Internal Ex-Post Evaluation for Grant Aid Project

conducted by Balkan Office (May 2014)

Country Name	The Project for Improvement of Medical Equipment for Primary Health Care Services (Phase II)
Former Yugoslav Republic of Macedonia	

I. Project Outline

Project Cost	E/N Grant Limit: 810 million yen		Contract Amount: 545 million yen
E/N Date	June 2006		
Completion Date	February 2008		
Implementing Agency	Ministry of Health		
Related Studies	Basic Design Study: July 2005 to January 2006		
Contracted Agencies	Consultant	International Techno Center Co., Ltd.	
	Contractor	-	
	Supplier	Sojitz Corporation (Package 1), Sirius Corporation (Package 2).	
Related Projects (if any)	Japan's cooperation • The Project for Improvement of Medical Equipment for Primary Health Care Services (2000-2002) Other donors' cooperation • World Bank Health Sector Management Program		
Background	From the 1970s to 2000s, the structure of causes of death among the people of Macedonia had changed greatly, and the latest issues in public healthcare included prevention and early detection and treatment of heart disease, cancer, and other lifestyle-related diseases; management of chronic illnesses; and appropriate treatment and management of general illnesses, particularly among children and the elderly. In these areas, efforts were needed to reduce the national burdens imposed by diseases. However, since independence, unstable economic conditions in Macedonia had made the share of the national budget for health care inadequate, and there had been virtually no improvement in medical facilities and equipment. It had been particularly difficult for the Health Centers (HCs), primary healthcare providers, to secure a new budget for facilities improvement other than operating costs, and it had not been possible to replace the existing equipment. To address these conditions, the Government of Macedonia requested the Government of Japan to provide grant aid for health sector in 1998 in order to equip 34 HCs. As a result, "The Project for Improvement of Medical Equipment for Primary Health Care Services" was implemented for 16 HCs in 2001. Thereafter, in October 2002, the Government of Macedonia drafted the aforementioned project (Phase 2) in order to equip the remaining HCs left out of Phase 1, and requested the Government of Japan for grant aid.		
Project Objectives	Outcome To improve the health service in primary health care institutions by providing the medical equipment in the Capital city of Skopje as well as in 16 other cities.		
	Output (s) Japanese side The following medical equipment was procured for 17 HCs. • Equipment (Radiographic X-ray equipment, Fluoroscopy, Spectrophotometer, Hemocytometer, Microscope, etc.) needed for general diagnosis (Radiographic/ Laboratory examination) • Equipment (Dentistry unit, Dentistry X-ray System, Aspirator, Ultrasonic Nebulizer, etc.) needed for childhood illness (Respiratory organs/ childhood dentist) • Equipment (Electrocardiograph, Ultrasonic Nebulizer, Mammography, etc.) needed for basic diagnosis of adult illness (Heart disease/Breast cancer) • The vehicle needed for emergency service (Emergency/ Traffic Accident) • Equipment needed for enhancing the sterilization functions (Sterilization) Macedonian Side • Removal of existing equipment • Protective construction for X-ray in Radiology		

II. Result of the Evaluation

Summary of the Evaluation
Health Centers (HCs) played an important role for early detection and treatment of circulatory system diseases, cancer, and chronic diseases, which were the latest health issues in Macedonia. However, due to the unstable economic conditions in Macedonia, it had been particularly difficult for the HCs to secure a new budget for facilities improvement other than operating costs, and it had not been possible to replace the existing equipment. This project has achieved its objectives at a limited level, partly because of the Health System Reform in Macedonia which was implemented in January 2007. The project allowed more accurate diagnosis and receipt of treatment, however, the project has not achieved the expected increase of services since the number of patients has decreased due to the Health System Reform in Macedonia, by which some parts of primary healthcare services have been transferred from HCs to

private sector. As for sustainability, no problem has been observed in the technical and financial aspects. With regard to technical aspect, the know-how on equipment operation and daily examination were gained in training during the procurement process and manuals have been effectively utilized by HCs. On the other hand, the project has some problems in the institutional aspects and in the current status of operation and maintenance. While clear procedure has been established in each HC to respond to the malfunction of the equipment, there is no established plan of daily examination and maintenance. Some equipment items are broken down. For the current status of operation and maintenance, the decrease of the medical staff was observed in the course of Reform following on the change of HC's services, but the number of maintenance staff of the medical equipment has not significantly changed from the time of ex-ante evaluation.

For relevance, the project is partially inconsistent with Macedonia's development needs at the time of ex-post evaluation. For efficiency, the project period exceeded the plan.

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

1 Relevance

This project has been relevant with Macedonia's development policy (Renewal of health facilities and equipment is deemed an urgent issue as set in Public Investment Plan 2005-2007 and Public Investment Programme 2009-2011) and Japan's ODA policy (to provide assistance for equipment and facilities for the health sector) at the time of both ex-ante evaluation and ex-post evaluation. It is partially irrelevant with development needs (improvement of medical equipment for HCs as primary healthcare facilities) at the time of ex-post evaluation. The reason is that some parts of primary healthcare were privatized in a course of the Health System Reform implemented in January 2007 and HCs do not basically provide those services at the time of ex-post evaluation.

Therefore, its relevance is fair.

2 Effectiveness/Impact

This project has achieved its objectives at a limited level. The project allowed more accurate diagnosis and receipt of treatment at each targeted HC in each region and therefore the quality of healthcare services were improved to some extent. However, the project has not achieved the expected quantity of services since the number of total patients treated in HCs has decreased in general, due to the Health System Reform and privatization of several primary healthcare services as mentioned above. Currently, the HCs still carry out some of examinations in their facilities in the areas of preventive healthcare, emergency assistance and home treatment for primary healthcare, and specialist – consultation examination at secondary level (those who are referred from the private primary healthcare physicians to the HCs), therefore the equipment procured by the project is still in use.

As for impact, since detailed information was not obtained and due to the privatization of primary health care services in Macedonia, it is very difficult to judge how the project contributed to the improvement of the referral system. As for impact on natural environment, 7 HCs still do not discharge X-ray liquid properly but medical waste collection and construction for radioactive exposure from x-ray has been done properly.

Since the Health System Reform and privatization became effective at the relatively early stage of the project implementation (January 2007), each HC shifted to the preventive service and was required to meet different health service needs at the time of ex-ante evaluation.

Therefore its effectiveness/impact is low.

Quantitative Effects

	2005 Actual Value (BD)	2007 Planned Value (Target Year)	2007 Actual Value (Target Year)	2011 Actual Value (the latest full fiscal year)	2012 Actual Value (January - June)(Year of Ex-post Evaluation)
Indicator 1: General X-ray Photography	182,608	Increase	131,357	144,628	51,124
Indicator 2: OB/GYN department ultrasonic wave diagnosis	361,698	Increase	6,499	6,136	2,754
Indicator 3: Abdominal ultrasonic wave diagnosis	29,767	Increase	16,434	21,381	8,905
Indicator 4: Electrocardiography	112,132	Increase	70,811	81,854	26,005
Indicator 5: Blood test	1,873,702	Increase	1,042,633	1,279,863	903,840
Indicator 6: Patients that visited HCs	2,317,488	N/A	620,048	726,984	264,253

Source : Questionnaire was sent and collected at the time of ex-post evaluation. The data above is about the public part of the Target 17 HCs (services delivered by the privatized sections of the target HCs are not included.).

3 Efficiency
Although the project cost was within the plan (ratio against the plan: 67%), the project period exceeded the plan (ratio against the plan 150%) because signing the contract with the contractor took 11 months, not 4 months as planned due to belated approval by the Macedonian side. Outputs were produced as planned. Therefore, efficiency of this project is fair.
4 Sustainability
The equipment provided by the project is maintained by HCs. The project has some problems in the institutional aspects and in the current status of operation and maintenance. As mentioned above, due to the Health Sector Reform, the institutional structure of the HCs has been changed to meet the shift of its function (provide the preventive services), which was not considered at the time of ex-ante evaluation. The decrease of the medical staff was observed in the course of Reform following on the change of HC's services, but the number of maintenance staff of the medical equipment has not significantly changed from the time of ex-ante evaluation. On the current status of maintenance, there is no established plan of daily examination and maintenance. Although 10 HCs have no problem on the conditions of equipment, there are breakdown of some equipment items in the rest of HCs. However no problem has been observed in the technical and financial aspects. With regard to technical aspect, the know-how on equipment operation and daily examination were gained in training during the procurement process and manuals have been effectively utilized by HCs. In case of malfunction of the equipment, clear procedure has been established in each HC. In general, HCs have no problem in the financial aspect since most of the HCs have a revenue surplus, and the budget for maintenance expenses has been secured by almost all HCs. In light of the above, sustainability of this project is fair.

III. Recommendations & Lessons Learned

Recommendations for implementing agency: Recommendation to the HCs is to establish the plan for periodical operation and maintenance of the equipment as well as to apply the maintenance management training system. **Lessons Learned to JICA** Training during the procurement process and manuals is highly effective to maintain the procured equipment properly.

General X-ray apparatus

Ultrasound apparatus