

### 4.3.3 Health

#### (1) Relevance and Efficiency

##### Consistency with the Aid Plan of Japan

The Ministry of Foreign Affairs of Japan describes the aid plan to Tanzania as follows:  
(June 2000)

##### (4) Priority Areas and Direction of Assistance by Issues

Japan's cooperation for the health and medical care sectors of Tanzania has been implemented in support for the core hospital, provision of medical equipment to the area accepting refugees, malaria control projects, the National Immunization Days against poliomyelitis, and mother and child health. This support is regarded as highly effective. Due to the conditions surrounding Tanzania, Japan will continue to give priority to the issues covered by these support efforts.

Improving medical services at the local level is a considerable task. Important activities for this include improvement of the basic medical technology in local medical centers, local hospitals, and the referral system with central hospitals. Increasing the awareness of residents about sanitation is also important.

Japan ranked Tanzania as a priority country for its "Global Issues Initiative on Population HIV/AIDS," and thus it will support educational and awareness-raising activities for residents for prevention of HIV infection and family planning. A sector program was formulated for the health and medical care sector and is being implemented step by step. Japan will consider cooperation with other donors in regard to this program.

Note: Above is a translation by the CPE Study Team from an original MOFA paper written in Japanese.

JICA describes the Country Program for Tanzania as follows: (June 2000)

##### (3) Improvement of basic health and medical care services

... However, health policy objectives have not been fully achieved due to budget shortages and administrative inefficiency. As a result, Tanzania still faces major health and medical care issues. It is necessary, for example, to curb birth rates and to reduce the mortality rates of infants, pregnant women, and nursing mothers through reproductive and child health activities as well as to strengthen measures to combat infectious diseases, including AIDS and parasites such as those that cause malaria.

As in the education sector, the Tanzania government has introduced an SP to improve the health and medical care sector (called "SWAP"). ... However, at present, a realistic approach would be to further strengthen cooperation at the local level with other donors and to promote the SP approach through modalities other

than a common basket fund, while considering a “horizontal” program, e.g. comprehensive regional support that systematically combines the cooperation of traditional schemes according to the objective.

... In concrete terms, it is extremely important to draft cooperation plans for the improvement of health services from the perspective of “strengthening relations between the health administration and the community,” including an understanding of regional health needs, participation of regional residents, and collaboration with concerned NGOs. It is important to habitually and actively consider and promote practical support schemes and to contribute to the formulation of model projects. In the future, JICA will consider comprehensive development support schemes and outlooks where support plans related to health issues can be combined with those related to poverty and education for the same region.

In the JICA's Country Program, it is clear that JICA will support the promotion of the SP (Sector Program) Approach through 1) "comprehensive regional support that systematically combines the cooperation of traditional schemes ", 2) "further strengthened cooperation at the local level with other donors" and 3) "modalities other than a common basket fund". It is also clear that the local level is regarded as a priority level, because of the emphasis on cooperation at the local level. However, priority schemes and health issues when JICA cooperates with other donors are not clearly defined. It was explained that this was due to restricted authority of the JICA Tanzania Office in deciding those priorities in implementation of the Country Program whereas the Office wants to optimize effectiveness of the implementation.

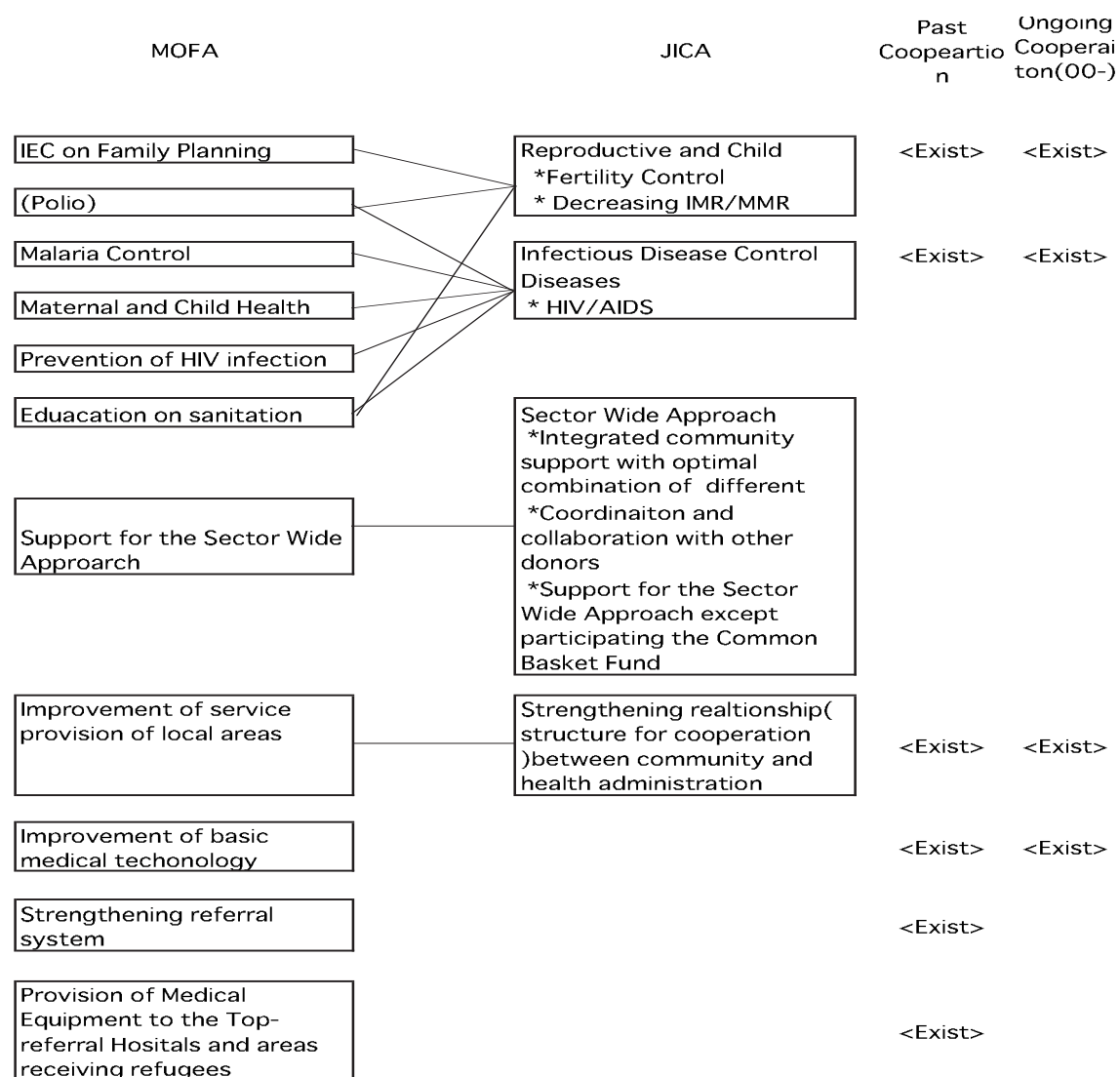
Inclusion of the perspective of "strengthening relations between the health administration and the community " is regarded as "extremely important" in drafting JICA' cooperation aiming at the improvement of health services. Although JICA's priorities among the health services are not specified, it could be deduced that increases in more active initiatives from the health administration toward the community and the community's more active participation in health activities could lead to an improvement of health services.

Figure 4.6 compares the MOFA's aid policy with the JICA's Country Program and indicates the existence or non-existence of projects past and at present. On the one hand the MOFA specifies names of diseases in its aid policy, JICA uses the categories of "reproductive and child health" and "infectious diseases" in its Country Program so as to include those diseases mentioned in the MOFA's policy. It is concluded that the consistency between MOFA's policy and JICA's program was high in the past and would

be so in the future. Also both emphasize their support for the advancement of the sector program, and the concrete contents of their support would be decided in future.

In the MOFA's policy, provision of medical equipment to the top-referral hospitals as well as areas accepting refugees will be continued. Accordingly, integration of this into its support for the advancement of the sector program would become necessary.

**An issue in categorizing past projects into a " Health and medical care service strengthening program"**



**Figure 4.6 The Ministry of Foreign Affairs and JICA Plans and Past Implementation**

Table 4.20 shows a categorization of JICA's projects implemented into programs from fiscal years 1991 to 2000. Most of the projects that provide materials, except those related to HIV/AIDS issues, were categorized into the second program, "Strengthening Health Service." However, this categorization does not indicate which level(s) of service and what type of approach(es) JICA stresses, since the health service system consists of different levels of services and there are a variety of approaches for health service provision. It is important that material support be extended in order to avoid shortages and a lack of health service provision, but material support alone does not necessarily promote development of the health sector. Support for strengthening the capacity of service provision should be incorporated, and another JICA program, the "Health and Medical Care Administration Capacity-Building Program," can be a vehicle for promoting this.

**Table 4.20 Subject Projects in the Health Sector for the CPE Study**

Year	Program	Sub-Program	Project Name	Scheme
1	Health and medical care administration capacity building program		Overseas Project Formulation Study	Overseas Project Formulation Study
99			Strengthening of District Health Management	In-country Training
0			Morogoro Health Administration Strengthening Plan	Project-type Technical Cooperation
2	Health and medical care service strengthening program	Strengthen structure for cooperation between community and health administration	The Programme of Japan Overseas Cooperation Volunteers for Mother and Child Welfare Promotion Programme in Kilosa	JOCVs (team despatch)
91			Provision of Medical Equipment for the Hospital in Muhimbili	Medical Equipment
94			The Maternal and Child Health Services Project in Tanzania, Follow-Up	Project-type Technical Cooperation
99			Integrated Reproductive Health and Vocational Skills Training for Youth in Peri-Urban Dar Es Salaam (Buguruni Ward)	Development Welfare
91		Strengthen implementation of basic health and medical care services	Special Provision of Equipment against Contagious Diseases (Multi-bi)	Medical Equipment
91			Basic Study of Contagious Diseases (Multi-bi)	Project-type Technical Cooperation
91			The Malaria Control Programme (4/5)	Grant Aid
93			Provision of Equipment against contagious diseases (Multi-bi)	Medical Equipment
93			Malaria Control Phase I	Local Domestic Training
93			The Malaria Control Programme (5/5)	Grant Aid
94			Special Provision of Medical Equipment (Multi-bi)	Medical Equipment
94			The Medical Equipment Supply Project for the National Referral Hospitals	Grant Aid
96			The Project for Eradication of Poliomyelitis (1/2)	Grant Aid
97			The Project for Eradication of Poliomyelitis (2/2)	Grant Aid
98			Malaria Control Phase II	In-country Training
99			Special Provision of Equipment against Contagious Diseases (Multi-bi)	Special Equipment
99			Special Provision of Equipment: Mother-Child Health (Multi-bi)	Special Equipment
99			Provision for Equipment for EPI and Nutrition Improvement	Grant Aid
99			Anglo-phone Africa Region Medical Equipment Management and Maintenance	Grant Aid
3			Special Provision of Medical Equipment (Multi-bi)	Medical Equipment
3	Population/AIDS Program		Overseas Project Formulation Study	Overseas Project Formulation
95			Project Formulation Study	Project-type Technical Cooperation
96			Provision of Equipment concerning family and population (Multi-bi)	Medical Equipment
97			HIV/AIDS Control • Blood Test Provision of Equipment	Medical Equipment
97			Special Equipment Provision: Population and Family Planning	Special Equipment Provision
0			Japan-US Common Agenda Joint Project Formulation Study	Project Formulation Study

Source: The CPE Study Team prepared from a JICA's list

## a. Relevance

### Health and medical care administration capacity-building program

#### 1) Components

The number of projects in this program is limited to two; one is a research study project and the other a training project. Therefore, it is difficult to evaluate the relevance of the structure of this program.

#### 2) Relevance to the upper development plan

One of the two projects<sup>1</sup> under this program is "Local domestic training: strengthening district health administration teams," literally aimed at strengthening the administrative capacity at the district level. Local government reform has been advanced in Tanzania since 1972, and this project was highly relevant to this reform. The "Strategic Health

<sup>1</sup> The other project is a research study project.

Plan 1995-1996" of the Tanzanian government also stressed the need for large-scale improvement of the administrative capacity at the district level and defined this as one of the important strategies.

Since the district level administration is responsible for guidance at the PHC level and the planning and budget allocation at that level, strengthening district administration will lead to an improvement in the entire PHC system under it. This program was also relevant to the upper level of the sector development policy. It was relevant to SWAP, since strengthening the district level of administration is one of the priorities of the plan formulated within the framework of SWAP.

In the "Strategic Health Plan 1995-1996", large increases in capacity of health administration at the district level is considered as one of the important goals, and capacity building of the capacity building of health administration at the district level is considered as one of the important strategies (Table 4.21).

**Table 4.21 Focus of the "Strategic Health Plan 1995-1996"**

1	Delegation of power to District Health Boards
2	Training of District Health Planning and Management Teams in Health Planning and Management
3	Health facilities distribution
4	Financing and provision of adequate medical supplies, drugs and appropriate personnel
5	Integrated family health development
6	Revitalisation of occupational and environmental health services
7	Intensification of Primary Health Care activities
8	Development of Training Policy for Human Resources in the Health Sector and Manpower Development Plan
9	Research Development

Source: Prepared by the CPE Study Team from "Strategic Health Plan 1995-1996"

### **Health and medical care service strengthening program**

#### **1) Components**

Projects under this program differ in their characteristics between those implemented in the early 1990s and those implemented in the later 1990s (Table 4.22).

**Table 4.22 Projects Categorized in Health and Medical Care Service Strengthening Program**

	Year	Program	Sub-Program	Project Name	Scheme
2		Health and medical care service strengthening program	Strengthen structure for cooperation between community and health administration		
	91			The Programme of Japan Overseas Cooperation Volunteers for Mother and Child Welfare Promotion Programme in Kilosa	JOCVs (team despatch)
	91			Provision of Medical Equipment for the Hospital in Muhimbili	Medical Equipment
	94			The Maternal and Child Health Services Project in Tanzania, Follow-Up	Project-type Technical Cooperation
	99			Integrated Reproductive Health and Vocational Skills Training for Youth in Peri-Urban Dar Es Salaam (Buguuni Ward)	Development Welfare
	91		Strengthen implementation of basic health and medical care services	Special Provision of Equipment against Contagious Diseases (Multi-bi)	Medical Equipment
	91			Basic Study of Contagious Diseases (Multi-bi)	Project-type Technical Cooperation
	91			The Malaria Control Programme (4/5)	Grant Aid
	93			Provision of Equipment against contagious diseases (Multi-bi)	Medical Equipment
	93			Malaria Control Phase I	Local Domestic Training
	93			The Malaria Control Programme (5/5)	Grant Aid
	94			Special Provision of Medical Equipment (Multi-bi)	Medical Equipment
	94			The Medical Equipment Supply Project for the National Referral Hospitals	Grant Aid
	96			The Project for Eradication of Poliomyelitis (1/2)	Grant Aid
	97			The Project for Eradication of Poliomyelitis (2/2)	Grant Aid
	98			Malaria Control Phase II	In-country Training
	99			Special Provision of Equipment against Contagious Diseases (Multi-bi)	Special Equipment
	99			Special Provision of Equipment: Mother-Child Health (Multi-bi)	Special Equipment
	99			Provision for Equipment for EPI and Nutrition Improvement	Grant Aid
	99			Anglo-phone Africa Region Medical Equipment Management and Maintenance	Grant Aid
	3			Special Provision of Medical Equipment (Multi-bi)	Medical Equipment

Source: The CPE Study Team prepared from a JICA's list.

The former addressed issues in various fields, such as mother and child health, malaria, and provision of medical equipment (provisions to the top-referral hospitals, health facilities at lower levels, and vaccine provision were included). Except for the two equipment provision projects (one implemented in 1991 and the other in 1994) and one of the components of the MCH Project, the other projects should probably be labeled as projects in the area of PHC. The “other projects” here indicates those multilateral and bilateral projects in cooperation with UNICEF. Those projects for malaria control were excluded because they were difficult to judge as projects in the area of PHC; they included different levels of administration in their target groups.

The projects implemented in the later 1990s targeted issues in health services. Therefore, it was concluded that the areas targeted by this program could be narrowed down to the area of PHC in the latter part of the decade.

The severe budget constraints in the health sector in the 1990s caused a deterioration in health service provision. Therefore, the most necessary support for strengthening health service provision was to supplement the materials necessary for health service provision, in order to mitigate the deterioration in the level of service provision during this period. Thus, the structure of this program, which includes more provision of materials than other types of support, was highly relevant to the purpose of the program.

## 2) Relevance to the upper development plan

As stated in the previous section, this program as a whole was aimed at strengthening health and medical service provision at the PHC level. One of the prioritized objectives of the health service provision program was the improvement of the health of the people through development of the PHC system after the Arusha Declaration of 1967. Government efforts to realize this were made repeatedly during this era, including continual stressing of development of the PHC in different development plans and the implementation of policies for it. Therefore, it was concluded that this program was relevant to the upper level of development plans of the health sector in the 1990s.<sup>2</sup>

## 3) Relevance to the upper level of development plans: comparison between multilateral and bilateral projects

### *Bilateral Project*

From the viewpoint of the budget scale, the largest project in this program is the "MCH Project." The area of MCH has definitely been a priority area, but the relevance of the project could be evaluated in more detailed ways through analyzing the focus of the MCH Project as if it was on the PHC level or the tertiary level. However, in reality, the MCH Project covers different levels from the PHC to the tertiary levels, so no strict identification of the focus of this project was made. As a result, the relevance of this project was not determined.

The timing of the implementation of the bilateral projects was in the early 1990s, except for one project; therefore, an evaluation on their relevance to the Health Sector Reform, the action plan for which was not formulated until 1995, was not applicable for this program.

### *"Multi-bi" Project*

The nature of the "Multi-bi" projects implemented by JICA is support of the country program of the multilateral donor agency, which in this case was UNICEF. UNICEF's country program for Tanzania is always formulated through close consultation with the Ministry of Health; as a result, their country program can be regarded as highly relevant

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<sup>2</sup> However, from the viewpoint of the budget for each project of this program, the amounts of the budget spent on the projects in the area of PHC categorized by the author and that spent on the other projects are almost balanced.



to the country's development plans. Therefore, theoretically, JICA's "Multi-bi" projects can also be considered as highly relevant to the country's development plans. The content of the "Multi-bi", such as provision of EPI vaccines and refrigerators with the focus on the PHC level, could be judged as being in line with this theory, and thus being highly relevant to development plans that emphasize the PHC level.

#### 4) Relevance of the Project Design

Among the projects of this program, some had several activity components to handle the targeting of several issues, and some applied several approaches to one issue during the project term. They challenged the capacity of the Tanzanian counterparts of the projects, and negatively influenced the project implementations. Thus, the designs of these projects were not entirely relevant.

#### 5) Projects exempt from discussions of relevance

The reasons for requests for JICA's support sometimes come from previous positive experiences with cooperation. Some of its projects were superior to those of other donors from the Tanzanian viewpoint. In fact, JICA was sometimes the only donor to provide a particular project area. An evaluation of their relevance to the upper level of a development plan is not applicable for these projects.

Among projects in the health sector, "Provision of Medical Equipment to the Top-Referral Hospitals Project" can be categorized as such a project. Tanzania recognizes that JICA or Japan has been almost the only donor to provide sophisticated medical equipment to the tertiary level of hospitals.

### **Population and HIV/AIDS Program**

Although the two issues of population and HIV/AIDS dealt with by this program are closely related, they are discussed separately in the following sections.

#### *The HIV/AIDS component of the program*

##### 1) Components

The first project of this program, a research study, was implemented in 1995, and in total six projects were implemented. Three of the six were research study projects, and the

other three were projects for the provision of equipment. Among these latter three, two were multilateral-bilateral projects, and only one was a bilateral project. Thus, there was only one non-research-study bilateral project, "The United Republic of Tanzania AIDS Control Special Provision of Blood Test Equipment Project," which supported ensuring a clean blood supply for blood transfusion.

The structure of this program is relevant from JICA's standpoint at that time, since it had almost no other experience in implementing projects in the area of HIV/AIDS issues. Under these conditions, conducting research study projects before implementing actual cooperation projects and utilizing results from the former projects was a better choice for JICA, having only minimal experience in that particular issue area.

## 2) Relevance to the upper development plan

Ensuring clean blood has been possible due to JICA's extended support, and it is an essential part of the HIV/AIDS control program. Ensuring clean blood supplies for transfusions is the most basic and necessary activity. JICA has supported this.

The intervention for ensuring clean blood supplies is often regarded as being on the curative side, but this intervention is regarded here as being on the preventive side since the Tanzanian HIV/AIDS policy at the time included this intervention on the preventive side.

The intervention to ensure clean blood was one of the priority interventions in the preventive policy when this JICA project was implemented; therefore, it was unquestionably relevant to the policy. However, the preventive policy itself included most of the important interventions for prevention, so most donors' support of preventive interventions in those days could be automatically labeled "relevant." The notable importance of judging JICA's project to be a relevant one is deduced from the following points.

In the mid-1990s, blood transfusions still accounted for 10% of all HIV infections. The people infected by this route were mainly infants and women who needed blood transfusions for anemia and malaria. JICA's support aimed to reduce this 10%.

Other donors' support at the time was mainly aimed at preventing sexual transmission and was primarily for IEC. Behavioral change of the target population was necessary to realize that aim. However, behavioral change is not easily actualized. Therefore, it was concluded that although sexual transmission was the most common course of HIV

infection at that time, the support by other donors focused on IEC to prevent it was not effective over the short term. Rather, JICA's support was effective over the shorter term and the results were easy to gauge. There are other advantages of support to ensure clean blood, including that ensuring clean blood is highly cost-effective as a measure to prevent secondary infections.<sup>3</sup> Therefore, JICA's support for ensuring clean blood is evaluated as highly relevant to the HIV infection preventive policy.

This program covers population and HIV/AIDS as one program that was also highly relevant to the HSR, because family planning and HIV/AIDS control were regarded as priority areas. The Tanzanian government declared issues of HIV/AIDS as a national crisis in the fall of 2000; thus, this program will continue to be highly relevant to the development policies of Tanzania.

Finally, it should be noted that the multilateral-bilateral projects of this program are a reflection of Japan's emphasis on population and HIV/AIDS issues during the 1990s.

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<sup>3</sup> The World Bank, *Confronting AIDS: public priorities in a global epidemic*, Washington D.C. 1999, pp.187-189.

## **b. Efficiency**

### **Health and medical care administration capacity-building program**

It is still too early to evaluate the efficiency of this program because only one project has been implemented, aside from one research study project.

### **Health and medical care service strengthening program**

As stated in the above section regarding the structure of the program, it is not appropriate to evaluate the program as a whole. However, since this program's special characteristics are that about half of its material provision projects were multilateral-bilateral projects, evaluation of the efficiency of these projects and comparisons in the efficiency with that of the bilateral project is possible.

#### **1) Efficiency in Implementation Process**

JICA's projects of material provision, both the multilateral-bilateral and bilateral projects, were responsible for delivering materials to a Tanzanian independent autonomous entity, who then stored the medical equipment and materials. After this delivery, JICA was not involved in the delivery to the final destination; however, multilateral UN agencies supervise the multilateral-bilateral projects for delivery to the final destination. The Tanzanian government is responsible for this in bilateral projects by JICA. The responsibilities of the three parties involved are clearly divided. Thus, the efficiency of the part that JICA is involved with does not differ between multilateral-bilateral and the bilateral projects.

The efficiency of the multilateral-bilateral projects was generally high; however, there was one case where the clear division of responsibilities hampered it.

In bilateral projects, aside from material provision projects, the level of the non-technical aspect of the capacity, such as the organizational capacity and authority, as well as that of the basic infrastructure of the project sites, required substantial improvements to attain the project purposes. This has led to additional efforts in the implementation processes of the bilateral projects, including individual efforts by the Japanese experts and the JOCVs.<sup>4</sup> Therefore, in this context, the efficiency in the implementation processes was not

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<sup>4</sup> JOCV= Japan Overseas Cooperation Volunteers

appropriate.

## 2) Efficiency before implementation

Several procedures are necessary between the JICA local office and the local office of the UN agencies to realize multilateral-bilateral projects. However, these offices have different levels of capacity in terms of the number of staff, different procedures for formulation of the same project, and different interests in the same project. Some, but not all, interests and advantages of the cooperation for them differ, such as the multilateral-bilateral projects. This hinders improvement in the efficiency of multilateral-bilateral projects before their implementation.

## **Population and HIV/AIDS Program**

### 1) Efficiency in Implementation Process

As stated in the section examining the relevance of the structure of the program, this program was started and advanced by basic research study projects aimed at new project formulations; they were soon followed by material provision projects. Among the multilateral-bilateral projects, one project had more than one counterpart, and coordination among them delayed the schedule of the project.

### 2) Efficiency in regard to inputs and outputs

It is too early to evaluate the efficiency in regard to the input and output of the intervention of the population component of this population and HIV/AIDS program, since it takes time for the effectiveness of interventions in the area of family planning to appear in demographic statistic figures.

Among the advantages of JICA's support for ensuring clean blood described in the section regarding relevance, the prevention of direct infection by blood transfusion recipients as well as secondary infection was conducted efficiently.

## **(2) Sustainability(Case Study)**

### **Health and medical care service strengthening program**

#### **1) Consolidating ownership**

Prior to implementation, the Tanzanian side and JICA discussed and exchanged opinions regarding program contents as well as methods of implementation. These procedures were continued throughout implementation. As a result, the agreed-upon contents and operation methods were reflected in the projects. Therefore, ownership by the Tanzanian side was consolidated.

#### **2) Sustainability of equipment provided by JICA's project**

##### *General*

Most materials provided by JICA were consumables, and therefore evaluation of their sustainability is not applicable.

The multilateral-bilateral projects provided mainly consumables, but non-sophisticated medical equipment for health centers were also included. Sustainability of the equipment was secure because the recipient health facilities were well known to the NGOs or the UN agencies and were participating in the projects, according to interviews with these entities. However, the actual situation could not be confirmed during this study due to time constraints. Branches of the UN agencies in the areas where those health facilities are located have visited them several times, and it was reported that this enhanced sustainability. The UN agencies conducted training for the recipient health facilities in the operation and maintenance of the equipment provided. In accordance with their regulations, they conducted monitoring and evaluation, which contributed to securing the sustainability of the materials provided (Table 4.23).

**Table 4.23 Mentioned Advantages of "Multi-bi" Projects in Securing Sustainability by UN Agencies**

Contents of Provided Things	Facilities received the provided things	Other advantage
<p>*Major provision - Consumables such as vaccines and condoms Consumables are not subject for the issues of sustainability.</p> <p>*Others - Basic medical equipment used at the primary level, Computers and vehicles.</p> <p>*Training for the recipient facilities was conducted by the UN organization</p>	<p>*Participated NGO in the project knew the facilities very well. Or, facilities operating in the areas where the participated UN organization has branch offices.</p>	<p>*Monitoring and evaluation for securing sustainability have been conducted by UN organization at fixed timings.</p> <p>[GOT is directly responsible for maintenance and operation (M &amp; O), but the UN organizations are very concerned with M &amp; O and check often the situations of M &amp; O.]</p>

Source: The CPE Study Team, based on hearing from the counterpart UN agencies for the "Multi-bi" Projects

#### *Technical aspects of operation and maintenance*

JICA conducted research studies twice on the technical aspects of the operation and maintenance of the project that provided medical equipment to the top referral hospitals (in 1994) by sending the Japanese experts to Tanzania. In addition to these research studies, staff of the recipient health facilities were sent to Japan and received training for such techniques. It was noted in the report of these two studies by the Japanese experts that some of the recipient health facilities did not have adequate levels of technical expertise for the operation and maintenance of the medical equipment provided. JICA will support MOW's initiative to strengthen those aspects of operation and maintenance of medical equipment.

Materials provided by other JICA projects have not required a high level of technical expertise for operation and maintenance. The technical expertise for operation and maintenance was enhanced most often by OJTs in the implementation of project-type technical cooperation projects. They included, or happened to include, the transfer of such techniques, as required to transfer the new technology necessary to accomplish the project purpose.

#### *Financial aspects of operation and maintenance*

The financial aspect is a critical issue in the operation and maintenance of the durable materials provided by JICA's project. Beginning in the late 1980s, deterioration of the government budget as well as the structural adjustment had resulted in decreases in the budget for the health sector, and led to the introduction of changes of national hospitals into independent autonomous entities. The new status of hospitals meant that they had to earn their own budgets, mainly through newly introduced cost-sharing with patients. However, the cost-sharing mechanism has not become a reliable source of income

because a large part of the population lives in poverty. As a result, these hospitals<sup>5</sup> have been facing a shortage in their budgets and have had difficulties in securing budgets for operation and maintenance of durable equipment.

Procedural aspects of operation and maintenance

Most of the durable equipment that JICA provided in the past was not produced in Tanzania; under the scheme of the Grant Aid most of this durable equipment consisted of Japanese products. After implementation of the equipment provision project, JICA provided spare parts to the top referral hospitals as a follow-up. Despite these factors, it is still important that the recipients who obtain equipment from agents in Tanzania or Kenya or directly from Japan continue to require additional material or procedural efforts from them, partly due to the production location.

### 3) Financial sustainability

Most Tanzanian public health facilities, not only curative but also preventive, are facing financial difficulties. Due to this problem, some of JICA's bilateral projects included additional resources in their projects along with the originally planned amount of resources in order to continue their implementation. Therefore, sustainability of the situations or activities realized through their implementation would not be very secure after withdrawal of JICA's support, and inputs that had already been made by both Tanzania and JICA could lose their significance.

### 4) Organizational sustainability

The counterpart organizations of JICA's bilateral projects have not experienced any significant changes that negatively influence implementation of a JICA project. However, some of the counterpart organizations had to reduce their number of staff because of HSR. Changes by the HSR and decentralization may bring changes to the counterpart organizations in the future.

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<sup>5</sup> There are some exceptions among their hospitals. With greater management abilities, they located different financial sources other than fees from the patients.



#### 4.3.4 Education

##### (1) Relevance and Efficiency

The Ministry of Foreign Affairs of Japan describes the aid plan to Tanzania as follows:  
(June 2000)

##### MOFA

###### (4) Priority Areas and Direction of Assistance by Issues

Improvement of the declining school attendance rate and of basic education, which is the foundation of human development, is regarded as the important issue in Tanzania's development plan. Having recognized that basic education is a key to solving Tanzania's development issues, Japan will consider cooperation with other bilateral and multilateral donors based on the education sector program of Tanzania. It will also consider development of school facilities by grant aid within the framework of the sector program.

Improvement of the content of education is necessary in order for all the people to understand the importance of education. Thus, dispatch of an advisor from Japan for the education sector will be considered to support in-service training of teachers to raise the quality of teachers. In this case, ...science and mathematics are regarded as appropriate areas for Japan's support. Also, the original methods of support from Japan are expected, such as the introduction of basic health education in basic education, distance education by utilizing radio broadcasting, etc., and adult education.

Note: Above is a translation by the CPE Study Team from an original MOFA paper written in Japanese.

JICA describes the Country Program for Tanzania as follows: (June 2000)

###### (2) Support for basic education

Tanzania used to rank above all other countries in sub-Saharan Africa in terms of basic education indicators due to the expansion of social services during the socialist era. However, these indicators have gradually declined due to the economic stagnation since the 1980s and the rationalization of the social sector under structural adjustment. Hence, there are strong requirements related to educational development. In addition, Japan has identified Tanzania as a priority support country in the new DAC development strategy. JICA, for its part, also sees education as an area in need of active support, e.g. improvement of the educational environment and improvement in the quality of education.

The Tanzanian government has adopted a sector development program (SDP) in education (generally

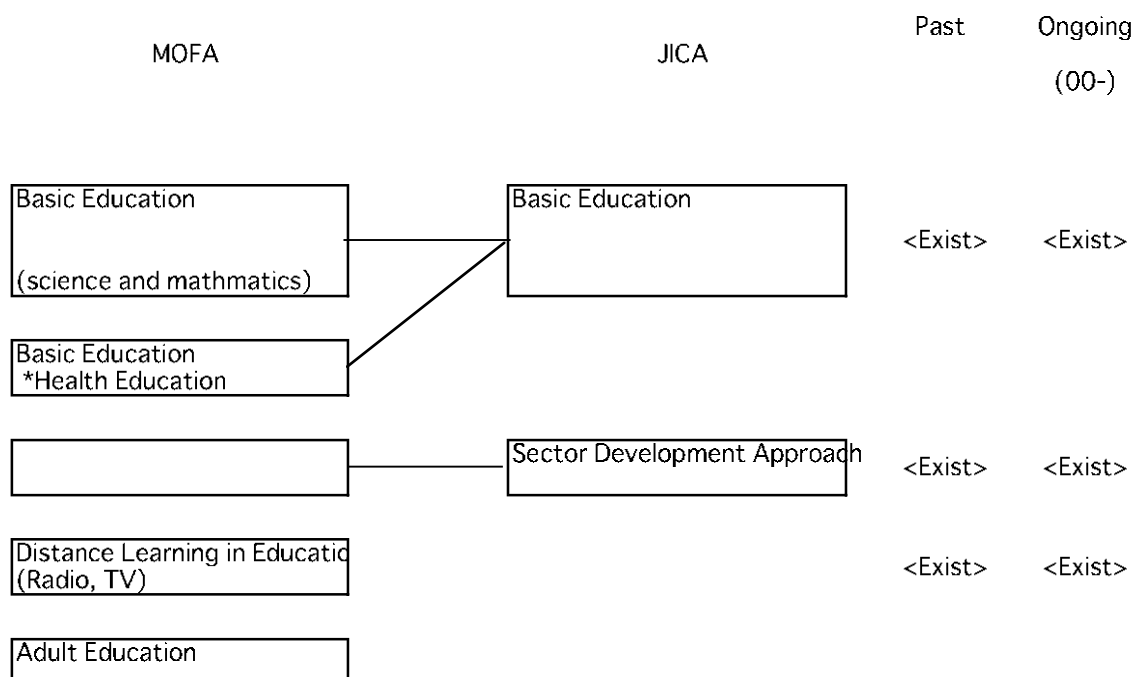
called a “sector approach,” referred to below as a “sector program”(SP)). The EU, UK, and other major donors are implementing or considering cooperation under this common framework. JICA also needs to give due consideration to SP trends and to offer necessary input at the SP planning stage and program/project implementing stage.

JICA's Country Program for Tanzania intends to support the improvement basic education through the improvement of the educational environment and improvement in the quality of education. However, capacity building of educational administration was not mentioned in the JICA's Country Program although it was mentioned in JICA's another paper<sup>1</sup> regarding to the same Country Program. The capacity building of educational administration should be clearly written in the Country Program as a target.

Figure 4.7 compares the MOFA's aid policy with the JICA's Country Program and indicates the existence or non-existence of projects in the specified areas in past and at present. It is also understandable that in the future the improvement of basic education as well as the sector program will be stressed, as it was in the past Japan's cooperation. The MOFA's aid policy regards that Japan's support for the construction of primary schools could be located within the framework of the Sector Program and intends to promote this support. In regard to this, it is imperative for Japan to follow the ideas of the Sector Program about school facilities, such as standard designs, locations, and numbers of school facilities.

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<sup>1</sup> JICA, Tanzania JICA Program Charts.



**Figure 4.7 The Ministry of Foreign Affairs and JICA Plans and Past Implementation**

### **Contents of the projects and the purpose of the program**

Table 4.24 shows the projects, categorized into those in the education sector. Since JICA regarded "Expansion of Basic Education" to be imperative and decided that it was the purpose of the program, the main project selected to be the subject for the CPE study is the "Study on School Mapping and Micro Planning in Education in the United Republic of Tanzania." The project will hereafter be called the School Mapping Project. This project, from among the other projects<sup>2</sup> of the program, was analyzed as having great potential to directly contribute to the expansion of basic education.

<sup>2</sup> Dispatch of the Japanese Experts being implemented now and projects that were implemented by JOCVs are not included in the other projects.

**Table 4.24 Projects in the Education Sector**

Year	Project	Scheme
93	Despatch of Project Formulation Advisor	
96	Project Formulation Study	Project Formulation Study
98	Overseas Project Formulation Study, Sector Wide Approach and Donor Coordination	
98	Overseas Project Formulation Study, Sector Wide	
99	Despatch of Project Formulation Advisor (Sector Program, Education)	
95	Provision of Equipment for Information Processing Education	Provision of Equipment
98	Provision of Education Equipment for Architectural College	Provision of Equipment
99	The Study on School Mapping and Micro Planning	Development Study
0	Education and Promotion of Equal Access to Education (B/D)	Grant Aid
94	The Television Zanzibar Rehabilitation Project	Grant Aid
97	The Television Zanzibar Program Provision Project	Grant Aid
98	Development Project of Medium Wave Radio Broad Casting	Equipment Provision , Grant Aid

Source: CPE Study Team based on a JICA's list.

The contents of the other projects were analyzed as follows and were not regarded as contributing directly to the expansion of basic education. "The Project for Strengthening Radio Broadcasting for School Education by Improving the Quality of Education and Promotion of Equal Access to Education" constructs radio studios for educational programs, which are not limited to only programs for basic education but offer those for adult education, and transmission facilities. The budget provision for the basic education programs and their contents are the responsibilities of the Ministry of Education and Culture. However, under the serious budget restraints of the ministry and its impetus to achieve optimal cost-effective spending of the budget due to its move toward implementation of the ESDP, there are unpredictable factors in the budget provision as well as in the production of basic education programs. The "Development Project of Medium Wave Broadcasting" had once been categorized as a project under the infrastructure program. The other two projects were follow-up projects of JICA's training of Tanzanians in Japan and those of equipment provision to higher, not basic, educational facilities.

#### **a. Relevance**

##### **Components of the program**

As stated at the beginning of this section, this program includes projects that are not thoroughly defined as projects in the area of basic education; therefore, the structure of this program as a whole was not relevant as a program aimed at expanding basic education. However, when its components are regarded as only two, the study project on the educational sector conducted prior to the School Mapping Project and the School

Mapping Project itself, the structure of the program is highly relevant as a program aimed at expansion of basic education.

In the same way, when the structure of modalities was regarded as consisting of only these two projects, it was understood that the program had taken two steps toward contributing to expansion of basic education. This taking of two steps, with the first step being a comprehensive research study about the sector with emphasis on the ESDP and the second step being school mapping based on the first step, was very important for JICA in starting projects in accordance with the framework of ESDP. The combination of their modalities, the research study, and the development study was also highly relevant.

### **Relevance to the upper level of the development plan**

The School Mapping Project emerged within the framework of the ESDP, which was formulated with a comprehensive analysis of issues in the development of the education sector and included strategies and actions that reflected the results of that analysis. Thus, it is obvious that the relevance of this project to the upper level of the development plan was high.

An analysis of the more detailed aspects of this project reveals that this project included factors that correspond to the imperative approaches of Tanzania's development plan of the sector, such as promotion of participation by communities in terms of management and resource provision for basic education. Also, the capacity-building of the local educational administration pursued by the project was highly relevant to the decentralization of the Tanzanian government.

### **Relevance of the project designs**

It was mentioned in interviews during the CPE study with stakeholders of the project that some parts of the implementation of the School Mapping Project are not totally suitable for capacity building. The judgment on this is difficult since this project is still being implemented; therefore, only the following analysis can be conducted on their comments through information regarding the project implementation. In order to implement capacity building more effectively and efficiently, it must first be determined why the research design of the conventional "Development Study" was not adequately suited to

capacity building. The research design of the conventional "Development Study" cited here was such that 1) More than one consultant visited the subject area at the same time and remained there for the same term to conduct research studies on the basic situation and to collect basic data; 2) All or most of the consultants returned to Japan at the same time; 3) They revisited the subject areas in the same manner as before to formulate a development plan. Although this style of research design has various advantages, it is not totally applicable to capacity building, which requires a long time, and the advancement of which is not easy to discern. Assigning a consultant, either a Japanese or Tanzanian, to monitor the advancement of capacity building over a long term might be more suitable than having several Japanese consultants stay for a shorter time in Tanzania.

### **Relevance to the needs of the beneficiaries**

The project as a whole reflected well the needs of the beneficiaries. Since ESDP reflects the needs of the beneficiaries, the School Mapping Project based on ESDP also reflected the need of the beneficiaries. According to interviews and written documents, this program's other projects, those related to the radio station and programs, reflected the needs of the radio station, and the two follow-up projects of material provision reflected well the needs of JICA's trainees.

### **b. Efficiency**

The efficiency of the School Mapping Project was significant for the following reasons:

- Prior to the beginning of the project, UNICEF in Tanzania had already conducted their School Mapping Project, so the School Mapping Project was somewhat related to the experiences of UNICEF,
- The School Mapping Project completed micro planning, which had not been included in UNICEF's approach,
- Facilitators of the projects were not Japanese consultants but local consultants, which promoted efficiency.

Although the efficiency was high from the standpoint of a project aimed at capacity building, the project was implemented rather quickly in the initial phase and some of the stakeholders felt excessively busy in the advancing steps of the implementation. This

situation may reveal the differences among the stakeholders in their understanding of the key concepts of implementation of a capacity building project, such as participation, empowerment, and ownership. A common understanding of these concepts could ease monitoring their advancement.

### **Efficiency in regards to inputs and outputs**

The School Mapping Project is still being implemented and therefore an evaluation of the efficiency in regard to inputs and outputs of this project is not possible. The other projects within this program are not applicable for this point of evaluation, since they cannot be categorized into projects in the area of basic education, as stated previously.

### **Efficiency in Monitoring**

Imbuing the stakeholders with a common understanding of the key concepts as well as the monitoring indexes should have been more emphasized.

### **Efficiency in Feedback**

Feedback for the evaluations of past projects has been conducted in various forms. However, it was found in the CPE study that some stakeholders did not recognize that they had received feedback unless the lessons learned and recommendations at the time of evaluation were realized or actually reflected in the evaluated projects or the new projects that followed them. Again, the idea of feedback among stakeholders had not necessarily been common.

### **Comparison with another donor's similar project**

Table 4.25 shows the differences between the school mapping projects supported by UNICEF and JICA.

**Table 4.25 Differences between the School Mapping Projects Supported by UNICEF and JICA**

	Micro-Planning	collection prepared	Facilitators at the field level
JICA	included		Tanzanian private consultants
UNICEF	not included		
Analysis		the efficiency.	efficiency and sustainability by asking ownership in the project through this

JICA included the component of micro planning in addition to that of school mapping; thus, JICA finished two steps, collecting data and formulating plans, and so this point is regarded as efficient. The efficiency of the data compiling process was increased since JICA applied a standardized form for data collection.

However, JICA's employing local consultants and not administrators of the Ministry of Education and Culture as facilitators of the project did not encourage participation by the central level administrators of the project, according to the interviews with stakeholders. In contrast, UNICEF asked them to be facilitators with per diem pay, and they joined as facilitators. Thus, it was recognized by some stakeholders that interaction and guidance between "government administrators of different levels" was possible and more suitable and efficient than interaction between the local private consultants and the local administrators. However, the CPE study considers that it is too early to judge the efficiency as the project is still being implemented. In fact, this particular efficiency issue also includes important implications for the sustainability of the projects in regard to ownership, motivation, and other factors.

#### **Other issues in regard to sustainability**

Although sustainability of the program of the education sector was not included in the CPE study, some important issues in regard to sustainability that were uncovered in the process of the CPE study are stated below.

- 1) Increase in participation of people at the community level



- 2) Integration and realization of the results of micro-planning in the advancing EDSDP.
- 3) Integration of data collected by school mapping with other data that have been continually collected by non-school mapping activities of the government.

#### **4.4 Comments on Evaluation Results from Fourth Project Management Division and Project Monitoring and Coordination Division of Grant Aid Management Department, JICA**

The comments in this report are based on a provision in the contract between this survey team and JICA on this survey, which states “when opinions differ between the contractor and commentator on the contents of the report and the parties cannot reach an accord, the comments of both parties shall be stated in parallel.” In this case, “commentator” indicates a department, section, or person belong to JICA who read the draft of this report and provided comments on the contents, and the “contractor” is the survey team.

In the following description, “the portion with added footnote \_\_\_” indicates the portion of text to which the pertinent footnote was added.

##### **(1) Comment on “4.2 Evaluation at the National Level”**

##### **Comment from Project Monitoring and Coordination Division of Grant Aid Management Department, JICA**

(Text)

P. 4-17, the portion with added footnote 1:

“IBRD and IMF halted their structural adjustment financing in 1995-96 because... The continuation of assistance by Japan under such circumstances could be assessed as questionable from the standpoints of financial consistency and better coordination with other donors, although the contents and effects of each project depend on its detailed assessment.”

(Comment)

Since there was no direct relation between the postponement of loans from financial organizations such as the World Bank and IMF during 1995 and 1996 due to the deficiency in policy conditions in the budgetary aspects of the Government of Tanzania and the offer of grant aid and technical cooperation by the Government of Japan during the same period (no ODA Loan was implemented), the logic of “The continuation of assistance by Japan under such circumstances could be assessed as questionable” is not correct.

## **(2) Comments on “4.3.1 Rural Development/Agriculture”**

### **Comment from Fourth Project Management Division, Grant Aid Dept., JICA**

#### **Comment 1**

(Text)

P. 4-25, the portion with added footnote 2,

“With respect to KRII, it is necessary to continue a comprehensive study on its role in the Irrigated Agriculture Improvement Program, on understanding the need for fertilizers, agricultural chemicals, and machinery; and on its positive implications for the final beneficiaries.”

P. 4-33, the portion with added footnote 10,

“It is difficult to conclude that the injection into KRII was appropriate either as part of the Irrigated Agriculture Improvement Program or as part of the Japanese intervention into agricultural sector.... In addition, iii) with the cost of fertilizers too high for the average farmer following the 1993 reduction in fertilizer subsidies, it is unlikely to support the poor to be economically independent and reduce poverty..”

P. 4-40 , the portion with added footnote 26,

“However, KRII failed to fully produce the expected outputs, and thus cannot be considered sufficiently efficient. In addition, an in-depth evaluation of the outcomes on final beneficiaries can be made on a project basis which scope should be narrower than that of a country level evaluation, as it is difficult in some ways to evaluate whether the input has had an appropriate effect to final beneficiaries”

P. 4-41, the portion with added footnote 28,

“KRII cannot be evaluated as effective, as it did not accumulate sufficient counterpart funds and therefore did not make full use of such funds”

On the same page, footnote 28 itself,

““As explained in Table 4.10, “Outputs” of KRII are: i) C/P fund at the agreed level between Japan and Tanzania is deposited, ii) C/P fund is appropriately utilized, and iii) fertilizer, agricultural chemicals, and agricultural machinery are sold and utilized by farmers. According to these, this study judges, “KRII cannot be evaluated as effective”.

The main reasons of low recovery in C/F are explained in *Irrigated Agriculture*

*Improvement Program of Composition of projects in JICA Programs.””*

P. 4-48, Table 4-10

“Irrigated Agriculture Improvement program,” 8. The Aid for Increasing Food Production, “1. Counterpart fund at the agreed level between Japan and Tanzania is deposited”, “2. Counterpart fund is appropriately utilized” “3. Fertilizers, agricultural chemicals, and agricultural machines are sold and utilized by farmers”

(Comment)

**Though it is judged that these descriptions were made based on the evaluation results in the “Result indexes of KRII (consisting of the following three points),” in Table 4.10, P.4-48, we would request identification of the reasons for these result indexes of KRII.**

Text:: “1. Counterpart fund at the agreed level between Japan and Tanzania”

**The purpose of KRII from Japan to increase food production is not the accumulation of counterpart funds.**

**The purpose of assistance from Japan is realized when the agricultural materials and equipment procured by the Government of Tanzania (hereinafter referred to as “the Tanzanian government”) using the principal fund are utilized to increase food production in that country. In addition, not all KRII materials and equipment are sold; a large portion is utilized in public services performed by the government, such as agricultural chemicals used for nationwide prevention of insects.**

**Therefore, it is impossible and inappropriate to assess the result of KRII using the amount of counterpart funds.**

Text:: “2. Counterpart fund is appropriately utilized”

**The use of counterpart funds accumulated in will be approved individually and determined by the Government of Japan (Ministry of Foreign Affairs) upon request from the Tanzanian government.**

**Therefore, it can be judged that counterpart funds “are used for appropriate purposes approved by the Government of Japan.”**

However, though there are statements such as “ (W)ith respect to KRII, ...it has not accumulated sufficient counterpart funds and was used for unclear purpose, with some exceptions” on line 9~10 p. 4-46, we request a logical basis for this conclusion to be explicated.

Text:: “3. Fertilizers, agricultural chemicals, and agricultural machines are sold and utilized by farmers”

As described above, not all KRII materials and equipment are intended to be sold, so an evaluation method that assumes that those left unsold indicate “poor results of KRII” is not valid.

With regard to confirmation that KRII materials and equipment “are utilized and contribute to an increase in food production,” since the target area of KRII materials and equipment distribution is the entire country of Tanzania, it is certainly difficult to clarify their effect on increasing food production. However, it was clarified that they have had significant effects in those places where evaluation at a fixed point is possible, such as the Lower Moshi area (relevant descriptions are included in this evaluation report as well). Furthermore, the fact that the KRII materials and equipment that the Tanzanian government procured in the past “have been surely utilized” can be demonstrated indirectly by the no existence of such materials and equipment that remain as “stock.”

## **Comment 2**

(Text)

P. 4-25, footnote 1 itself:

“KRII is a scheme of the Ministry of Foreign Affairs(MoFA) of GOJ..... In this evaluation study, KRII is primarily included by JICA as a component of its cooperation in "Irrigated Agriculture Improvement Program" and thus KRII is covered in this study” (Underlining was added by Fourth Project Management Division, Grant Aid Dept., JICA.)

(Comment)

**The underlined portion above is unnecessary since KRII is not a component of “Irrigated Agriculture Improvement Program”.**

## **Comment 3**

(Text)

P. 4-33, the portion with added footnote 8,

“Above all, KRII accounts for a very significant proportion of the total input: 88% of the resources injected into projects that fall under the Irrigated Agriculture Improvement Program (excluding the dispatch of experts or JOCV), or 66% of the total investment in the agricultural sector (excluding the dispatch of experts or JOCV), both in the period between 1991 and 2000.”

(Comment)

**The reason the amount invested in KRII accounts for a significant portion of the cooperation program is largely due to the fact that KRII is originally financial assistance for procuring consumption goods (agricultural materials and equipment) and is granted every year.**

**Therefore, we have difficulty accepting an evaluation in which the amount of investment in KRII is deemed “one-sided and not relevant” by considering KRII to be the same as common grant aid or technical cooperation, which are based on a completely different concept.**

#### **Comment 4**

(Text)

P. 4-36, the portion with added footnote 14,

"Moreover, what KRII is not supporting the poor... Liberalization of marketing and price of agricultural inputs is being promoted. In the mechanism of such free market economy, it is inevitable that the poor with less capital and low access to market cannot have an incentive to purchase such expensive agricultural inputs. Hence, the role of the government, in this case the role of KRII should be deliberated."

(Comment)

**A goal in Tanzania is to increase food production, and agricultural materials and equipment (imported materials such as fertilizer, agricultural chemicals, and agricultural machines) are required to achieve this goal, but their supply is not sufficient due to the shortage of foreign currency in the country.**

**Therefore, the Tanzanian government requested the Government of Japan to provide KRII, and Japan is providing the funds required for Tanzania to procure these materials. Some of the KRII materials and equipment that actually arrived in Tanzania is directly used by the government (as agricultural chemicals for nationwide prevention of insects) and some is sold**

**to farmer organizations and to the private sector.**

**The uses of the materials that are directly consumed by the government tend to be limited to those applications are of a highly public nature, such as prevention of damage to the primary food crops by birds and insects. The materials that are sold to the private sector are distributed according to the market principle.**

**As for the relationship between “expensive agricultural materials and equipment (particularly farming machines)” and “benefits to the poor,” “poor farmers can use them by leasing them from a farmers’ organization or large-scale farmer, even if they cannot purchase them directly.” Therefore, direct purchase of them by poor farmers is not always necessary.**

#### **Comment 5**

(Text)

P. 4-38, the portion with added footnote 20,

"Above all, ..., thus impacts of KRII are hardly confirmed,... ... Hence, this evaluation concludes that KRII implemented in 1991-99 in Irrigated Agriculture Improvement Program was not appropriate due to lack of adequate clarification of its expected roles and effectiveness at initial stage." (This paragraph starts on P.4-37)

(Comment)

**The statement “therefore, we can conclude that the investment of KRII during the period of 1991 to 1999 was not relevant” cannot be validated through this simplified KRII analysis conducted in the country evaluation.**

#### **Comment from Project Monitoring and Coordination Division of Grant Aid Management Department, JICA**

#### **Comment**

(Text)

1)

P. 4-33, the portion with added footnote 10:

“It is difficult to conclude that the injection into KRII was appropriate either as part of the Irrigated Agriculture Improvement Program or as part of the Japanese intervention into agricultural sector.... In addition, iii) with the cost of fertilizers too

high for the average farmer following the 1993 reduction in fertilizer subsidies, it is unlikely to support the poor to be economically independent and reduce poverty.”

2)

P. 4-40, the portion with added footnote 25:

“However, KRII failed to fully produce the expected outputs, and thus cannot be considered sufficiently efficient..”

3)

P. 4-40 the portion with added footnote 26:

“However, KRII failed to fully produce the expected outputs, and thus cannot be considered sufficiently efficient. In addition, an in-depth evaluation of the outcomes on final beneficiaries can be made on a project basis which scope should be narrower than that of a country level evaluation, as it is difficult in some ways to evaluate whether the input has had an appropriate effect to final beneficiaries”

4)

P. 4-40, the portion with added footnote 26:

“In addition, an in-depth evaluation of the outcomes on final beneficiaries can be made on a project basis, as it is difficult in some ways to evaluate whether the input has had an appropriate effect to final beneficiaries.”

#### **Comment on 1)~4)**

**Assistance to increase food production (KRII) is not a component of the “irrigated agriculture improvement program,” so it is not an object of evaluation by countries at this time.**

#### **(3) Comments on "4.3.2 Infrastructure Development"**

#### **Comment from Fourth Project Management Division of Grant Aid Management Dept., JICA**

#### **Comment 1**

(Text)

P. 4-67, the portion with added footnote 1:

“The DRIP included not only trunk roads, such as Morogoro Road and New Bagamoyo Road, but also district roads in Ilala District. District roads, which have fewer beneficiaries than trunk roads,



should not have been prioritized in terms of total aid resource allocation since the financial resources are limited.”

(Comment)

**According to the development study implemented by JICA from 1993 to '95, “Survey of the Road Development Plan in Dar-es-Salaam City,” roads in the residential districts of the city were already impossible to repair with normal maintenance work because the pavement was heavily damaged and traffic was not passable during the rainy seasons due to the lack of road shoulders and drainage facilities. These roads required urgent and radical repairs. A very high priority was also given to such repair from the standpoint of improving the daily life of the citizens as well as expansion of the Middle Ring Road, which was also given a high priority, and a request for the grant aid for repair and the expansion was made by the Tanzanian government.**

**The three districts set as the target areas (selected out of the five districts requested by the Tanzanian government) for the basic planning survey for grant assistance had particularly heavy damage compared to other districts, and the necessity of improving the pavement was confirmed as a high priority. These districts are classified as planned residential districts of high and medium densities and are positioned as the central districts in the area, where many commercial/administrative functions and various public facilities are located.**

**It is expected that bus routes will be improved after the repair of district roads, leading to a significant reduction of the time for commuting and traveling to school for the 460,000 local inhabitants. Since many public facilities are located along these roads, it is also expected that the safety and convenience of people that use those facilities will also be enhanced.**

## **Comment 2**

(Text)

P. 4-68, the portion with added footnote 2:

“The bridges now sustain less traffic than anticipated due to external reasons, primarily the delay by other donors. The specifications of the four bridges are too high in regard to the current traffic volume.”

(Comment)

**This plan covers four bridges located on Nation Road B2 Line, a southern trunk road that starts from Mtwara, the third largest port city in Tanzania; these are important bridges for**

daily life and industries. The four bridges to be covered were damaged by the great flood that occurred throughout Tanzania in April 1990 and have since been in used as temporary bridges; new, permanent bridges have been designed to resist floods.

## 5 Results, Lessons Learned, and Recommendations from the CPE Study

## **5. Results, Lessons Learned, and Recommendations from the CPE Study**

### **5.1 Results of the Evaluation**

#### **5.1.1 National level**

The following results were obtained from 4.2 Evaluation on the National Level (also refer to 2.1 Macro economy analysis and Section 3).

- 1) Consistency between the government policy on assistance to Tanzania and JICA's project implementation plans by country

The government policy on assistance to Tanzania and JICA's project implementation plans by country in the 1990s are well aligned with each other since JICA's project implementation plans are developed based on assistance plans by countries developed by the government. In JICA's project implementation plans, the program approach is pursued for implementing projects in order to break from the conventional project approach.

- 2) Consistency with the Tanzanian government's development plans

In the early 1990s, Japan focused on Tanzania as one of those few African countries that maintained political and economic stability. It subsequently increased assistance to Tanzania compared to that of other African countries. Until the mid-1990s, however, Japan could not expect full benefits of development projects to be achieved. This was due to the low project implementing ability of the Tanzanian government attributable to its weak administrative and financial structure as well as low economic growth rate and unstable economy. Until that period, Japan's assistance to Tanzania was aligned with the development plan of the Tanzanian government. However, results leading to long-term and dramatic solution and improvement of Tanzania's development problems were limited. A judgment based on more detailed analysis of the political and economic situations of the Tanzanian government was desirable when implementing assistance.

Since the mid-1990s, Tanzania has been an important recipient of assistance from Japan as a high-priority country for implementing the New Development Strategy,

which was drafted at DAC in May 1996. High-priority areas in economic assistance to Tanzania were determined through consultations with the Tanzanian government by dispatching a comprehensive economic assistance commission in Feb and Mar. 1997. Japan has subsequently continued assistance to those important areas. Determining the areas of assistance based on consultations on policies with officials of the recipient country government can be evaluated as highly relevant. Other donors, however, including the World Bank, view critically the Tanzanian government's stagnating promotion of reform. Japan decided to provide assistance based on a slightly generous evaluation of the former viewpoint.

In the assistance to Tanzania after 1999, sector-wide approaches were introduced in the fields of healthcare and education. In addition, the common basket system was adopted within that framework with the participation of many donors. Japan has not yet participated in the common basket funding based on its judgment that the Ministry of Healthcare presently does not have sufficient ability to manage the invested funds. Furthermore, Japan has not yet joined to the common basket considering that the ministry might not execute of invested funds effectively, which may not satisfy its accountability to Japanese tax payers.

### 3) Relevance of JICA assistance considering trends of international assistance to Tanzania

The structure adjustment plan implemented in Tanzania in 1985 can be divided into the economic stabilization program initiated by the IMF and the structure adjustment plan (in a narrow sense) initiated by the World Bank. In Tanzania in the first half of the 1990s, stabilizing the economy was the major goal due to the large deficiency in the balance of international trade and the inflation rate. In the latter half of the 1990s, stabilization was achieved to some extent. At the same time, however, stabilization means suppressed total demand due to reduced governmental expenditures, resulting in increased unemployment.

The change propelling the structure adjustment plan was the increasing trend of foreign debts. Tanzania is a heavy debtor nation with foreign debts exceeding 1,000% of the GDP. It is thus necessary to stimulate the direct production sector and inject foreign capital, which are directly connected to the repayment of foreign debts.

Under these circumstances, JICA's assistance was directed to people at the poverty level who were suffering from large negative effects of structural adjustment. Providing economic infrastructure through grant assistance did not directly stimulate direct production or introduce foreign capital. However, such assistance provided a foundation to prevent further aggravation.

#### 4) Efficiency of JICA's assistance in promoting social and economic changes in Tanzania

In Tanzania in the 1990s, assistance from Japan accounted for quite a large percentage of expenses for development. However, during this period, the financial deficits were continuing in Tanzania, and it was almost impossible to allocate local cost of development expenditure. To enhance the efficiency of assistance under these circumstances, it is also necessary to determine the amount of assistance based on more strict examination of the fiscal capacity.

#### 5) Efficiency in cooperation with other donors

Other donors evaluate Japan highly for expressing opinions at various donor meetings held in Tanzania and deem that the Japanese way of thinking is fully visible. Some donors also share the desire that Japan cooperate more deeply with other donors in support of finances, common basket funding, and so on. In this regard, they anticipate Japan's positive involvement in RDS and ASDS, which are now under examination. If Japan can positively contribute to forming overall policies of donors through such involvement, the assistance from Japan will have been implemented efficiently from the viewpoint of coordination among donors.

#### 6) Subjects in the current JICA programs

The new JICA approach based on current issue-oriented programs definitely contributes to resolving and improving sector-wide issues more systematically than the conventional approach based on individual projects. However, JICA programs are not prepared according the following procedures:

Sector analysis ⇒ Extraction of issues in the sector ⇒ Setting objectives of the

program sector  $\Rightarrow$  Selection of a group of projects.

These programs are not equal in the degree of completeness as a program. They may also contain projects whose inclusion in the same program is questionable from the viewpoint of relationships and complementarity with other projects.

### **5.1.2 Program Level**

1) Inculcation of promotion of farmers' ownership of their voluntary community organizations for irrigation projects (Rural Development/Agriculture Sector).

Case studies have revealed that farmers' voluntary establishment of rural community organizations and their active commitment to them is an integral factor of sustainability in irrigation projects, and that it is essential to create a sense of ownership in the farmer's associations at an early stage.

2) Further emphases on increasing cost-effectiveness in relationship to the inputs (Rural Development/Agriculture Sector).

Efficiency verification made it clear that there were several projects in which the outputs/outcome was not sufficient when they were compared with the inputs, and that it would be necessary to make more appropriate investment plans.

3) Active utilization of learning from past experiences (Rural Development/Agriculture Sector).

The examination of relevancy has revealed that learning from past experiences, even from some failures could have been utilized and reflected in a series of projects in Lower Moshi. Utilization of learning from past experiences is an imperative for improvement of the quality of projects.

4) Possibility of KRII's not thoroughly supporting the poor (Rural Development /Agriculture Sector).

There is a possibility that KRII is not thoroughly supporting to the poor. Reasons for this are the following. The effectiveness of KRII is questionable, as sufficient counterpart funds were not accumulated. The increases in food production through KRII are unclear. The cost of fertilizers was too high for the average farmers following the 1993 reduction in fertilizer subsidies.



5) Unclear outcomes of KRII (Rural Development/Agriculture Sector).

The magnitude of input of KRII in monetary terms was outstanding, accounting for 66% of the total amount<sup>1</sup> of assistance for the rural development and agricultural sectors over the past ten years. Outcomes cannot clearly be seen, and calculation of the scale of inputs was not necessarily conducted in detail at the time of the project formulation.

6) Selecting different counterparts and goals by project decreased the level of success as a program ( Infrastructure Development )

It was analyzed that some of the programs consisting of successful individual projects were not fully successful as programs, for example, the water resources program. Past selection of different counterparts and goals by project reduced the integrity of the programs.

7) High consistency of the Electric Power Program with an aid program of the main donor ( Infrastructure Development )

The Electric Power Program was conducted under a aid program formulated by the World Bank and concentrated in the transmission and distribution around Dar es Salaam City.

8) Increased consistency of the Health and Medical Care Service Strengthening Program with an upper level development plan in the late 1990s (the Health and Medical Care Service Strengthening Program, Health Sector).

Some projects belonging to this program were implemented in the late 1990s and contributed to strengthening health care services in the field of PHC. This increased the consistency of the program with an upper level development plan of the government of Tanzania which intended the improvement of health of the people through strengthening PHC.

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<sup>1</sup> Total amount in this case does not include costs for dispatch of experts and volunteers, and project finding mission or studies.

9) "Multi-bi" projects had high relevance to upper level of development plans ("Multi-bi" projects, Health and Medical Care Service Strengthening Program Health Sector)

"Multi-bi" projects supported the country programs of the UN agencies, and the country programs were formulated through full consultation between the UN agencies and the government of Tanzania. Thus, "Multi-bi" projects were highly relevant to the upper level of development plans of Tanzania.

10) Decreased efficiency of the projects because of resource allocation necessitated for the improvement of the surroundings of projects (Bilateral projects, Health and Medical Care Service Strengthening Program Health Sector).

The improvement of basic infrastructure and capacity building of the counterparts were necessary prior to the implementation of original project activities. This hindered the efficiency of the projects.

11) Difficulties in securing the budget for maintenance for medial equipment provided by Japan (Bilateral projects, Health and Medical Care Service Strengthening Program Health Sector).

Government hospitals had been converted to independent autonomous entities, and their incomes came to partly depend on the charges paid by patients. However, it was difficult for them to receive the charges since most of patients were poor. Budget allocation from the government was also severely limited. As a result, their budget for maintenance for medial equipment provided by Japan was often not secured.

12) High consistency of the School Mapping Project with an upper level of development plan (Basic Education Sector)

The School Mapping Project could be located within the framework of the sector program which has been advancing in the education sector and thus highly consistent with the sector program. Implementation of school mapping was regarded as one of the conditions for debt relief under the HIPC (Highly Indebted Poor Countries) Initiatives. This means that Japan's support for school mapping was also highly

consistent with poverty reduction which was the core of national development plans of Tanzania.

13) High efficiency of the implementation process of the School Mapping Project (Basic Education Sector)

The School Mapping Project included implementation of the micro-planning which was generally regarded as the next step of the school mapping. Thus, the efficiency of the implementation process of the School Mapping Project was high. Monitoring of changes of participation and empowerment of the beneficiaries of this project, however, required increases of the time for the implementation process, in order to enhance the participation and accuracy of the monitoring.

## **5.2 Lessons Learned from the Evaluation**

### **5.2.1 National level**

The following lessons were obtained from 4.2 Evaluation on the Nation Level (also refer to 2.1 Macro economy analysis and Section 3).

#### **1) Importance of positive participation in donor conferences**

Japan currently intends to promote cooperative assistance in Tanzania through close consultations with the Tanzanian government and each donor. In such circumstances, the Japanese Embassy, JICA, and secretary's office are actively explaining what Japan can and cannot do, including the restrictions in the Japanese system. Japan's standpoint is well understood in that sense, though it is not on par with other donors. Japan's standpoint is well understood in that sense, though it is not on par with other donors. This point has improved significantly over the past several years. Other donors now appreciate Japan's performance, reconfirming that positively expressing Japan's opinions in such forums is important.

#### **2) Importance of the assistance through cooperation among donors**

Japan continued to develop positive assistance during the confusing period of the Tanzanian economy in the mid 1980s. However, such assistance was unable to prevent the Tanzanian economy from going into recession in that period. This assistance must be promoted based on consultations among donors in order to be relevant and efficient.

#### **3) Probability of concentrating target areas of assistance**

Japan has so far covered a wider range of high-priority assistance areas than other donors, as reflected in JICA's project implementation plans by country. In the present stage, however, the main trend is expected to be program-type assistance implemented through consultations with government-related organizations and other donors based on more detailed analysis of each sector. It is also conjectured that it will become more difficult to continuously address a wide range of areas unless the office staff is increased significantly. If the office personnel expansion cannot be

achieved within a short period, some concentration of object areas of assistance may be examined.

#### 4) Necessity of expanding the local implementation system

Japan should maintain a positive attitude toward assistance in Tanzania, where assistance with a sector-wide approach is becoming the main trend. To that end, JICA intends to develop an implementation system aligned towards assistance-based programs. In particular, to prepare and implement programs, a system must be provided to cover processes from organizing a program based on sector analysis to monitoring and evaluating the program implementation.

### **5.2.2 Program Level**

1) Irrigation projects require creating a sense of ownership in the farmers' associations at an early stage (Rural Development/Agriculture Sector).

Case studies have revealed that farmers' voluntary establishment of rural community organizations and their active commitment to them are integral factors of sustainability in irrigation projects, and that it is essential to create a sense of ownership in the farmers' associations at an early stage.

2) Formulating appropriate project to gain optimal effectiveness (Rural Development/Agriculture Sector).

The efficiency verification made it clear that there were several projects in which the input was not effective in producing significant outputs/outcome, and that it will be necessary to design appropriate investment plans to make a substantial difference.

3) Utilization of lessons learned from a series of projects in Lower Moshi and development of a methodology for rural and agriculture development (Rural Development/Agriculture Sector)

Many lessons have been learned from a series of projects in Lower Moshi, and this experience has been referred to subsequent rural development and agriculture projects. Such feedback, which enables past failures to be used as lessons in future project planning, is essential to improving the quality of JICA's cooperation. It is necessary not only to recognize recommendations that arise from the lessons learned, but also to utilize them, and further to synthesize and analyze lessons to create a methodology for rural and agricultural development projects. It is also important to maintain an environment that encourages the relevant personnel of a project to make full use of the results of previous monitoring and evaluations.

4) Requirements for further studies on ways to clarify the outcomes of KRII (Rural Development/Agriculture Sector)

The magnitude of input of KRII in monetary terms was outstanding, accounting for

66% of the total amount<sup>2</sup> of assistance for the rural development and agricultural sectors over the past ten years. However, the outcomes cannot clearly be seen, and the size of the investment was not justified in full detail when the project was planned. These problems must be fully overcome in future projects .

#### 5) Setting program objectives (Infrastructure Development)

Some programs in the area of infrastructure development could not be classified as successful as programs, although the individual projects that comprised these programs were successful. In order to be a successful program, clarification of the content is first required, and the program objectives should be set thereafter according to the content.

#### 6) Project formulation in response to privatization (Infrastructure Development Sector)

As a result of the structural adjustment, privatization has been advancing in the area of infrastructure development, and this in turn has changed the development plans in this area. However, since Japan's cooperation in the area has been only in the form of grant aid and technical cooperation, it has not responded fully to privatization. Based on its own experiences gained from privatization of the energy and telecommunication sectors, Japan could potentially help in this area.

#### 7) Prudent identification of beneficiaries, advanced consideration of the level of development of the health sector, and prudent selection of target health issues and cooperation approaches (Health Sector)

Prudent identification of the beneficiaries for health sector projects must be intensified. For example, are beneficiaries wealthy adults suffering from chronic diseases in urban areas or poor children suffering from infectious diseases in rural areas? Next, consideration of the levels of development of various aspects of the health sector, such as the health system, service, and resources, and those of the socio-economic and cultural differences is fundamental in selecting the target health issues and the most appropriate cooperation approach.

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<sup>2</sup> Total amount in this case does not include costs for dispatch of experts and volunteers, and project-finding missions or studies.

8) Creating common understanding of the concepts of the important factors of capacity building projects among stakeholders (Basic Education Sector)

It is essential in capacity building projects that the conditions of participation, empowerment, and ownership of the beneficiaries be carefully examined at the time of the baseline survey and also monitored during implementation to examine how they are being secured and changed. The information collected through this monitoring should be fully utilized in the post-monitoring implementation process. These procedures contribute to increasing the effectiveness, efficiency, and sustainability of the projects. A common understanding of the important concepts of capacity building, i.e. participation, empowerment, and ownership, must be created as the underlying fundamental for the project stakeholders.

9) Applying an effective study design for a capacity-building project (Basic Education Sector)

To implement a school-mapping project, a capacity-building project, with enhanced effectiveness and efficiency, the study design of the project should be different from the conventional study design for a JICA Development Study. In addition, it should reflect the characteristics of the capacity-building project. For example, a longer study period at the project site by study team members is required to make timely and careful responses to small changes in the capacity of the beneficiaries, which are often difficult to discern but important.



## **5.3 Recommendations for future JICA assistance to Tanzania**

### **5.3.1 National level**

#### **(1) Promotion of program-type assistance**

JICA's country programs, including those for Tanzania, represent a major advancement from the conventional project-by-project approach to the clarification of priorities among projects. These country programs will probably become core plans for promoting program-type assistance in Japan's international cooperation in the future. At present, however, these country programs do not exceed the following framework of assistance:

- 1) Principle of cooperation based on requests from recipient countries
- 2) Budgeting for a single year on a project basis
- 3) Final selection of cases by MOFA and implementation of cases by JICA

For Tanzania, items 1) to 3) above will significantly influence program-type assistance as described below.

#### **1) Principle of cooperation based on requests from recipient countries**

However good the communication between Japan and Tanzania in the stage of project formulation, the project will be formally placed in diplomatic channels only after being requested by Tanzania. Programs conceived by JICA must thus be fully understood by Tanzania. Tanzania must also fully understand what sectors or form of assistance can be easily adopted by Japan. It was found in the CPE Study that Tanzania has a certain idea, not really a policy, in adopting development projects to be requested to Japan. Tanzania forged such idea through its experiences in the past cooperation from Japan; four areas were cited during the current survey. In addition, neither of the country program of JICA or the aid policy of MOFA is used as guidelines by Tanzania for adopting the projects to be requested to Japan. Therefore, JICA's Country Program has remained only an internal statement in JICA yet.

## 2) Budgeting for a single year on a project basis

When the objectives of cooperation from donors corresponds to a long-term plan of Tanzania, a longer term commitment (ex. 5 years) will be required. Also, if it is necessary to comprehensively evaluate various goals of cooperation such as lowering the congestion rate to \_\_%, reducing the number of traffic accidents, and raising the percentage of trunk roads to \_\_%, this will also require a longer term than a project-based goal such as constructing a certain section of road. Single-year budgeting on a project basis of Japan's cooperation will probably be maintained for the present. Setting the program objectives (not commitment) must therefore be clarified on a level different from budgeting for a single year on the project.

## 3) Final selection of projects by MOFA and implementation of projects by JICA

This work division in Japanese aid administration between these two organizations also is a given condition. A dilemma thus may occur when JICA is placed in the position of setting programs but has no authority to make a final decision in selecting projects. In Tanzania, the ODA Loans are not considered to be implemented for the present, and the large role has been played by grant aid. Therefore it is considered that the most orthodox method for resolution is to integrate the aid policy of MOFA and the country programs of JICA.

To promote program-type assistance under conditions 1) to 3) above, we consider that it is necessary to implement the following policies.

- a. Concentrate the high-priority three or four sectors (roads, basic education, health and medicine, agriculture, etc.) and invest 75% or more of available money in those sectors over a period of five years.
- b. It is unrealistic to think that the above-mentioned elements will immediately be replaced when the elements of program-type assistance introduced for Japanese cooperation. Instead, such elements are more likely to overlap than replace each other. In that sense, the largest element of program-type assistance is to specify the high-priority areas and to comprehensively and flexibly invest various resources and schemes in such areas.

- c. In addition to integrating two plans of MOFA and JICA as mentioned above, it may be feasible to improve JICA's country program for Tanzania by conducting self-monitor the effectiveness of Japanese assistance. For example, as described in a above, by reducing high-priority sectors to four areas (roads, basic education, health, and agriculture), the objective of investing 75% or more of the money in those sectors during a five-year period can be established. In addition, indicators within each sector that can be monitored are to be established. It is also desirable that JICA be able to monitor such indicators by themselves after obtaining approval from Tanzania. To implement the above, a rolling plan that has a basic five-year term but is revised and reissued annually and modified completely every five years can be established.

(2) Publication of the JICA's Country Program for Tanzania and provision of an implementation system based on the program

The JICA's Country Program for Tanzania as internal data since 1999 will become official JICA documents. This program will be utilized to coordinate assistance with the Tanzanian government as other donors do. In addition, systems to implement pertinent programs will be provided.

- 1) To ensure JICA programs are more effective in the future, the programs should be prepared and implemented according to the following procedures (for a practical method of organizing and implementing programs, refer to 4.2 (2) The direction of improvement of current JICA programs).

Sector analysis ⇒ Extraction of subjects in the sector ⇒ Setting objectives of the program sector ⇒ Selection of a group of projects

- 2) For JICA to prepare and implement a program effectively while monitoring the progress of cooperation in the pertinent program and the cooperation of other donors in the pertinent sector, it is thus necessary to assign additional personnel or long-term experts to the local JICA office in order to execute monitoring effectively and sufficiently.

(3) Promoting coordination among donors and providing a system for that purpose

- 1) Japan should participate in the basket funding (for part of the assistance to the pertinent sector) on a trial basis after establishing conditions under which Japan has a voice in the basket funding. Japan should also endeavor to take the initiative in preparing the sector plan.
- 2) With regard to the sector-wide program, Japan will arrange systems to support full-scale participation when necessary, while monitoring the trial participation.

(4) Japan's participation in sector programs<sup>3</sup>

In the health sector, a Japanese expert who was in charge of JICA's aid planning for this sector has continually conducted detailed researches on the advancement<sup>4</sup> of the sector program<sup>5</sup> along with making JICA's aid plan. This research resulted Japan deciding to implement its aid within the framework of the sector program, but not to participate in the basket funding based on its analysis that the budget management capacity of the ministry and the accounting capacity at the regional level were not sufficient, and that some measures were necessary for securing accountability for Japanese tax payers. Also, Japan concerned that donor-driven elements were observed in the process of advancement of this sector program.

In the education sector, advancement<sup>6</sup> of has been slow, although some progress was observed during the stay of the CPE Study Team in Tanzania. One of the reasons for this slow advancement was attributed to the problems of capacity of the Ministry of Education. JICA dispatched a Junior Expert in 1998 to conduct a detailed study on the sector program and formulated a project (the School Mapping Project) in line with the sector program, in response to the beginning of sector program's advancement<sup>7</sup>. The analysis was that Japan would continue to actively participate in donor meetings and to formulate projects with consideration given to their relevance

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<sup>3</sup> The followings in this part are based on the information collected by one member of the CPE Study Team when the member visited Tanzania for a different JICA study from the CPE Study. Field study of the CPE Study Team had had been conducted in March 2001.

<sup>4</sup> Please refer to 2.2.3 of this report.

<sup>5</sup> The same approach has been called sector wide approach (SWAP) in the health sector.

<sup>6</sup> Please refer to 2.2.4 of this report.

<sup>7</sup> JICA, Project Formulation Advisor Report: 1998,1999 the Education Sector in Tanzania, Yukihiro Hattori, Junior Expert, 1999, P.2.

to the sector program.

Development of roads influences largely the distribution of agricultural products between different regions. Therefore, Japan's active participation in formulation of projects in the context of RDS (Rural Development Strategy) which will be formulated in future is expected.

Currently, Japan is supporting the formulation of the strategy and program for the agriculture/rural development sector. Based on this experience, it is necessary for Japan to listen other donors' opinions at official forums and share information with them within the framework of the sector program which has been in the process of formulation.

One of the most important future issues for Japan's assistance is decision of aid modalities (direct budget support, common basket funding, project-support, etc.) for coordination with other donors. Japan has participated in the common basket funding with conditionalities for formulating sector strategy ( Japan's support for ASDS). It has also announced its active support for this ASDS<sup>8</sup>. Japan's support for ASDP should be continued.

Japan has not provided funds for the basket funding in the implementation process of either sector strategies and programs for the same reasons as it did not participate in the common basket funding of the health sector.

If Japan conducts direct budget support or fund-provision for the common basket funding, it will be necessary to analyze and discuss the methods for raising the financial management capacity of the Government of Tanzania and for confirming the use of any provided fund and the process. A good example for raising the financial management capacity is DFID's provision of fund through basket funding for a capacity building project for financial management capacity. DFID contributed the funds with other donors that were also interested in this capacity building.<sup>9</sup>

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<sup>8</sup> Japanese Embassy for Tanzania officially announced Japan's active support for the ASDP on 3<sup>rd</sup> of May in 2001, and on 22<sup>nd</sup> of the same month, the Ambassador announced Japan's intention for future active support for the ASDP.

<sup>9</sup> Based on the information from a hearing conducted by Mr. Nakano, project formulation advisor, with DFID at DFID head quarters on 4<sup>th</sup> of August in 2000.

The use of the provided fund and process could be made clear through employing accounting firms by the GOT. Funds in the common basket funding could be use for this purpose. At least accountability to the tax payers of the countries that contributed funds to the basket funding could be secured. Ear-marking the use of the funds also could be another measure, and it could be a realistic choice for Japan to ear-mark its contributions in the common basket funding.

Establishing institutional settings for securing funds for common basket funding is necessary for Japan before participating in the common basket funding. Also, a new scheme with flexible accounting procedures should be introduced.

It is highly possible that Japan would conduct mainly project-type assistance based on a best-mix approach, because securing accountability for Japanese tax payers is difficult due to the difficulties in confirming effectiveness of inputs to a common basket funding. If this is so, the thing to be most stressed is that Japan should formulate projects within the framework of the strategies or programs that were formulated under the leadership of the GOT. Japan's project formulation should be made based on hearings from the other donors and sharing information with them.

### 5.3.2 Program Level

#### 1) Putting More Emphasis on Sustainability

##### Securing participation of beneficiaries in the early stage of project planning

Sustainability is a crucial aspect of cooperation in the agricultural sector, particularly in irrigated agriculture projects. As previously mentioned, it is important that farmers establish a sense of ownership at the initial stage of a project. For this purpose, it must be assessed whether the internal and external environments<sup>10</sup> of the project allow beneficiaries of the project to voluntarily participate in it. Once the internal and external environments, which positively influence farmer's willingness to participate in the project, are verified, we may thereafter initiate the project.

Moreover, stakeholders must have a full understanding of the objectives of projects, and targets require an indicator of possible outcomes. It is necessary to set goals of attaining a certain level of improvement in income and productivity in irrigation projects, as well as to take into full consideration the sustainability following the achievement of the targets. It is therefore imperative to define certain outcome indicators to see the degree of ownership of farmers and farmers' associations, and it is desirable that these beneficiaries set up the indicators by themselves.

In the case of a series of projects in Lower Moshi, the introduction of rice-growing techniques resulted in a significant increase in rice harvests and productivity. However, in the initial stage, the farmers did not choose to establish a farmer's association and nor establish a sense of ownership in the project. The project's objective is to improve income and productivity, but the continuity of such improvements sustained by farmers themselves was not taken into full consideration. These factors have some negative effect on the present status of sustainability.

If the project plan includes any component for the promotion of self-motivated participation of farmers, and if stakeholders are aware at an initial stage that the ultimate objective of a project is not merely increases in income and productivity but the continuity of such increases for their livelihood, the project will be more likely to

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<sup>10</sup> Internal environments could be characterized as social systems or traditions of the target communities and external environments could be characterized as market incentive for farmers or communities, climate of the

be sustainable.

### A Full Understanding of the Constraints to Sustainable Development

In the implementation of a project, it is important to fully anticipate the external factors that could constrain its independent development. If any such factors could deter the project, the project would have to be suspended.

In particular, water shortage in irrigation projects is a serious obstacle to sustainable development. In addition to the acquisition of water rights, the existence of an adequate water source at the upstream is prerequisite when surface water is used. It will also be necessary for us to fully check if there is any possibility of water intake by other users at the upstream. Additionally, we must gain a full understanding of the other stakeholders who have interests in the use of the same water sources, such as by checking if the intake at a lower part of the river could be restricted by water use of the project.

In the Kilimanjaro Agricultural Development Project, the external factor such as water resource limitations significantly affected sustainability. The limitations resulted from a much larger intake than anticipated from the surface water, which served as the water source, due to the extension of rice-growing techniques in surrounding areas. We should have fully anticipated these factors, provided that we initially assumed the extension of rice cultivation techniques.

### The Need for a Sufficient Forecast of the Relationship between Input Size and the Outputs/Outcome Best Suited for that Size

In the project-planning phase, it is vital that the relationship between the size of the input and the achievement or outcome best suited for that size be estimated accurately at an initial stage, as doing so would enable more efficient cooperation.

For instance, our inputs into a series of projects in Lower Moshi made a significant impact in terms of improving the productivity and income of farming households, but it cannot be concluded that it was highly efficient in terms of cost-effectiveness, as the input amounts were huge. Of course larger investments make the achievement of

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project site, etc.



the goal easier, however, it is still important to design projects that generate the maximum results from minimum inputs. At the same time, we always have to consider that funding capacity of the C/P government since the burden of the C/P government increases if the size of inputs become larger.

Technological transfer projects such as Kilimanjaro Industrial Training Center Project tend to end with the transfer of technologies to specific C/Ps or those selected for the technological transfer. In this case, the technology transfer itself is likely to be successful, but subsequent extension of the technology tend to be insufficient. The channeling of a large amount of money to a limited number of people is thought to have quite a limited effect on the national level.

On the other hand, it is not surprising that projects involving huge investments but uncertain outcomes, such as uncertain increases in food production by KRII, are the objects of criticism by taxpayers. Justifications of effectiveness of investments must be based on their expected achievements or outcome. If aid such as KRII is provided, into which a substantial sum of money is invested, the aid's effectiveness has to be studied, with the projected achievements or outcomes, and justification of the investment based on thorough forecasts has to be studied, also.

KRII is effective when productivity of food is improved through distribution of agricultural inputs by KRII. However, as discussed in Chapter 4, the rate of fertilizer user is still low in the country since the price of fertilizer is too expensive for farmer due to a number of constraints including high transportation cost on fertilizer and lack of credit service for farmers.

Marketing of agricultural inputs is liberalized as seen in private sector's participation in fertilizer and agricultural chemicals market, liberalized import of these inputs, and removal of fertilizer subsidy; thus it is necessary for private sectors to play a principal role in order not to distort agricultural input market. Therefore, the role of the government should be promotion of the private sector's participation and the one that the private sector can not support, in other words support to promotion of accessibility of farmers in the marginal area to agricultural inputs and marketing.

In such situations discussed above, it is still necessary to continue studies on effectiveness of KRII besides this evaluation study in order to find whether KRII

should be continued and if yes, how.

Consideration of the burden on the counterpart government imposed by a large-scale project

When the budget scale of a project is large, the corresponding burden of the counterpart government to carry out the project tends to be large. Therefore, the capability of the counterpart government to bear the burden of cooperation projects should be carefully measured and discussed. In Tanzania, categorized as an LLDC, there is the possibility that counterpart government organizations might fail to bear the burden after project implementation is started, even though the organization might have been deemed able to bear the burden prior to the project implementation. Therefore, JICA should clarify its stance if it conducts incremental support, as well as to what extent it is prepared to go.