

Internal Ex-Post Evaluation for Technical Cooperation Project

conducted by China Office October, 2013

Country Name	HIV/AIDS Control Project
People's Republic of China	

I. Project Outline

Background	<p>In Gansu Province in the western part of China, the number of people with HIV and AIDS was small. Since the province was economically poor, the comprehensive measures to prevent HIV/AIDS that were required to all provinces by the state government was not fully implemented. However, with a highly mobile population and an increasing number of sexually transmitted disease cases, there was a high potential risk of HIV/AIDS spreading in the future. Measures against HIV/AIDS for such high risk groups and in-hospital infection were insufficient, and therefore actions were urgently needed.</p>										
Objectives of the Project	<ol style="list-style-type: none"> Overall Goal: HIV/AIDS prevention measures which were carried out through the project in Gansu Province to be referred to by other provinces. Project Purpose: HIV/AIDS prevention measures to be improved in Gansu Province. Assumed steps for achieving the project goals¹: The project implements training programs and various HIV/AIDS prevention activities in the model sites to improve the preventive services in the areas. Then, it develops a model (through documentation) based on the experiences in the model areas for replication in the entire Gansu Province and thereby improvement of the services. Further, it aims to have the model referred by other provinces.^(Note) <p>(Note) Since the infection status and required preventive measures differ according to region, direct application of the Gansu model in other provinces is considered difficult. Rather, the project expects that other provinces would refer to the Gansu model in developing and implementing measures that are tailored to their situation.</p>										
Activities of the project	<ol style="list-style-type: none"> Project site: Prefecture-level cities of Lanzhou, Tianshui, Jiuquan and Baiyin in Gansu Province. 9 districts or counties in these cities were selected as the model sites, Gansu Province. Main activities: Training, development of volunteers, health education/ preventive intervention, promotion of counselling and HIV tests, collection and analysis of related data, sharing of experiences/ exchanges, etc. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Chinese Side</td> </tr> <tr> <td>1) Experts: 29 persons</td> <td>1) Staff allocated: 116 persons</td> </tr> <tr> <td>2) Trainees received: 37 persons</td> <td>2) Land and facilities: Project office, vehicles, etc.</td> </tr> <tr> <td>3) Equipment: Vehicles, etc.</td> <td>3) Local cost</td> </tr> </table> 			Japanese Side	Chinese Side	1) Experts: 29 persons	1) Staff allocated: 116 persons	2) Trainees received: 37 persons	2) Land and facilities: Project office, vehicles, etc.	3) Equipment: Vehicles, etc.	3) Local cost
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Project Period	June 2006 to June 2009	Project Cost	486 million yen								
Implementing Agency	Ministry of Health, Gansu Provincial Health Department and Provincial Center for Disease Control and Prevention (CDC), Health Department and CDC of prefecture and district/county level										
Cooperation Agency in Japan	None										
Related Projects (if any)	Other donors' cooperation: HIV/AIDS prevention funded by the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM)										

II. Result of the Evaluation²

1 Relevance

This project was highly relevant with China's development policy "HIV/AIDS prevention", a priority issue in the Medium-long Term Plan on Prevention and Control of HIV/AIDS (1998-2010), the Action Plan on HIV/AIDS Prevention and Containment (2001-2005), the Outline of the 11th Five-year Plan for Health Sector Development (2007), the AIDS Prevention and Control Regulations (2006), and the Gansu Containment and HIV/AIDS Action Plan (2006-2010), development needs "prevention of HIV/AIDS among high risk groups in Gansu Province" (and "prevention of spreading to the general public" at the time of this ex-post evaluation), as well as Japan's ODA policy "infectious disease control" set in the China Economic Cooperation Plan (2001), at the time of both ex-ante evaluation and project completion. Therefore, relevance of this project is high.

2 Effectiveness/Impact

This project implemented training programs and CDC-based activities such as development of volunteers and peer educators among the high risk groups³, health education through various events for the target group, and promotion and provision of preventive intervention activities by human resources developed by the project and the Voluntary Counseling and Testing (VCT) services in the model sites. As a result, the project purpose "improvement of HIV/AIDS prevention measures in Gansu" was achieved. The number of VCT recipients and the number of HIV positive cases found through VCT have been increasing every year since before project completion, indicating the continuous progress of identification of potential patients.

¹ Reviewed at the time of the ex-post evaluation.

² It was a constraint to evaluation that on-site surveys were not conducted in the areas other than the model sites. Therefore, information was solely based on what was provided by the implementing agency. Nevertheless, the implementing agency was conducting periodic surveys and monitoring, including those for beneficiaries, in the entire province, and this evaluation utilized the results of those surveys.

³ The high risk groups include males who have sex with males and female workers in sex industry. The next priority groups include mobile population and long distance truck drivers.

The increase is particularly remarkable in Lanzhou and Tianshui, where both total population and high risk population are greater than other cities. Before this project, CDCs had been passive in providing HIV-related services, namely, waiting for people to come for tests. The project introduced more active approaches, and strengthened the "Five-Entry" activities, promotion in five places - villages, schools, communities, home, and "key areas", which are considered to have increased VCT recipients. The experiences of the project were compiled in several documents: the Collection of Documents on Experiences from the Project (Revised) and the Collection of Research Papers from the Project were completed by the end of the project, and after project completion, a book on health education methods was published⁴. These documents are still utilized in human resource development. With respect to policy recommendations that the project intended to propose besides such documentation, a draft regulation on HIV/AIDS prevention in Gansu Province was submitted to the provincial government. Although it was not adopted for the reason that Gansu Province was a low HIV prevalence area, a provincial action plan related to HIV/AIDS was adopted, and a regulation on the mobile VCT vehicle provided by the project was enacted. In addition, participatory monitoring is still conducted periodically in and outside the project sites.

As to the overall goal, first, regarding the replication of the project outputs in the entire Gansu Province, activities such as health education using Information, Education and Communication (IEC), participatory monitoring and VCT services that started in the model sites were spreading to non-model sites in the four project cities even during the project implementation period. After project completion, the activities have become carried out basically in the entire province and cities. The number of VCT recipients and participants in preventive intervention activities has increased with the improvement of quality of those activities. Also, positive impacts on control of other diseases have been observed: the implementing agency applied the management method (PCM: Project Cycle Management) transferred by the project to other services than those related to this project, which increased the accuracy of qualitative and quantitative management of reporting of infectious diseases. Second, as to the reference of these practices by other provinces, the outcomes of this project have been disseminated to state government organizations (NHFP: National Health and Family Planning Commission, China CDC, etc.) and shared with other provinces through the Conference on International Cooperation Programmes on HIV/AIDS in China, training sessions organized by other JICA projects and other opportunities such as study tours, networking events and newsletters. However, as Gansu Province has rather put its priority on extending the good practices within the province, efforts toward other provinces have been limited so far. Consequently, no cases of reference and application of the "Gansu model" by other provinces have been observed yet.

In sum, this project has significantly brought and extended good results in Gansu Province, while positive impacts on other provinces, i.e. achievement of part of the overall goal, have not been observed yet. Therefore, its effectiveness/impact is fair.

Achievement of project purpose and overall goal

Aim	Indicators	Results
(Project Purpose) Improvement of HIV/AIDS prevention measures in Gansu Province	Increase in the number of HIV antibody tests in the project sites (identification of potential patients)	(Project Completion) Number of VCT recipients increased. (Ex-post Evaluation) It once decreased with the completion of the project, but again increased (see the graphs below).
	Reports on HIV/AIDS preventive measures (development of the model)	(Project Completion) Completed. (Ex-post Evaluation) Still utilized. A book was published.
	Reflection of recommendations from the project in HIV/AIDS preventive measures	(Project Completion) The project submitted the "Gansu Province Regulation on HIV/AIDS Prevention and Control (Tentative Title) (Draft)" to the provincial Department of Health. (Ex-post Evaluation) The draft regulation was not adopted, but a provincial action plan on HIV/AIDS was adopted. Also, the "Gansu Provincial CDC Regulation on Management of the Mobile VCT Vehicle" was enacted.
	Increase in frequency and number of participatory monitoring conducted by the provincial CDC for cities and districts/ counties	(Project Completion) Conducted periodically (2-4 times/quarter) (Ex-post Evaluation) Conducted more than biannually in the entire province (monitoring for non-project cities and districts/ counties was started after project completion).
(Overall goal) Reference of the measures in Gansu by other provinces	Number of cases where the approaches introduced through the project were referred by other provinces	(Ex-post Evaluation) No cases have been observed. Conferences and existing events organized by the state have served as opportunities of dissemination of "the model" to outside the province. However, Gansu Province gives a higher priority to dissemination in the province; thus efforts toward other provinces have been limited.

Sources: Terminal Evaluation Report (2009), Reports by Japanese Experts (2009) and questionnaire and interview responses by the implementing agency (2013).

3 Efficiency

While the inputs were mostly appropriate for producing the outputs of the project and the project period was within the plan (ratio against the plan: 100%), the project cost was higher than the plan (ratio against the plan: 135%) because, in the process of developing a model out of the experiences from the project, additional inputs for activities in the project sites were implemented. Therefore, efficiency of the project is fair.

4 Sustainability

In the policy aspect, this project is still given importance in China and Gansu Province, for the AIDS Prevention and Control Regulations, the 12th Five Year Action Plan of China HIV/AIDS Control, Prevention and Treatment, and the 12th Five Year Action Plan of Gansu HIV/AIDS Control, Prevention and Treatment aim to strengthen and expand preventive and control

⁴ *Management and Practice of Health Education Projects: How to Deploy IEC Effectively*. Lanzhou University Press, October 2010.

measures. In the institutional aspect of the implementing agency, while the volume of work has been increasing with establishment of more HIV testing laboratories and VCT centers, the number of staff and the organizational setting has not much changed. However, the current setting is considered as sufficient since effectiveness and efficiency of the services have been enhanced by application of the PCM method, and coordination with related organizations has been maintained and reinforced mainly through the Provincial Committee on Prevention and Control of HIV/AIDS (with representatives from the Department of Health and other related government organizations). Also, the technical aspect is considered to be sufficient with staff who acquired the skills and know how from the project continuously working on human resource development and on-site instruction. The financial aspect found no problem either based on an increasing tendency of the overall HIV/AIDS budget (consisting of subsidies from the state and provincial governments), more active application for projects to GFATM, and efforts to mobilize resources in other sectors. Therefore, sustainability of effectiveness of this project is high.

5 Summary of the Evaluation

This project has achieved the project purpose of improving HIV/AIDS prevention in Gansu Province: approaches such as health education using IEC and VCT services were established in the project sites including Lanzhou and Tianshui, the cities with big population. As a result, potential patients were identified through increasing numbers of VCT recipients and HIV positive cases. For the overall goal, the approaches were extended to the entire province: preventive measures are regularly practiced, and the above-mentioned indicators show improvements at the provincial level as well. However, as a priority was given to measures within the province, efforts toward other provinces (mostly low prevalence areas) was limited. Efficiency of the Project was moderate as the project cost exceeded the plan. No problems were found in Sustainability and Relevance. In the light of above, this project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

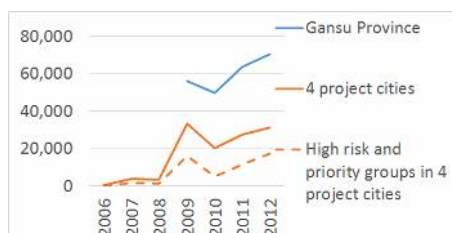
Recommendations for Implementing agency:

1. The increasing participants in the intervention activities, VCT recipients, and HIV positive cases found through VCT even after project completion show the progress of identification of potential patients. Although medium and long-term and comprehensive efforts are needed for having full outcomes of preventive measures, scientific verification of effectiveness of the preventive measures taken so far should be promoted, particularly focusing on verification of higher level outcomes such as an increase in early identification rates through preventive activities and control of newly infected patients.

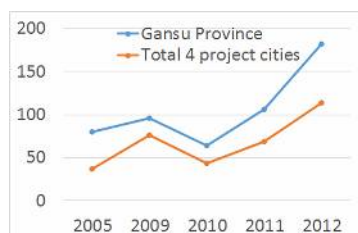
2. The major project outcomes (constituents of the model), namely, health education methods (IEC), participatory monitoring, VCT services and the PCM, could be applied not only to HIV/AIDS prevention in low prevalence areas but to high prevalence areas as well as control of other diseases. As the involvement of the state level organizations (NHFP, China CDC, etc.) is important for sharing the Gansu's experiences and knowledge with other province, evidence collected in Gansu should be accumulated and presented, and exchanges among provinces should be further activated by national level.

Lessons learned for JICA

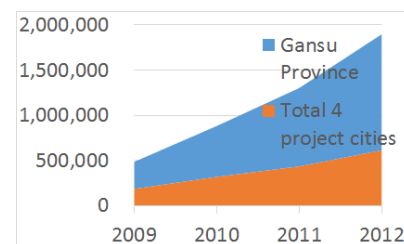
The PCM introduced to this project was found to have significantly contributed not only to effective and efficient project activities but also to the high sustainability and large positive impacts. Although intensive and repeated training and accumulation of rich experiences should be necessary to develop human resources with a good command of the PCM in projects, it is an effective method when handling themes, such as HIV/AIDS prevention, for which actions to be taken and how to measure effects are clear.



Number of VCT recipients
(Source: Implementing agency)



Number of newly found HIV positive cases reported
(Source: Implementing agency)



Accumulated number of people who received health education/preventive intervention 2009-2012 (Source: Implementing agency)



Enlightenment event on AIDS at school



Using the mobile VCT vehicle for health education class for people



Preventive education for mobile population