Internal Ex-Post Evaluation for Grant Aid Project

conducted by Zambia office: October, 2011

Country	The Project for Malaria Control
Zambia	

I. Project Outline

Project Cost	E/N Grant Limit: 308 million yen	Contract Amount: 256 million yen
E/N Date	November, 2006	
Completion Date	January, 2008	
Implementing Agency	Ministry of Health (MOH)	
Related Studies	Basic Design Study: August, 2006	
Contracted Agencies	Consultant(s): Japan International Cooperation System	
	Contractor(s): Toyota Tsusho	
	Supplier(s): N/A	
Related Projects (if any)	Other donors' cooperations: The Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM), World Bank, USAID, DFID, KfW, UNICEF, WHO and others for insecticide treated nets (ITNs) mass distribution campaign, indoor residual spraying, intermittent preventive treatment of pregnant women, prompt diagnosis and treatment of malaria with effective drugs, etc.	
Background	High malaria prevalence in Zambia has hindered socio-economic development. Under-five children and pregnant women are most vulnerable groups to malaria. The Government of Zambia has implemented the National Malaria Control Strategy (2006-2011) with the target, "more than 80% of people in the designated districts sleep in insecticide treated net by 2008". To achieve this objective, the government was in need for procurement of mosquito nets; hence the government of Zambia requested Grant Aid from Japan.	
Project Objectives	Outcome To increase the use of mosquito net among children under five years old and pregnant women by procurement and distribution of long lasting insecticidal mosquito net (LLIN)	
	Outputs(s) Japanese Side Procurement of LLIN x 360,000 pieces (handover at SFH (Society for Health) depository in Lusaka) Zambia Side periodic distribution of LLIN to health centers in Mwinilunga, Kaputa, Chingola, Senanga, Chibombo, Samfya, Isoka, Chongwe, Chipata and Kalomo, ten Malaria Sentinel Districts.	

II. Result of the Evaluation

Summary of the Evaluation

The government of Zambia has made various malaria control efforts including distribution of mosquito nets, indoor residual spraying and preventive care to pregnant women. This project was implemented to prevent malaria in the ten districts with high malaria transmission rates by distributing mosquito net.

The data about the use of the insecticide treated nets (ITNs), of which LLIN procured by this project was one type, in the target districts was not available at the time of the ex-post evaluation. However, based on the nationwide data and some qualitative information, it is considered that this project has partially achieved the use of ITNs among under-five children and pregnant women due to the fact that some of the end users failed to replace them when they became old (after three years),. Hence the utilization rate has not reached the national goal (80%). As for sustainability some problems have been observed in the structural aspect due to lack of monitoring of use of ITNs in target districts, and in the financial aspect due to recent withholding of donor funding to the MOH following the 2009 Corruption scandal, which has resulted in unsustainable availability of ITNs for replacing old ones for end users.

For relevance, the project has been highly relevant with Zambia's development policy, development needs as well as Japan's ODA policy at the time of both ex-ante and ex-post evaluation. For efficiency as well, both the project cost and project period were within the plan.

In the light of above, this project is evaluated to be satisfactory.

1 Relevance

The project has been highly relevant with Zambia's development plan (malaria control continuing to be one of the priorities in national development plans), development needs (reduction of malaria morbidity), as well as Japan's ODA policy (Country Assistance Policy for Zambia in 2002), at the time of planning and ex-post evaluation. Therefore, its relevance is high.

2 Efficiency

Both project cost and project period were within the plan (ratio against the plan: 83%, 100%). Therefore, efficiency of this project is high. The distribution of LLIN from the central depository to health centers was carried out by Zambia-side funding.

3 Effectiveness/Impact

Currently, district-specific data on effectiveness/impact of malaria prevention activities are not available. The ITN policy that initially targeted young children and pregnant women has been extended to covering sleeping spaces in all households using mass distribution and antenatal clinic distribution schemes, according to Zambia National Malaria Control Program Performance Review 2010 (MPR-Zambia 2010) and National Malaria Indicator Survey (MIS) 2010; and MIS does not routinely monitor ITN utilization by end users. Therefore, it is difficult to assess effectiveness of this specific project separately from the effects of other interventions. Under such circumstances, effectiveness of this project was inferred based on national data and some qualitative information.

The project somewhat achieved its objectives of the increased use of ITNs by pregnant women and under-five children to prevent malaria according to national data, but the utilization rate did not reach the national target, which is also the target of this project, due to recent reduction in donor funding (since 2009), which resulted in reduced availability of prevention commodities, (for replacing old ones). Also, some end users failed to replace their ITNs when they became old (after three years).

Nevertheless, national incidence of malaria dropped from 412 cases per 1,000 population in 2006 to 252 cases per 1,000 population in 2008 and to 246 per 1,000 in 2009. Chongwe district reported increased use of mosquito nets including ITNs and reduction in malaria incidence which was attributed to increased use of nets. Also, MIS revealed that women acquired better knowledge of use of mosquito net to prevent malaria. The LLIN distributed by this project accounted for 4.5% of ITNs required (35.4％ of ITNs actually distributed) in whole Zambia as of 2010.

From above, effectiveness/impact of this project is considered to be fair.

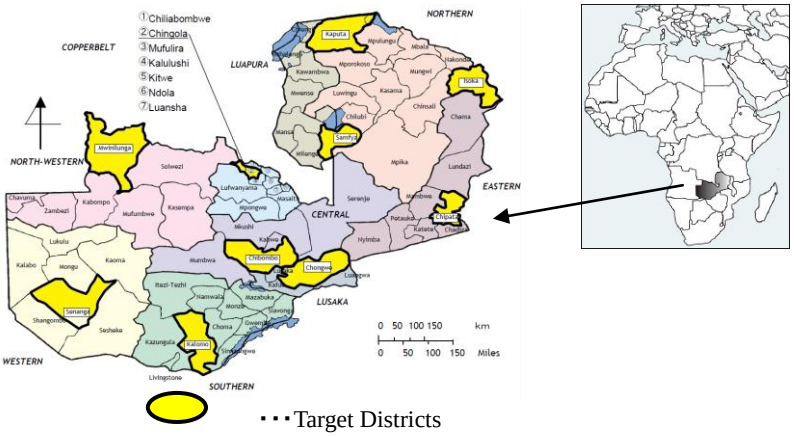
Quantitative Effects

Indicator(unit)	baseline value (year)	target value (2008)	actual value (2008):	actual value (2010):
% of under-five children and pregnant women in 10 districts who sleep under mosquito net/ITNs	N.A.	More than 80%	Target district: Not available National data(*) ・ Under-five children: 47.5% under mosquito nets / 41.1% under ITNs ・ Pregnant women: 50.3% under mosquito nets / 43.2% under ITNs	Target district: Not available National data (*) ・ Under-five children: 55.3% under mosquito nets / 49.9% under ITNs ・ Pregnant women: 52% under mosquito nets / 45.9% under ITNs

Data source: Malaria Indicator Surveys (MIS) 2008 and 2010

Note: * National level indicator is not an original effect indicator mentioned in Basic Design Study but a reference indicator as district-wise data were not available.

Long Lasting Insecticidal Mosquito Net (LLIN)



・・・Target Districts

4 Sustainability

This project has some problems in structural aspects for continuity of project effectiveness in that end user utilization could not be monitored in targeted districts as planned at ex-ante evaluation. This was due to the fact that existing health management information system (HMIS) have not captured health indicators from the community (beyond the health centers), despite that no problem was found in the institutional framework for distribution of ITNs/LLIN. Also, a problem has been observed in the financial aspect due to recent withholding of donor funding to the MOH following the 2009 Corruption scandal, which has resulted in unsustainable availability of ITNs for replacing old ones for end users. Therefore, sustainability of the project is fair.

III. Recommendations & Lessons Learned

Recommendations for Implementing agency:

There is need to ensure collection and monitoring of data on targeted project indicators for effectiveness.

Lessons learned for JICA:

Establishing project indicators that the executing agency can routinely monitor even after the completion of the project so that effects of the project can be monitored and evaluated.