sakamoto

Ms. Abe introduced the objective of the mission, and Mr. Mapunda apologized for the absence of the Director of Policy. She is presently at the RMO meeting in Lindi.

PM: The JICA-MOH relations improved since Hashimoto expert came. We have been promoting for Japan to move into **basket funding**, but it is not a requirement. The most important thing is that we agree on the Plan of Action.

Leader: What are the percentages of the donors in the basket funding?

PM: 6 donors are in the basket among 12 donors supporting MOH [cf. list on health sector]. Basket functions with conditionality, and we are working on the common accounting manual. We used to discuss bilaterally to negotiate, and now, donors can now agree among themselves. The only problem is that if there is basket funding, the volume of forms increased to please all participating donors. The actual percentage in the basket can be calculated from the detail plan of action. The transparency has increased based on the Platinum system since last financial year.

Leader: How do you get the figures from the support outside your budget?

PM: We get indicative figures from donors, in estimates for projects outside of the Government budget.

Leader: To what extent do you consult with donors?

PM: For pooled funds we discuss with basket donors, and non-basket donors.

Leader: Do you use any measurement to check your achievements?

PM: Each Department has their priority to achieve. They plan and cost out the activities, and decide the basket funding envelope and other envelopes. We also have **performance indicators** to measure objectives. It is in the *Health Sector Reform Program of Work, July 1999 – June 2002*. It has the Strategic Plan and the details.

Leader: Are the JICA projects included here?

PM: JICA is included in here.

Sakamoto: Do you use the Health Management Information System (HMIS) for this?

PM: No, it is not streamlined. The information from the HMIS is available as Health Statistical Abstract 1999 at the statistical section.

PM: There have been so many missions, and it has been difficult to do the actual work. With the introduction of the basket, the mission will only come in March for 2 weeks. Otherwise, it is too tempting for officers to attend mission, and get DSAs. So there are positive aspects of the basket funding, and there were initially problems with transparency. You can come when you are satisfied.

There was a problem in treasury previously, and the use of the funds changed in the past. Last year, it took time, but it eventually came.

Leader: Do you measure your performance against the expenditure?

PM: We are doing performance measurement. (Example provided.)

Sakamoto: What is your cycle?

PM: It starts from July and ends in June. There is an annual review in March covering July to

March, and based on the Quarterly report in June, we proceed to the next budget cycle.

Leader: Has there been change because of the **PRSP**?

PM: Yes. Because of the PRSP and HIPC relief, the ceiling increased.

Leader: What is the percentage increase?

PM: In the 1990s it was 7%. It was 12% last year, and 14% this year.

Abe: How is the harmonization of procedures?

PM: We promote Sector Wide Approach (SWAp), and discourage new projects. New ones will need within our priority and also needs clearing by MOH.

Ruggles: How are projects outside the basket?

PM: The old projects will end in 2001 and 2002. New projects must fit into the overall priority.

Ruggles: I think the basket is only a part of the Sector Wide Approach.

PM: Projects should be under SWAp.

Leader: How do you think of various styles of operation?

PM: It is a stance of operation, and there are ways outside of the basket. However, it would be appreciated if you were within the basket.

Leader: What is your opinion about **project-oriented approach**?

PM: We see the problem in that fact that we don't know of the cost of projects, even if it is inside the SWAp.

Leader: We have supported grant capital aid, as a financial project through the financial budget.

PM: Support through the budget is easier to trace.

Leader: We also have the counterpart fund, using non-project local funds to treasury.

PM: That will reach us, but may be differently.

Leader: The grant capital aid is a non-project aid, and the provision of capital aid can be provided in local currency to the basket funding.

PM: Basket funding will alleviate government strain.

Documents received:

- Summary Expenditure, Summary Government/Pooled Funds/Other, 1 June 2000 – 30 June 2001

Organization visited: **Ministry of Works**

Date and Time: 4 Sept. 2000, 15:30

Participants: J.L. Ngumbulu (JZN), Director, Trunk Roads Division

Edwin Mujuwahuzi, Project coordinator, Dar es Salaam Roads Development Project (DRDP)

P.A.L Mfugale, CEB, Roads Dept.

Mujwahuzi, H.T.E, RC-DRIP, Road Dept.

Y. M. Shitindi (YMS), PC/IRP, CODAP

S.I. Missa, SETBMR, Policy and Planning

S.T. Rwegumjija, Ag. ADDC/TR, Trunk Roads

Hiroyuki Iida, JICA Expert (Road Works)

Miyoshi (team leader), Abe, Dr. Ruggles, Sakamoto

Ms. Abe introduced the objective of the mission.

JLN: Recently, donor coordination has been active. The existence of the JICA expert in the Ministry has made the coordination with JICA easy. During 1991-1999, there has been cooperation mainly in Dar es Salaam.

Leader: What is the relationship between your **Strategy and PRSP?**

JLN: We have been working closely with Treasury. There is the question of the impact of the programs in Dar es Salaam to poverty. It has given positive impact for the people living in Dar es Salaam, for example, the market, and local area roads.

Sakamoto: What is the influence of the PRSP, which emphasizes rural roads?

JLN: We are presently covering 10,000 km of trunk roads and regional roads in this Ministry. Presently, 70% of the road fund goes to the trunk roads and regional roads, and 30% goes to feeder roads (Ministry of Regional Administration and Local Government). We are still discussing the best distribution of the road fund.

Leader: Where does the fund for the road fund come from?

JLN: We get them from the fuel levy.

Leader: What is the coverage of the road fund?

JLN: The budgets for the roads are for general development of the roads, and maintenance of the roads.

Leader: Do you have any performance measurement?

JLN: Through the Civil Service Reform, MOH started the performance measurement, and all ministries will be covered eventually. Ministry of Works has not yet. We have annual agreement with regional engineers.

Leader: How do you calculate cooperation?

JLN: For development projects, the contributions by donors are in the budget, for example for maintenance.

Leader: We would like to include process evaluation in the country program evaluation. Do you have any reference materials that we can compare to?

JLN: You can look at the implementation and allocation.

Sakamoto: How are the other donors?

YMS: The multi laterals are very slow in procurement process, but the bi-laterals are fast, and the project moves faster.

Leader: Has there been evaluation by donors in your sector?

JLN: We signed an agreement with SDC for an overall project review, in middle of the project. ADB do their own assessment at the end of the project, depending on their loan conditions. In the Reviews, all bilateral are involved. There was also a review by JICA. Experts, which have been here for 20 years, have been a useful link.

Leader: Can you explain about the Integrated Road Project?

JLN: The duration is 1990-2000, and DANIDA reviews annually to see the achievement of projects, and ways to improve management (e.g. procurement).

Leader: What were the recommendations, and were they implemented?

JLN: There were three points. 1. One problem was that the Government was slower then. The institutional arrangement was improved. 2. Financing was not stable, so presently, a stable financing is in place. 3. Maintenance was not done. Although the money was there, it has gone to fund other activities. It was not ring fences, but presently, ring fencing is taken to task.

Materials received:

- Ministry of Works, *Comprehensive Review of the Integrated Road Project, Final Report*, Carl Bro International a/s, December 1997

Organization visited: **Embassy of Netherlands**

Time : 4 Sept. 2000, 16:30

Participants: Theo R.G. van Banning (TRGB), Counselor, Head of Development Cooperation
Miyoshi (team leader), Abe, Dr. Ruggles, Sakamoto

Ms. Abe introduced the objective of the mission, Dr. Ruggles asked for advice from their evaluation, and the team leader emphasized that the JICA evaluation would also like to look at aid management. Mr. Banning explained as following.

The evaluation took place during 1992-1993, and the person who was here at that time is not here. I came in 1997. The evaluation had a diastral effect, with the conclusion that two thirds of the projects were wrong. People started asking 'Why aid to Tanzania?' Also as a result, we are no longer supporting Zanzibar. Since then, we have annual overviews.

There has been a **shift** after the evaluation, but support to Tanzania is about 46,000,000 Euro, and stable.

1. We are no longer in industry and agriculture. MOA requests only inputs, and we believe that it would only work through the market. The Minister decided that we should concentrate in 4 sectors. There was also Government shift to get out of sugar industry. Our priority is education, health and water.
2. We had import support programme, but we no longer doing that. We support the Multi-lateral Debt Fund (MDF) (World Bank, IMF and ADF), as financial input. That is shifting more to the HIPC.
3. We have less technical support. We had 200 people in 1980, and in the 1990s, 20 in Zanzibar, 70 experts in mainland, 50 doctors, and 40 volunteers. The experts are now down to 16-17. Presently, our support is presently one third to technical support, and 10 % is experts [of total]. Two thirds go through the accounts, controlled by the Government or co-controlled.

In the Government of Tanzania, there is a shift to health and education. The aid is less controlled, and since we have been supporting the MDF for two years, total debt is decreasing. The Sector Wide Approach is useful, because it also moves project aid.

The Evaluation has had drastic impact. The Minister of the Netherlands decreased the countries to support, to 20 countries. Although Tanzania remained, it has been narrowed down to 4 sectors.

We have seen increasing ownership by the Government. However, MOH and MOE are not fully qualified yet (qualified people are few). Financing is still not enough. WHO recommends US\$12 per capita for sufficient health service, and Jeffery Sacks say that health goes before development. The financing is far from it.

Ruggles: For the Sector Wide Approach, if the capacity of the MOH is low, how is the district capacity in relation to the decentralization? Even if you put eggs in the basket, the eggs will not come out from below.

TRGB: That is why we have 25% of our support in districts of Kagera and Shinyanga Regions. We go through the Participatory Rural Assessment, and the district plans are drawn out. There is 1 Dutch expert in each district.

Leader: How is the fund channeled?

TRGB: Some go through districts, and some bypass the districts.

The evaluation was harsh. The Minister says now that 'Experts don't work' but it is on the extreme. The supports are combination of money and ideas. It is difficult to measure ideas, but easy to measure money. Since the 1970s, we have been doing fellowships of 1-2 months. It increased from 100 to 4000, and there is the question if it helped. We think the capacity of the Government improved, for example in the MOF.

Ruggles: Canada also had fellowship, but there was a problem of them staying on in Canada. Another question was if they stayed in the health section if they were trained in the health sector. The problem was that the training was for 4 years.

TRGB: We only do trainings for 1 year.

Leader: What has been the improvement after the **evaluation**?

TRGB: The improvement is in the management aid, and improved the ability of the field, with more authority. Now we can go ahead with moving less than US\$1,000,000. The difficulty is that Hague doesn't know what we are doing.

Ruggles: Do you use Dutch firms?

TRGB: 69% of our support goes to the Government of Tanzania (GOT), and 10 % to experts. The rest goes to NGOs, but not necessarily Dutch ones (e.g. PSI for Salama, for HIV/AIDS). Unlike Canada, Danish, Japan and USA, they are not tax exempt, and see it on commercial basis. We believe this helps prevent corruption.

Leader: How do you see **programs and projects**?

TRGB: Support to multi-lateral is difficult to trace. SWAp is more like collection of projects, but under Government policy.

Leader: I see differences between policy, programs and projects of donors and governments respectively (diagram 1):

TRGB: I see it more like this.

Donor / Government	SWAp	Program	Project
Policy	We are aiming at this		
Program			
Project			Donors should stop doing this. It is better to just give money, unless it is good practice

TRGB: We are also supporting MDF.

Leader: We are supporting structural adjustment through non-project fund.

Documents received:

- *Annual Overview, Tanzania-Netherlands Development Cooperation*, Dar es Salaam, 10 March 2000.

Organization visited: **Ministry of Finance (MOF)**

Time : 5 Sept. 2000, 10:30

Participants: Prosper J. Mbeya (PJM), Commissioner for External Finance, MOF

Paul A. Watonga (PAM), Assistant Commissioner, Bilateral Aid, MOF

R.A. Biting, Desk Officer for Japan, MOF

Miyoshi (team leader), Abe, Dr. Ruggles, Sakamoto

Further comments were received on the Minutes, and the final minutes were signed between the Commissioner and the team leader.

Prior to the signature, some questions were answered on the budget system by PAM. The performance management facilitates capacity building. This started this year, and is a joining effort with ministries to monitor the sector objective, contributing to the overall poverty. The following documents should be useful:

- World Bank, Macroeconomics 2 Africa Region, *The United Republic of Tanzania (URT) Public Expenditure Review (PER), Volume I: Main Report and II: Towards a Medium Expenditure Framework*, November 1999.
- Planning Commission and the MOF, *Guidelines for the Preparation of the Medium Term Plan and the Budget for the Period 2000/01 – 2002/03*, February 2000.

The initial institutions proposed for members of the advisory committee are:

1. MOF
2. Civil Service Dept.
3. MOH
4. MOA
5. MOE
6. Ministry of Works
7. Ministry of Energy
8. Ministry of Water
9. Ministry of Natural Resources
10. Ministry of Communication and Transport

The team leader suggested adding participants from research institute or University, and civil society, and it was agreed.

Documents received:

- World Bank, Macroeconomics 2 Africa Region, *The United Republic of Tanzania (URT) Public Expenditure Review (PER), Volume I: Main Report*, November 1999
- World Bank, Macroeconomics 2 Africa Region, *URT PER, II: Towards a Medium Expenditure Framework*, November 1999
- URT, *Speech by the Minister for Finance Hon. Daniel N. Yona (MP) Introducing the national Assembly the Estimates of Government Revenue and Expenditure for the Financial Year 2000/2001 on 14th June, 2000*, 2000

Organization visited: **UNICEF (United Nations Children Fund) (Health)**

Date and Time: 6 Sept. 2000, 10:00

Interviewed: Dr. Rita Poutianine, Project Officer Health
Dr. Rosemary Kigadye, Health

Sakamoto explained the objective of the mission, and information was provided by UNICEF on evaluations, JICA cooperation, and the health sector.

Evaluation

UNICEF Country Program (CP) cycle is for 5 years, and the next CP starts in 2002. The last mid term Evaluation was in 1999. We also have evaluations and studies for specific subject. There was a study on the Safe Motherhood Initiative with the National Bureau of Statistics, covering 7 districts.

JICA/UNICEF cooperation

We have cooperation in Kilosa and Bagamoyo. Hashimoto expert has facilitated JICA collaboration, and the collaboration is complementary. JICA provides radio equipments, and UNICEF, ambulance and training. It is too bad we could not do it in the former NORAD supported districts (Kisalawe District in Coast Region, 1 district in Ruvuma Region, 2 districts in Mtwara Region, 2 districts in Mbeya Region, 5 districts in Mbeya Region, 5 districts in Mwanza Region and 1 district in Mara Region), instead of in isolation, although Kilosa and Bagamoyo are CSPD (Child Survival and Protection Development supported by UNICEF) regions. Their support was for 3 years, with other types of supports. (Sakamoto guessed that the selection of Kilosa and Bagamoyo was most probably because of the location of volunteers.) UNICEF also has ECCSPD (Early Childhood Survival and Protection Development) Program in Bagamoyo, which looks at child in a holistic way, and also covers women of reproductive age, with cross linkage to HIV/AIDS.

Health Sector Report

UNICEF is emphasizing cross-sectoral community perspective in the Health Sector Reforms. 84% of the children die at home and among them 60% has never received medical service. It is important to look at it in a cross-sectoral view. We have been working in sectors for a long time, and experience teaches us that we need to look at the comprehensive community. It is not sufficient to provide equipment. There are disconnection between the community and the equipments/services.

Trend

The trend of IMR and MMR is increasing, not only due to HIV/AIDS but also declining health services, worsening situation of malaria and the economic situation, although they say the GDP is improving.

Advise on Evaluation

It is important to look at the situation and see the consequences. Be open about the results, and use the findings to improve how you operate in the future.

Material provided

- URT and UNICEF, *Mid-Term Review of Government of Tanzania/UNICEF Country Programme, 1997-2001*, Dar es Salaam, August 1999.
- Thematic Working Group 2, *Mid Term evaluation of the 1997-2001 GoT/UNICEF Country Programme of Cooperation, Report on the Rights of the Young Child (0-6 Years)*, Dar es Salaam, June 1999.

Materials recommended

- MOH, *Health Statistical Abstract 1999 (Morbidity study)*, 1999
- National Bureau of Statistics and USAID, *Reproductive and Child Health (KAAPS)*
- TDHS 1996

Organization visited: **Dfid (Department for International Development)**

Date and Time: 6 Sept. 2000, 11:00

Interviewed: Jim Carpy, Senior Programme Officer

Situation of Tanzania

Tanzania had a long term Vision 2025, and TAS has been formulated to explain how donors should be supporting, and there is a sense of ownership in it. PRSP has recently been given more attention. There should be more economic growth to increase the revenue for the Government because aid is not sufficient to satisfy the needs of the country.

Dfid Priority areas

We review our Country Strategy after 3 years. Our priority areas are

1. Public resource and economic management (e.g. budget support)
2. Education status, particularly for the poor
3. Health status, particularly for the poor
4. Productive opportunities, particularly for the poor (e.g. natural resources and small business)
5. Participation of Civil society

Within the priorities, 2 and 3 are especially emphasized.

Budget support and TA

Presently, 40,000,000 Pounds go to budget support, and 25,000,000 Pounds go to technical cooperation (on and off budget). For the health sector, it goes into the basket. Among the budget support, some are earmarked for PRSP. However, the rest are not earmarked, and since we do not get receipts for the spending, we do not know what it is spent for. It may be spent for defense.

We had over 100 projects in 1997, but they have drastically decreased.

Reasons for the shift

We are moving this way because we are only a few people. These directions are for decreasing administrative work, and strengthening the capacity to influence policy.

Future direction

We are presently reviewing how we do things, and we find basket funding too time consuming. It is quite labor intensive, so we may be headed more towards budget support. We are presently reviewing the concept notes, and this will be reflected in our budget in July. We are internally drafting the concept by December, the HQ will review in by March, and it will be launched in July with the Government of Tanzania (GOT). Depending on the HQ response, we may not be participating in the basket funding.

Material provided

- Dfid, *Tanzania Country Strategy Paper*, April 1999.

Organization visited: **Embassy of Norway**

Date and Time: 6 Sept. 2000, 12:00

Interviewed: Tone Tinnes, Economist

Sakamoto explained the objective of the mission, and asked advices based on their evaluation.

Priority areas for Norway

The priority areas are Health, Environment, Roads, Energy, Local Government Reforms and MDF.

Role of the evaluation

The evaluation was the starting point, and TAS also gave us a reference point. We decided to have fewer projects, and fewer sectors. As of June 2000, we have no volunteers or experts. We support institutional building, but not necessarily send in Norwegians. It is better to give the money, so our support is 100% on budget. The support is for Ministry of Finance (US\$350,000-360,000, US\$65,000,000 to MLD) and other ministries, in their planned budget. US\$500,000 goes to NGOs.

Basket funding

If it is not possible to work in basket funding, projects should not only be in the priority area, but also within the overall plan of each sector.

Health, Local Government

All our support to the health sector and the local government go to basket 100%.

Road

The road sector programme of the Government is still in the process of information sharing.

Evaluation

Our Country Program Evaluation was done by a team from Norway and ESRF, and the draft was commented.

Expectation in the JICA CPE

We are in contact with JICA in the sector program. I would be interested in how JICA works, and how far JICA can move. Our project has been support to Government priority sectors, but the project needs to be looked into in the bigger context. An overall approach is necessary instead of a narrow approach.

More opportunities with budget support

By participating in the budget support, we are informed of the progress on a quarterly basis. The economy, tax collection, budget spending, policy implementation and priorities are discussed. I can crosscheck this information with education and health. We can also grasp the overall budget spending, and in the process of the PER, there is prioritizing.

Organization visited: **UNDP**

Date and Time: 6 Sept. 2000, 14:00

Interviewed: Stefan Bruni (aid coordination)
Arthur van Diesen (Poverty monitoring)
Pim van der Male (M&E)

Informal meeting as crosschecking, and material collection as follow up from the previous meeting with UNDP.

SWAp and basket funding

The study on SWAp and basket funding will be out next week, or at least at the end of this month. There is SWAp for Health, Education, Local Government and Road. Baskets are progressing for health and local government. Education is progressing slowly.

Budget support

Dfid is doing budget support, and 8 are in MDF, including the Dutch, Denmark, Switzerland, Norway and Ireland.

PRSP, TAS

Bi-laterals were rather frustrated initially in the process of the PRSP. TAS reviews the way donors and GOT collaborate, and is inclusive of PRSP, which is action oriented and prioritized. There will be annual meetings for PRSP. In the next DAC meeting, on 12 Oct. 2000, TAS may be discussed, but MOF will not put their hands on it before the election.

UNDP

UNDP's new area of emphasis is aid-coordination

SRF

Up to now, the evaluations have been linked to projects, but we are negotiating with HQ to get budget for evaluating the strategic areas of support identified in the SRF.

Materials collected

- UNDP, *Results-Oriented Annual Report 1999, 2000*
- UNDP Africa, *The 1999 Results Oriented Annual Report (ROAR) for UNDP Africa*
- UNDP, *Report Annual Programme Review, "A Year of Change", 6 April 2000*
- UNDP and URT, *1999 Annual Review, "A Year of Change", 6 April 2000*
- ITAD Ltd., *Field Visit Report (Draft), Evaluation of the UNCDF, April 1999*
- UNCDF Donor Evaluation 1998-1999, 'Tanzania Country Report' (Feed roads)

Materials received by e-mail

- Aid Coordination Mechanisms (draft)
- List of donors in the health sector

Organization visited: **ILO (International Labour Organization)**

Date and Time: 6 Sept. 2000, 15:00

Interviewed: Ali Ibrahim, Director
John van Rijn

After introduction of the objective of the mission, the following information was given, centering on the labor-based infrastructure development.

ILO

The ILO Office here covers Tanzania, Kenya, Uganda and Somalia. The cooperation focuses on employment. There may be health and education services, but without employment, people are not able to lead a good life.

Labor-based infrastructure development

This is done by on the job training. Engineers improve their skills, and because of that, they will be able to repair and maintain the infrastructure. The standard of living goes up, and money goes back to the people. This is done not only on road, but also drainage, irrigation and dam. There is no kickback from the labor-based infrastructure, so it is proved to be more effective than the capital based infrastructure.

ILO has an expertise of training local people. We have projects in Mbeya, Mwanza, Kagera and Arusha [?]. We are also working on the labor-based rural roads in Mwanza with UNCDF. UNCDF has the fund, and ILO has the expertise. We work with the Ministry of Works up to the Region, and Ministry of Regional Administration and Local Government for the District level.

- Facility based. Vs. labor based

There are researches, which compare facility based and labor based so that it can be used in your evaluation as a reference point. We know Japan is in Dar es Salaam, and would be interesting if you can compare it with labor-based activities.

- Projects on labor base

We had projects in Pemba on irrigation, Ministry of Works training (road training and internal consulting), and Hananasif urban upgrading. Ministry of Regional Administration and Local Government is already working labor based, mostly because they have no choice. We have been in Mwanza since 1993, and after our project ended, UNCDF with UNOPS took over. Recently, ILO decided to join them again for collaboration in Mwanza.

Health

In the area of health, we are supporting micro-social insurance scheme. The poor participate in the mutual health scheme. The formal sector is failing, so this informal sector supports poor people. These schemes are working in Kinondoni, Temeke and 14 other districts.

Advice on JICA evaluation

You should look into the visible impact of the program on people. Also sustainability is an important issue.

PRSP

We are happy that PRSP mentions unemployment and child labor. However it is supply driven, and another paper, another condition. It is externally given, and has not been initiated by

people.

Documents Received

- Jan Fransen, *The costs of community contracting*
- *Cost-Effectiveness Study; Hanna Nassif Urban Upgrading Project, Construction Stage, Draft version 2*, 13 June 2000
- John Clifton, *Hanna Nassif Urban Upgrading Project Phase II, Dar es Salaam, Tanzania*, October 1999
- Gary Taylor, Moses Bekabye, *An Opportunity of Employment Creation, Labour-based Technology in Roadwork: The Macro-Economic Dimension*, June 1999

Organization visited: **UNICEF (M&E)**

Date and Time: 7 Sept. 2000, 7:30

Interviewed: Valerie Leach (VL)

Sakamoto explained the objectives of the mission, and asked for her opinion and advice.

TAS

Although I am now in UNICEF, I have been involved in TAS through UNDAF. As mentioned in the UN statement for the CG meeting on TAS, the direction should be headed to budget support and program aid through basket funding. Decentralization should also be emphasized. Aid overwhelms Government, and TAS helps streamline the aid.

Evaluations

Actually, these kind of individual evaluations should be avoided, and there should be a joint evaluation. Then again, Japan has a big contribution, and there is a case to review, especially with their resistance to TAS. There are joint reviews in the health, education and roads. The reports are available for Health Sector Review and Education Sector Review. Agriculture is problematic because bigger donors and World Bank do not agree.

Backgrounds

DAC is looking into more effective development. Based on the agreement in the DAC, *Developing the 21st Century*, we are trying to make the system more effective. Joint forces on accounting and financing system and procurement system are envisaged. MOH has a basket for procurement of supplies. This should be linked with the Government system so that there are fewer burdens for the Government, and improving the deficiency and sustainability with local capacities. I would prefer not to say 'ownership', since it is different from the ownership of people.

Project and Program

There is also movement from project to program. DAC guidelines on developing the 21 Century, document by ODI, *Assessing Aid* by David Dollar are some background documents on it. In regard to diagram 1, we should be working in Government policy and program. Donors supporting Government projects on project basis is a waste of money. Development agencies should make sure the policy and program of the Government is in place. If the policy and program is wrong, there should be ways to influence it. For example, you may have beautiful roads in Dar es Salaam, but what will happen after 5 years?

Influence

The influence on Government depends on the choice of people, decentralization, and critical examination of what they are doing. If influencing the Government is difficult, you may opt for Balkanization, with concentration in geographic area. Influence is based on the day-to-day working relationship with the Government and other donors. The decisions are not only made in formal meetings, but rather through informal discussion. With the lack of interaction, the stereotype about Japanese is difficult to dissolve.

HBS

Donors are supporting the Household Budget Survey (HBS) by the National Bureau of Statistics (NBS). This may be an interesting area to look into to see donor coordination. Since NBS is an executive agency now, and is supposed to collect revenue, they should get business managers. But it is absurd that the budget has been doubled from US\$1,000,000 in spite of the fact that the Swedish statistical expert and Gram Eel advised that the regional sample could be taken within the original budget.

TAN Info

The former Tanzania Social-Economic Database is renamed TAN Info, and uses Child Info as basis.

Organization visited: **Embassy of Denmark**

Date and Time: 7 Sept. 2000, 8:30

Interviewed: Mark V. Jensen

Sakamoto introduced the objective of the mission. Mr. Jensen has moved out of the present position as of 1 Sept., but can brief on the five years experience in the position.

Questionnaire

JICA always sends these questionnaires, but it is too counterproductive. We are too busy to do this kind of work. If you want to ask questions, you come and ask.

Evaluation

The EU evaluation was good. We used other countries evaluations to read. We used Holland's and Finland's to move from project to program.

Concentrations

Since 1995, we reduce the number of partners. We had 65 countries, which were reduced to 20. In Tanzania, the sectors were reduced to 4: Health (basket funding), Agriculture (slow), Infrastructure (regional road rehabilitation) and Governance (legal sector, law reform). It was not easy to narrow down from 10 areas to 4 areas. We talked to Tanzania, assessed the capacity and resources of DANIDA. We discussed with stakeholders, including private sectors and district levels. The final decision was the Danish decision, but I think it was a good choice.

Health

We have been in the health sector for 10-15 years, and we have the capacity. MOH is building a new system and the function will depend on the capacity of the ministry. Our health projects are directed to the Districts.

Agenda

Our agenda is to make a reform, into basket funding and budget support. This should help the delivery of social services and fighting poverty.

DANIDA

'A' for DANIDA used to be for 'Agency', but has changed into 'Assistance'. There is no organization called DANIDA, and the Embassy deals with development assistance.

Composition of support to health

20% goes into the basket for the Health Sector Reform and 80% to Districts.

Election

We are also one of the 11 donors in the basket for election. Government is contributing 60%. We are the lead donor for funding, and UNDP/EU provides the services.

MDF

We are also supporting the Multi-lateral Debt Fund (MDF) for stabilizing macro-economic, and to keep or raise the level of the social sector.

Road

We are supporting rural roads in Coast, through a World Bank transport project. For the regional roads, they are labor-intensive feeder roads, using local constructors. For the trunk roads, they are Danish constructing companies.

Organization visited: **National Bureau of Statistics (NBS)**

Date and Time: 6 Sept. 2000, 9:45

Interviewed: Cletus P. B. Mkai, Director General
Morrice Oyuki

Sakamoto introduced the objective of the mission, and asked about surveys in progress or coming up.

Background

The short-medium term monitoring is illustrated in the PRSP, and has increased the spotlight for NBS. The demands are increasing, and it is important that our capacity is built. The treasury has allocated budget for training for capacity building for the first time. We will be increasing human resources by recruiting new director for finance, accountants, financial managers and administration, with full qualifications, so their competence should elevate our level. We are also upgrading software and hardware. We would also like to utilize performance measurement. We are an executive agency, and we plan to top up salary to get good people. We had 240 people, decreased the numbers of non-trainable (cleaners and non-statistician) and came down to 130.

HBS

UNDP, DANIDA, Netherlands, UK, Sweden, Canada and World Bank pledged for the Household Budget Survey (HBS). There is a coordinating mechanism but the memorandum is between bilaterals. We think it is like 'basket' but I am not sure because I don't know how basket funding is defined. The commitments are not earmarked to activities, but there will be auditing. Since the needed budget for the HBS increased, we are looking for funds from JICA, Switzerland and Ireland. We are expecting Bank of Tanzania to commit. The schedule of HBS is driven by the PRSP. In April 2001, the fieldwork will be finalized, by November 2001, the data will be cleaned up, and the estimates should be available. The donor contact for HBS is Alana Albee, Dfid. Donors review progress report, and assess the shortage. Ms. Enoki and Mr. Biswaro have been in contact.

ILFS

The Labor Force Survey is supported by ILO and DANIDA. This should be done by April 2001. We have enough funds for this.

Census

Census is also coming up by 2002; this should help the annual monitoring of PRSP.

PRSP

For the survey to monitoring PRSP, there is a debate going on between the World Bank 'QUICK', and an alternative, which would take 5 weeks each year. We are planning consultancy to advise on circumstance, in December, and JICA may be interested in supporting this. We would like to consult REPOA, Ken Williams or Valerie Leach to advise on a good consultant. This research should be used for the decision point.

Reproductive Child Health Survey

We are planning the above survey [with support from USAID] by November. This will be used to update poverty data and social data. USAID supported US\$1,660,000 for Demographic Health Survey (DHS).

Evaluation

We haven't had evaluations, and we are still looking into the completion of outputs by customers. There was project internal evaluation by SIDA. There was also an external evaluation from people from SIDA HQ, UK and Prof. Wangwe. They did independent evaluation of projects.

Organization visited: **USAID (Health)**

Date and Time: 7 Sept. 2000, 10:30

Interviewed: Robert F. Cunnane, Health and Population Officer

USAID

Annual allocation to Health in Tanzania used to be about US\$11,000,000, but with increased emphasis for HIV/AIDS in Tanzania, it is US\$14,000,000 each for the years 2000, 2001 and 2002.

In the evaluation

You may want to look at the respective staffing for JICA program managing. For example in the health sector, I think Hashimoto expert is well placed, but she has to be everywhere and do everything to be effective in the policy arena. In comparison, we have 6 professionals in public health, since health is our emphasis.

Technical Assistance, Government and NGOs

There is an issue if it is an expatriate or not. We try to use local to the extent possible, but it depends on the area. With the current climate and the limited capacity of the Government, we work with the Government on strategy and policy. In other areas, we work mostly with NGOs. It is tricky to use local NGOs, because many of them are not up to standards. We work with local NGOs, which are overseen by private US firms for accountability and capacity building. Without this mechanism, it is difficult to work in this area. This system is more expensive, but we pay for the accountability. For social marketing, we also use US firms (e.g. Quasi).

At the district level, we fund the District Government on primary health care. Otherwise, we are working with 30 districts in 5 regions (Coast, Dodoma, Iringa, Shinyanga, Tabora), with local NGOs on HIV/AIDS and maternal health, with consultation with local government. We work through US firms for HIV/AIDS. It costs more, but we pay more for accountability. Although the districts do not see the actual money, the districts make decisions on who gets the money for the grant.

At the central level, we give the Ministry of Health direct cash grant of US\$1,800,000, quarterly.

DHS

We support Demographic Health Survey (DHS) once in 5 years, and the latest was 1996. As an interim, we supported a smaller scale survey on Reproductive Health Survey in 1999. I can share the preliminary report, but the actual results will be out in November 2000. The results may feed into your actual evaluation.

Joint mission

We were informed about a joint mission for Common Agenda between the US and Japan. The schedule seemed to be changing every time, but the last plan seemed to be in January 2001. It may be useful if the efforts are consolidated in the JICA Country Program Evaluation. The decision of the timing is decided at Headquarters (Washington DC and Tokyo).

USAID/JICA

About 50% of US support goes to health, especially primary health care and prevention. We have

emphasis on HIV/AIDS as a cross cutting issue, especially with the very high infection rate. Maybe these are some area for opportunity of US/Japan partnership, with agreement with the Government of Tanzania.

Implementation

We have some support to the public sector (MOH), but that is the area with the lowest implementation. When the implementation is low, it is seem as allocation not necessary. If there were other countries, which US would like to support the support to additionally, it would be identified to move the allocation from. For example, if we didn't support Nigeria the previous year for political reason, and improved their political situation, they would take the allocation from the area with low implementation.

Decentralization

Washington DC oversees the overall program, but the US Embassy in Tanzania is responsible for bi-lateral projects, and USAID is responsible for the activities. It makes it easier to respond to changes.

Basket funding and Sector Wide Program

In the health sector, we have been involved in the Sector Wide Program, but the problem I see is that the basket funding is promoted as what it isn't. Basket fund is not equal to Sector Wide Program, and it is only an experimental project in health for coordinated method, and one approach to development. It has become a political issue, backed up by the HQ of donors. We think the basket is not the only approach, and cannot understand why it should be promoted as an identical part of the program. It has almost become a dogma, and it promotes donors to be critical of other donors. The definition of basket funding is also not clear. However, it is toning down a bit.

Documents received:

- National Bureau of Statistics and Macro International Inc., *Tanzania, Reproductive and Child Health Survey 1999*, Preliminary Report, February 2000
- National Bureau of Statistics and Macro International Inc., *Tanzania, Reproductive and Child Health Survey 1999 Health facility Survey*, Preliminary Report, April 2000
- Updated HIV/AIDS related indicators, 1999 Tanzania Reproductive and Child Health Survey

Organization visited: **UNFPA (United National Population Fund)**

Date and Time: 7 Sept. 2000, 15:00

Interviewed: Arthur Erken, Deputy Representative

Sakamoto explained the objectives of the mission, and Mr. Erken explained the issues asked in the questionnaire previously distributed.

Question 1&3 M&E

UNFPA have their M&E system through the Country Program, as explained in the following. There has been a trend of streamlining over the few years. The UNFPA and the Government share the M&E system.

UNFPA

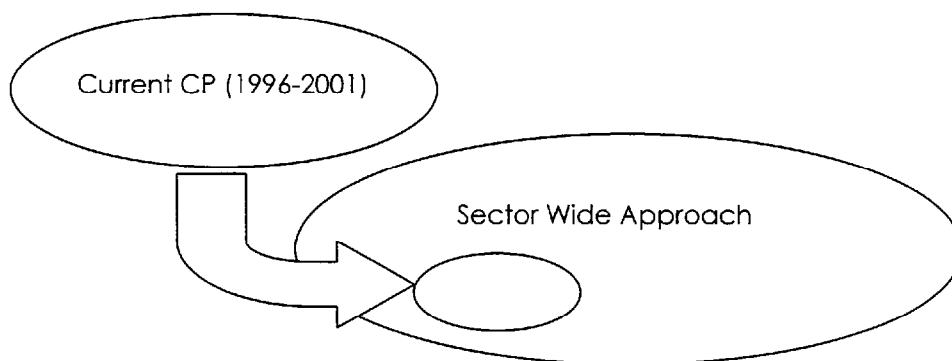
UNFPA started the Country Program (CP) in 1997, and under the Program, we have 3 sub-programs of reproductive health, population data and advocacy (we used to be in 7 areas). The CP, which is the Government CP, last for 5 years, and the log-frame, is used as a planning and monitoring tool.

M&E

The projects are monitored quarterly using the Logical framework (Requirement for UNFPA), and we have annual sub-program reviews. We had a Mid-term Review in 1999. Before the CP, there is the Country Population Assessment with the GOT. Also at the end of the CP, there is a Country Program Evaluation, which we had in 1996.

Streamlining

We have been involved in the TAS, PRSP and UNDAF, and after the present CP 1996-2001, we see ourselves fitting into the Sector Wide Approach (SWAp).



Basket funding

Basket funding promotes GOT to have more ownership, and room for decision-making. However, it is a tricky for UN agencies to be put all its funds for basket funding. We have a token money in the basket together with UNICEF, UNDP, but it is experimental. Locally in Tanzania, donors persuade us to go into the basket funding. We have not heard from donors through HQ, what they would like us to do.

Question 2 Utilization of donor evaluation

Donor evaluation is utilized as much as it should be. There is a DAC forum, and it could be used as

a forum for information sharing.

Joint evaluation

It is also difficult to do a joint evaluation if you have different programs. For example, UNFPA has overlaps with UNICEF, but we have different activities in different districts. But with the UNDAF (joint UN program), it will be possible to do a joint evaluation.

Question 4 Priority areas

Priority areas of the UNFPA are decided in the executive board. (Reproductive health, population data and advocacy)

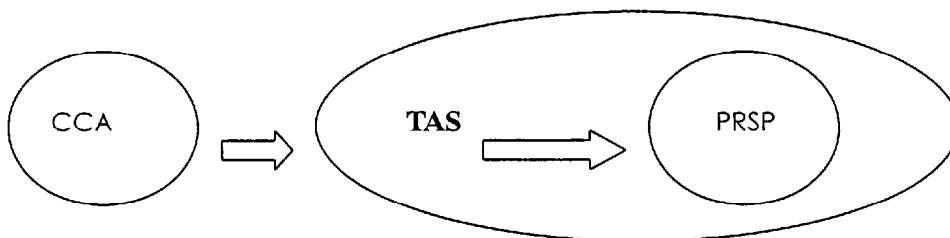
The geographic area is based on the selection of the Government (MOH), where they are districts underserved by other donors. They are 26 districts in the North and West.

JICA/UNFPA collaboration

There is already JICA/UNFPA/MOH/NGO collaboration in family planning. Japan is the biggest donor for UNFPA, and we are interested in increasing our collaboration with Japan in the area of reproductive health. The fact that there is a strong NGO in Japan for reproductive health facilitates the situation. The problem may be that we are working in different districts.

Question 5 PRSP

UN was in general involved in the PRSP through the inter-agency technical committee. We, as UNFPA, were initially involved in the TAS through the situation analysis of population growth. Originally, UN was involved in the CCA for the UN system, but in order to streamline our support to Government owned efforts, TAS was introduced. Recently, there is more focus on the PRSP, initially introduced by World Bank, because it has financial implications, whereas TAS doesn't.



Question 7 Grassroots initiative

It is good that JICA is interested in grassroots initiatives. The constraints may be the capacity of the grassroots and the coverage.

Question 8 JICA's future cooperation

I think JICA has a challenge in the trend of sector approaches and decentralization. In a way, the old modality is gone, and we are going into integrated collaboration. For example, we are headed toward joint program and joint evaluation. We know JICA has firm commitments, but they should be rooted in the GOT priority program area.

Documents received:

- URT, *Programme Review and Strategy Development Report*, June 1996
- Prof. F. Mtatfilolo et al., *Country Brief, Med-Term Review of the UNFPA-supported Forth Country Programme of Assistance (1997-2001)*, Dar es Salaam, 6 December 1999

UNFPA, Tanzania Country Program Log frame

Organization visited: **WHO (World Health Organization)**

Date and Time: 7 Sept. 2000, 16:00

Interviewed: Dr. Eileen Petit-Mshana, Officer for Managerial Process of National Health Development (MPN)
Dr. G. E. Gomile, NID's/EPI Officer

Sakamoto explained the objectives of the mission, and Dr. Petit-Mshana and Dr. Gomile explained the issues asked in the questionnaire previously distributed.

Question 1&3 M&E

Our approach for M&E is that we meet with MOH officials, and plan together in agreement in activities of MOH priorities. There are 3 phases of M&E. There are bi-annual internal WHO [and MOH?] evaluations [monitoring] once in 6 months. There are forums to co-ordinate the efforts in the committee. WHO is a technical agent, so we use are expertise to advise the Government. Once a year, we have a summarized review with the MOH. And once in two years, we review the expected results, and make decisions on the budgets.

So our M&E system is together with the Government M&E system.

We also coordinate with the UN agencies. Since 1998, there is that assistance framework for coordinating and harmonizing UN agencies, UNDAF. We worked in thematic groups for the health and HIV/AIDS. On 18 Sept., we will meet to reformulate the UNDAF in reference to the PRSP and TAS.

Question 2 Utilize results of evaluations

Whenever we get results of surveys and evaluations, we utilized the information and to complement our information. The information we received from USAID, UNFPA and NBS was useful.

Question 4 Priority issues

WHO priority areas are the same as MOH's. Plans for action in 2000-2001 include disease prevention and eradication, health system, reproductive health, human environment, emergency humanitarian action, health promotion, disability/injury/rehabilitation, evidence for health (research), Health Information Management and its dissemination. The program is in the context of the reforms.

We have not geographic priority area. We support the areas needed most. The idea is like a basket.

WHO/JICA collaboration

We are already working together in the EPI vaccines. Some other areas of possible collaboration are capacity building, HIV/AIDS, IMCI (Integrated Management of Childhood Illness) and Malaria. Maybe we are already collaborating in the area of Malaria.

Question 5 PRSP

We are working in the UNDAF, TAS, SWAp and PER, and the Government priorities in health are clearer. The monitoring indicators for poverty reduction include health and poverty reduction, as part of PRSP.

Question 6 Project and Program

The shift from project to program is common sense, especially under the SWAp. In WHO, we try to take stock of successful projects as an example, and merge into programs. Big projects may be eventually transferred from project to programs. Donor projects tend to confuse the Government. WHO program is the program of MOH.

Question 7 Grassroots initiative

We are in a good opinion of community base initiatives. Especially in the health sector, the grassroots level is currently missing. We do have Health Cities Project in Dar es Salaam as a pilot for market safe food (e.g. cholera) since 1997. It is well funded, and seems to reach the community.

Question 8 JICA's future cooperation

We [would like to?] work together with JICA on SWAp, and the health sector reform in the districts. We are not a fund, but rather a technical agency, so we would like to work together for the Government. District health services are the major problem.

We look forward to getting feedback of the mission. It was explained that there would be the actual mission in December to do the actual evaluation.

Materials received:

- WHO, URT, Biennial Evaluation 1998-1999, Narrative Component
- WHO, Evaluation of each specific programme and major programme

Organization visited: **Embassy of Finland (EOF)**

Date and Time: 8 Sept. 2000, 9:00

Interviewed: Dr. Martti Eirola, First Secretary

We have annual consultations and agree on our program. Our cooperation is part of the foreign policy, and we have also cultural exchange. In the recent 2-3 years, we have more of integrated approach, but we still have projects as well.

Priority areas

Our priority areas are Education, Forestry, Local Government Reform (LGR), Promotion of democracy (election) and poverty reduction/MDF. Within the priority areas, we put emphasis on education and LGR.

Shift

We are moving from project to program support. We support sector programs. About half of our budget goes to project funds, and the other through Government budget (e.g. MDF). Our goal is to streamline the program, so that small projects become a big program. We think if we are united we are strong.

Sector Program

We are also working together with other donors and the Government, to be more cost effective. The impact is more difficult to measure. Through this effort, we hope to lessen the burden on the Government, so there is a common procedure rather than donor having each of its own. Government has a leading role as owners of the fund.

Budget support

We do not have direct budget support yet, because we think there is more capacity strengthening to do before that. We are careful about doing budget support, and more experience is needed for us to be sure about the accountability.

Basket fund

We are in the basket fund for LGR and District-based primary education support. The district level is faster than the national level. There is no national basket fund for education. The impact is strong that EU and World Bank joined the basket funding

Project approach

We think the project type support is effective with limited impact. It is rather like a nail, instead of an operation knife.

TA

Most technical assistance used to be Finish consultancy, but is now under international competition. Some consultants are not happy about it. We have experts on teacher's education, and zonal team advisor in Mtwara.

NGOs

We support NGOs outside of the Government budget. From the indicative figure of 1999, 33,933,469 FIM went through the Government, and 13,310,400 FIM to NGOs, which makes support to NGOs about 22% of total support to Tanzania. (See document received.) Within the support to NGOs, 25% go to Tanzanian NGOs and 75% goes to Finish NGOs.

Nordic

Since 20-30 years ago, the Nordic countries have joint programs, also along with Netherlands and UK, which are like-minded. In donor meeting, Germany, Switzerland and Ireland have similar stance, and I think it comes from EU. Although Germany has internal regulations which makes them difficult to join the basket fund.

FINIDA

There is no FINIDA as an organization, and it is more a nickname. The Embassy of Finland is responsible for the foreign policy including cooperation.

Reference materials

There is an independent research by Yohane Copone in process, looking into Finish development history. But it may only be out later, and maybe not in time for your CPE.

District Program

We have been doing the RIPS project for 20-26 years in Mtwara and Lindi at the district level. It may be interesting for you to see the changes over the years. It is rather a laboratory, and we have experiences in participatory development. If your evaluation, or if the office is interested in field visits, you are more than welcome. It is an integrated program, which includes education, forestry and agriculture.

Location

Other areas that we are in are Tanga Region (Uzanbara Mt) for forestry, Dar es Salaam for national level, and NGO around Morogoro Region.

Materials received:

- Bilateral Development Programme Finland/Tanzania, Indicative Planning Figures in FIM
- MOF, EOF, Joint Press Release
- EOF, List of NGOs supported

Organization visited: **FAO (Food and Agriculture Organization of the UN)**

Date and Time: 8 Sept. 2000, 10:00

Interviewed: James Yonazi, National Program Officer

Sakamoto explained about the mission, and asked for essential information in the area of agriculture. We did not go into details because there were other missions covering the agriculture sector.

TAS

TAS has a few shortfalls on environment and gender. Agriculture is featured very well.

JICA

JICA should concentrate their work in where they are strongest. In the agricultural sector, their competencies are in irrigation, fishery, post harvest, agro industry, agro chemicals and agriculture machinery. We talk about seeds and fertilizers as inputs to agriculture, but water is the most important input; therefore, we find irrigation very important. Post harvest is a very important area because 40% of the harvest is lost after harvest. There are many people trained in Japan on fishery. Japan may not be too strong on natural recourse management.

Geographic distribution

JICA is in the North East, and the geographic distribution should be reviewed. We know that they are good recipient in areas like Kilimanjaro, but they are one of the richest.

Intervention

The target priority of MOA is farmers. We need to be cost-effective, and if things are given free, they do not take good care of it. The lacking element in MOA is the motivation. They are well trained and educated, but they are not paid well enough. In additions, there may be training for Government Civil Servants, but there are no students because there is no work.

Organization visited: **Ministry of Agriculture**

Date and Time: 8 Sept. 2000, 12:00

Interviewed: Dr. J.P. Kimati

Ms. C. Joseph (jeatherine@kilimo.go.tz)

Sakamoto introduced the objective of the mission, and the schedule of the actual Country Program Evaluation. It was unfortunate the whole mission could not meet with the Director as planned previously, but the mission was less worried about the area of agriculture because there has been many other missions in the area of agriculture to assess the situation.

MOA had areas of clarification in the TOR:

P.1

Paragraph 1, Line 4: What does 'strengthening of distribution' refer to? Access to markets, or improved transport?

Paragraph 3, Line 3 (dot 1): Does 'micro enterprises' refer to it in general, or to agricultural. If

agricultural, it should be rephrased as 'related micro enterprises'.

Comments were given on the forth and fifth paragraph on the original draft of the TOR, and the version given by the MOF was shared, which satisfied MOA.

MOA requested documents referred to in the TOR, so they can be ready for the evaluation:

- P.1: Tanzania's National Development Strategy (NDS)
- P.2: Evaluations of JICA's past cooperation if available.

MOA requested JICA to consider for the evaluation to cover from 1991 to 1999 instead of up to 1998.

The pending clarification and requests will be discussed with JICA, and will be communicated later through the JICA Office or e-mail.

Organization visited: **Vice President's Office (VPO)**

Date and Time: 8 Sept. 2000, 13:00

Contacted: Servus Sagday

Sakamoto informally met and briefed in short about the mission and the Country Program Evaluation. Mr. Sagday informed that it would have been most appropriated through the Director of Poverty Eradication Division; however, he has passed away last Monday. Condolences were given. There was not an in-depth discussion on the issues, but Sagday informed the recent emphasis on poverty monitoring, and introduction of their activities through the document below.

Materials received:

- VPO, *Poverty Eradication Initiatives in Tanzania*, Newsletter, Jan. – June 2000
- VPO, *Optimal Modalities Towards Increasing the Access of the Support to Micro-Credit Facilities*, June 2000
- VPO, *Directory of Sources of Support to the Poor in Tanzania (List of Institutions)*, June 2000

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- UNDP, *Development Co-operation, Tanzania 1991, 1992, 1993, 1994, 1996 and 1999*[?], October 1993, August 1994, Oct. 1994, Sept. 1995, 1997, 1999[?] respectively.

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- United Republic of Tanzania (URT), Ministry of Education, *Basic Statistics in Education, 1961-1997, Data Analysis*, June 1996
- United Republic of Tanzania (URT), Ministry of Education, *Basic Statistics in Education, 1991-1995, National Data*, June 1996
- United Republic of Tanzania (URT), Ministry of Education, *Basic Statistics in Education, 1998, Regional Data*, June 1996

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- URT, National Bureau of Statistics, *National Accounts of Tanzania*, December 1999

<保健>

- Ministry of Health, *Adult Mortality and Mortality [Morbidity?] Project (AMMP)*, May 1998

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- URT, Ministry of Health, *Health Statistics Abstract 1999, Volume I: Morbidity and Mortality Statistics, II: Inventory Statistics*, 1997

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- Bureau of Statistics and Macro International Inc., *Tanzania Demographic and Health Survey 1996*, August 1997
- Bureau of Statistics and Macro International Inc., *Trends in Demographic Family Planning, and Health Indicators in Tanzania*, October 1997
- URT, Bureau of Statistics, *Kilosa Nutrition Survey 1987*, May 1995

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- Ministry of Agriculture and Bureau of Statistics, *National Sample Census of Agriculture 1994/95 Tanzania Mainland, Report Volume III*, April 1996
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- Bureau of Statistics, *Transport Statistics 1993*, March 1995

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- Jovin A. Banturaki, *Cooperatives and Poverty Alleviation*, Dar es Salaam, 2000
- NBS and Oxford Policy Management Ltd, *Developing a Poverty Baseline in Tanzania*, Dar es Salaam, May 2000
- Bureau of Statistics, *1994 (January to June) Pries and Price Index Numbers for Twenty Towns in Mainland Tanzania*
- Bureau of Statistics, *Central Register of Establishments Technical and Statistical Report*, November 1995