

Internal Ex-Post Evaluation for Technical Cooperation Project

conducted by China Office/ February, 2014

Country Name	The Village-based Integrated Poverty Alleviation Model Project in Daozhen County and Leishan County, Guizhou Province
People's Republic of China	

I. Project Outline

Background	<p>Guizhou Province, located in the south-western part of China, was one of poor provinces with the lowest GDP per capita. In 2002-2005, JICA implemented the Poverty Alleviation Model Project in Sandu County, Guizhou Province. The approach of that project, namely, integrated poverty alleviation consisting of activities in different fields such as improvement of living environment, family health care and ecological farming (agriculture using organic energy, etc.) with people's participation, was highly appreciated by the Chinese side. Accordingly, human resource development in such approach was progressing. However, in order to consolidate the experience and knowledge accumulated through the mentioned project at the implementing agency and to steadily extend the project outcomes to other areas of Guizhou, it was necessary to formulate model projects for poverty alleviation in typical areas of the province and to establish know-hows for extension.</p>				
Objectives of the Project	<ol style="list-style-type: none"> Overall Goal: The village-based integrated poverty alleviation model is practiced and extended in other areas of Guizhou Province. Project Purpose: A village-based integrated poverty alleviation model, consisting of family health care, strengthening of livelihood and establishment/capacity development of working organizations as main outputs, is established in Daozhen Qilao and Miao Autonomous County (hereafter "Daozhen County") and Leishan County, Guizhou Province. Assumed steps for achieving the project goals¹: This project implements sub-projects in the model villages in Daozhen County and Leishan County. As a result, living environment, livelihood and village-level organizational capacity are improved. A set of the approaches taken in such sub-projects are established as a model and disseminated. Consequently, the model is practiced in the whole area of the mentioned two provinces and further in other counties of Guizhou. 				
Activities of the project	<ol style="list-style-type: none"> Project site: 2 Townships (Dagan Township and Shangba Town) in Daozhen County under Zunyi City, and 1 township (Xijiang Township) in Leishan County under South-east Guizhou Miao and Tong Autonomous Prefecture, Guizhou Province, were selected as the "project townships". From them, a total of 6 villages (planned number; the actual number was 33 villages) were selected as the "key model villages", where sub-projects were implemented. Further, 26 "extension villages" were selected, where model dissemination activities were carried out. Main activities: (1) Family health care: training for health officers, development of Family Planning (FP) stations (health stations), assignment of village health personnel, infrastructure development (biogas tanks, toilets, hand-wash stations at elementary schools, animals sheds, potable water facilities, etc.), public relations (PR)/education, health care services (antenatal check-ups, school health check-ups, parasite examinations, etc.). (2) Livelihood improvement: training for farmers on farming and livestock techniques, introduction of revolving funds (training and provision of initial resources), infrastructure development (village roads). (3) Capacity development for working organizations: training for villagers' organizations, study tour, trainers' training, construction of community facilities (e.g. villagers' activity rooms). (4) Consolidation of the model: seminars, development and distribution of a manual and case studies, etc. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%; vertical-align: top;"> Japanese Side <ol style="list-style-type: none"> Experts: total 5 Japanese experts and many Chinese experts Trainees received: 35 persons Equipment: office equipment, equipment for PR/education, equipment for health check-ups, etc. Others: cost for infrastructure development, etc. </td> <td style="width: 50%; vertical-align: top;"> Chinese Side <ol style="list-style-type: none"> Staff allocated: 20 persons assigned on full-time basis and village-level health personnel Land and facilities: development of FP stations and facilities for PR, office facilities, use of meeting rooms, use of elementary school of each village, etc. Local cost: cost for infrastructure development, etc. </td> </tr> </table> 			Japanese Side <ol style="list-style-type: none"> Experts: total 5 Japanese experts and many Chinese experts Trainees received: 35 persons Equipment: office equipment, equipment for PR/education, equipment for health check-ups, etc. Others: cost for infrastructure development, etc. 	Chinese Side <ol style="list-style-type: none"> Staff allocated: 20 persons assigned on full-time basis and village-level health personnel Land and facilities: development of FP stations and facilities for PR, office facilities, use of meeting rooms, use of elementary school of each village, etc. Local cost: cost for infrastructure development, etc.
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Project Period	November 2005 to March 2010	Project Cost	283 million yen		
Implementing Agency	National Population & Family Planning Commission (NPFPC) Guizhou Province Population & Family Planning Commission (GPFPC)				
Cooperation Agency in Japan	Japanese Organization for International Cooperation in Family Planning (JOICFP)				
Related Projects (if any)	Japan's cooperation: the Poverty Alleviation Model Project in Sandu County, Guizhou Province (Technical Cooperation, 2002-2005); Guizhou Province Environment Improvement and Education				

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

II. Result of the Evaluation

1 Relevance

This project has been highly relevant with China's development policy, development needs as well as Japan's ODA policy at the time of both ex-ante evaluation and project completion in the following ways. First, the relevant policy objectives include "firmly maintaining development-type poverty reduction measures", "poverty reduction in Western China", "poverty reduction measures in the state-level key poverty alleviation counties (including the two target counties)" and "promotion of new rural construction" as set in the 10th Five-year Plan (2001-2005), the 11th Five-year Plan (2006-2010), the Great Western Development Strategy (2000-), the Outline for Development-oriented Poverty Reduction for China's Rural Areas (2001-2010), etc. Second, the relevant development needs include "poverty alleviation measures in two of the counties where poverty is extremely serious in Guizhou Province (according to economic data of 2010, Guizhou Province was in the 26th place in GDP among the 31 provinces, autonomous regions and municipalities of China. Guizhou is categorized as a poverty province, with 50 state-level poverty counties including Daozhen County and Leishan County)" and "development of a model of integrated poverty alleviation approach with people's participation". Third, the project is consistent with the China Economic Cooperation Plan (2001) of Japan in terms of its assistance policy in poverty alleviation. Therefore, relevance of this project is high.

2 Effectiveness/Impact

This project achieved its project purpose "establishment of a village-based integrated poverty alleviation model in Daozhen County and Leishan County". The total number of villages where sub-projects (health check-ups, awareness-raising/PR, infrastructure development, provision of goods, etc.) were implemented was 59 villages in 3 townships at the time of project completion and 146 villages in 18 townships at the time of ex-post evaluation.

The project sorted out the characteristics of the village-based integrated poverty alleviation model into the following two pillars: (1) "integrated poverty alleviation approach" that deals with family health care, a common and familiar need of people, as an entry point; and (2) "location-based implementation system" in which the family planning sector (the counterpart of this project) and related sectors such as agriculture, livestock, health, etc. work together. Based on this, the project compiled the experiences from the sub-projects into a manual and case studies, and disseminated them. According to the implementing agencies, it has been continuing its activity referring to the manual and case studies, with adjustments along with China's new rural construction needs and specific situations of each township, and while encouraging opinions and participation of residents. For example, in the field of family health care, the attendance rates at gynecological and elementary school check-ups increased as a result of sub-projects such as awareness-raising/PR and construction of hand-wash stations. The parasitization rate at elementary school children decreased from 54-74% before the project to 21-38% at the time of terminal evaluation, and further to 12-15% at the time of ex-post evaluation, which was lower than the provincial average. In the field of livelihood improvement, county Bureaus of Population and Family Planning implemented sub-projects such as farmers training and one village one product (OVOP) in coordination with Bureaus of Agriculture and Bureaus of Livestock Products, and improved farmers' farming and livestock skills. Revolving funds that were introduced with those sub-projects have been operated well, too, with high collection rate at more than 90% during the project implementation period and 100% at the time of ex-post evaluation. In Daozhen County, additional 1 million yuan fund was injected from the county budget. In both counties, it is reported that the infrastructures developed under this project have been used to date, and all of them plus the ones constructed after project completion (e.g. FP stations) have been maintained with funds from county or township governments. Villagers' organizations that the project established for such purposes as maintenance of infrastructures and implementation of OVOP are still active, and new organizations were also formed on the initiative of the county Bureaus of Population and Family Planning.

The overall goal was twofold: (1) extension of the model to other areas than the two target counties; and (2) increase in people's income in the areas including the two target counties. For (1), it was confirmed that the outcomes of the project have been disseminated to, and practiced in Guizhou Province as well as other provinces: in 2010 and 2011, the outcomes of the project were presented, and the reprinted copies of the manual and case studies were distributed, to district or county administrative officers and practitioners in Guizhou Province (other counties than the target counties), Sichuan Province, Gansu Province and Yunnan Province. Also, NPFPC (currently NHFPC: National Health and Family Planning Commission) expressed its intention to utilize the model developed through this project in its promotion of family health care under the "New Rural and New Family" Project² being implemented mainly in Mid-western China. Furthermore, according to an interview with the NHFPC, the model established under this project was used in implementation of the Good Service Project (aiming to improve administrative services in the field of family health care) and the Villagers Autonomy and Mutual Trust Project (aiming to enhance communication between the government and residents) in Weining County, Qianxi County, Huangping County, Sansui County and Wuchuan County under Zunyi City, Guizhou Province, particularly in studies before project implementation, villagers' meetings to hear people's opinions and incorporating such opinions in the contents of the projects.

As for (2), it was observed that annual average income in the project townships increased by around 300% during the period between 2005 and 2012. In Leishan County, for example, a certain role of the outcomes of this project in the income increase was confirmed in such cases as embroidery products, which was introduced under the project and have already been in the

² The "New Rural and New Family" Project is being implemented by NHFPC in Mid-western China, particularly rural areas. "New Rural" represents building a beautiful rural area with well-developed infrastructures, and "New Family" represents people building a physically and mentally healthy family under varieties of social security services (e.g. family health care services).

marketplace, and tea leaf processing in Huangli Village (one of the key model villages), which has grown to the village's main industry. Although it cannot be concluded that the income increase in the project townships is fully and directly related to this project, there observed individual cases where the project activities have led to the increased income.

In this way, it was confirmed that the project effect emerged and has sustained in the two target counties, and that the methods introduced under this project and the effect of applying such methods have been extended to other areas of Mid-western China such as non-target counties in Guizhou Province as well as Sichuan Province, Gansu Province and Yunnan Province. Therefore, effectiveness/ impact of the project is high.

Achievement of project purpose and overall goal

Aim	Indicators	Results
(Project Purpose) A village-based integrated poverty alleviation model, consisting of family health care, strengthening of livelihood and establishment/capacity development of working organizations as main outputs, is established in Daozhen County and Leishan County, Guizhou Province.	Increase in the number or ratio of sub-projects implemented in coordination with relevant government sections.	(Project completion) No clear description. (Ex-post evaluation) The effect was measured using the number of villages that applied the model (the indicator shown below), for it was not clear how to count the activities carried out in villages as a sub-project, and thus it was difficult to note certain numbers.
	Increase in the number of villages in the two target counties that applied the model.	(Project completion) Total 59 villages. Sub-projects were implemented first in 33 villages (key model villages), and then in additional 23 villages (extension villages) in the 3 project townships. (Ex-post evaluation) 83 villages (14 townships) in Daozhen County and 4 villages (1 village selected from every township).
(Overall Goal) The village-based integrated poverty alleviation model is practiced and extended in other areas of Guizhou Province.	Increase in the numbers of counties and villages that applied the model.	(Ex-post evaluation) The participatory approach was applied in implementing the Good Service Project (in the field of family health care) and the Villagers Autonomy and Mutual Trust Project in Weining County, Qianxi County, Huangping County, Sansui County and Wuchuan County under Zunyi City, Guizhou Province, and people became more active. In addition to the mentioned 5 counties, the model established through this project has been disseminated, through seminars and distribution of the manual, to administrative officers in Mid-western China such as Guizhou, Sichuan and Yunnan Provinces. It is considered that the number of counties and villages applying the model may have been increased and presumably be increasing in the future.
	Increase in income per capita in villages where the model was practiced/ extended.	(Ex-post evaluation) Increased by 285% to more than 400% during the period from 2005 to 2012 in the project townships. - Daozhen County: from 1,860 yuan to 7,334 yuan in Dagan Township and from 1,416 yuan to 5,676 yuan in Shangba Town. - Leishan County: from 1,600 yuan to 4,560 yuan in Xijiang Township.

Sources: Project Completion Report and responses to the questionnaire from the implementing agency.

3 Efficiency

While the inputs were mostly appropriate for producing the outputs of the project, the project period was longer than the plan (ratio against the plan: 129%) due to the extension of the cooperation period to respond to the need to continue assistance in villagers' organization activities, utilization of the manual and dissemination of the model. Accordingly, the project cost was significantly higher than the plan (ratio against the plan: more than 150%) due to the additional input during the extension period. Therefore, efficiency of the project is low.

4 Sustainability

In the policy aspect, sufficient back-ups are established such as the 12th Five-year Plan (2011-2015) aiming to enhance quality of FP services and promote family health care. Also, efforts to extend the project outcomes are underway such as through seminars to disseminate outcomes of China-Japan cooperation projects (2011 and 2012). Institutionally, the organizational structure of the implementing agencies is suitable for practicing integrated approaches with coordinated involvement of relevant government sections: it is arranged that the population and family planning section and the office of new rural construction (secretariat for the new rural construction programs of the Chinese side) are managed in an integrated manner. No problem is seen in the two target counties since the local governments place importance on family planning and family health care and allocate professional human resources to FP stations that were additionally constructed. In the technical aspect, administrative sections at county, township and village levels have maintained the outcomes of the project in such ways as provision of regular training courses with human resources developed under this project as instructors. In the financial aspect, no problem is seen, either, for the infrastructures developed as sub-projects are of small scale requiring small expense for maintenance, and necessary budget is allocated. Besides operation and maintenance, additional investment has been made to the further development of the infrastructure such as construction works funded by a local government to connect the inter-village road (built as a sub-project) and the main road of the area. Furthermore, the budget has been increasing to a certain extent following a merger of NHFPC to the Ministry of Health in 2013. In the two target counties as well, there is an increasing trend in budget allocation from the county governments to townships for human resources in the field of family planning and family health care and operation and maintenance of related facilities and equipment.

From above, the project has no problem in the policy background and the institutional, technical and financial aspect of the implementing agencies; therefore, sustainability of effects of the project is high.

5 Summary of the Evaluation

For the project purpose "establishment of a village-based integrated poverty alleviation model in Daozhen County and

Leishan County”, this project implemented sub-projects in the fields of family health care and livelihood improvement under the cooperation between the population and family planning sections and relevant organizations, and such experiences were compiled to a manual and other documents, which have been continuously practiced/ extended to other townships after project completion. For the overall goal, the model was incorporated into programs of the implementing agencies, and is used in Mid-western China including other areas of Guizhou Province than the target counties as well as other provinces such as Sichuan and Yunnan. As for sustainability, no problem was found and there observed positive aspects such as the continuing policy back-ups, development of the organizational structure of the implementing agencies, continuation of training and increase in budget. For efficiency, both project cost and project period exceeded the plan. In the light of above, this project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing agency:

Efforts to extend the project outcomes are underway such as through seminars to disseminate outcomes of China-Japan cooperation projects in 2011 and 2012. Also, the budget has been increasing to a certain extent following a merger of NHFPC to the Ministry of Health in 2013. Under such circumstances, securing a larger budget and further continuing efforts to disseminate the project outcomes are recommended.

Lessons learned for JICA:

In making an action plan for participatory development in China, it should be noted that a certain period of time is necessary to obtain understanding and recognition of the participatory approach to be introduced. Therefore, when introducing similar participatory development methods in other countries where the government organizations designated as the counterpart agencies do not have much experience and knowledge of participatory approaches, it is desirable to select the target location where administrative officers can communicate well with target beneficiaries. In addition, the project period and input schedule should be carefully planned with a consideration that the key factor for smooth implementation of the project activities in the later stage is whether it is possible for the counterpart agencies to deepen the recognition and establish the participatory method in the early stages of the project.



Vegetables cultivation greenhouse constructed by revolving funds



Hand-wash stations constructed by sub-projects