

Chad: Family Planning / HIV Prevention I to III

Ex-post Evaluation Report

OECD sector	1.) 13030/Family planning 2.) 13040/STD control including HIV/AIDS 3.) 13040/STD control including HIV/AIDS	
BMZ project ID	1.) 1994 664 75 2.) 1996 661 65 3.) 2000 65 250	
Project executing agency	Association Tchadienne de Bien-Etre Familial, Association pour le Marketing Social au Tchad	
Consultant	1.) PSI 2.) GFA Medica 3.) GFA Medica	
Year of ex post evaluation	2008	
	Project appraisal (planned)	Ex post evaluation (actual)
Start of implementation	1.) Q4 1995 2.) Q4 1998 3.) Q4 2001	1.) Q4 1995 2.) Q2 1999 3.) Q4 2001
Period of implementation	1.) 48 months 2.) 24 months 3.) 38 months	1.) 42 months 2.) 29 months 3.) 47 months
Investment costs	1.) EUR 3.58 million 2.) EUR 2.66 million 3.) EUR 3.93 million	1.) EUR 3.63 million 2.) EUR 2.66 million 3.) EUR 4.29 million
Counterpart contribution	1.) -- 2.) EUR 0.1 million 3.) EUR 0.1 million	1.) EUR 0.05 million 2.) EUR 0.1 million 3.) EUR 0.21 million
Financing, of which FC funds	1.) EUR 3.58 million 2.) EUR 2.56 million 3.) EUR 3.83 million	1.) EUR 3.58 million 2.) EUR 2.56 million 3.) EUR 4.07 million
Other institutions/donors involved	-	-
Performance rating	4	
• Relevance	2	
• Effectiveness	4	
• Efficiency	5	

• Overarching developmental impact	4
• Sustainability	4

Brief description, overall objective and programme objectives with indicators

Phases I to III of the programme for the social marketing of condoms in Chad were implemented between October 1995 and September 2005. The overall objective of phases I to III was to help reduce both the birth rate and the HIV infection rate of the target group (i.e. the sexually active population and special risk groups); for phase III, the overall objective was modified to focus on curtailing the rise in HIV infection rates and other sexually transmitted diseases (STD) and providing assistance in avoiding unwanted pregnancies. The programme objective was to improve the supply of condoms (specified as affordable high-quality condoms for phase III) to the population by means of a sustainable private distribution system.

The programme appraisal reports did not define any indicators for the overall objectives of phases I to III. According to the current requirements placed on comparable FC projects, the following indicators, amongst others, would be appropriate to measure the achievement of the overall objectives: a decrease in the birth rate and a reduction in the prevalence of HIV. The programme objective of phases I and II was to improve the supply of condoms to the Chadian population. In order to achieve that, the additional objective of setting up efficient programme operations was introduced in phase III. The number of condoms sold under the programme was defined as an indicator to measure the achievement of the programme objectives in all three phases. An additional programme objective indicator for phase III was to check whether, by the third year of implementation, at least 5% of the implementation costs were covered from sales revenues.

Programme design

As part of a loosely integrated national programme, the programme covered the areas of condom distribution, IEC measures and building sustainable structures for such activities. Specific measures included procuring condoms and equipment, securing sales channels for condoms through private wholesalers and retailers, introducing IEC measures to promote the use of condoms, setting up a central warehouse facility and training NGO staff. In order to distribute the condoms, a number of sales channels were developed and simultaneously operated, including a stationary subsystem, mobile units and sales activities through local NGOs.

IEC measures included mass advertising, e.g. radio spots on local stations and billboards, and the full range of sector-specific direct advertising measures, some of which also covered neighbouring countries in order to save costs. More specifically, the programme also addressed potential multipliers (such as ministers and priests, health care workers, NGO staff etc.). The efforts made by the programme to establish sustainable and viable implementation structures led to the legal recognition of the Social Marketing Agency AMASOT as a non-profit organisation in 2008.

Key results of the impact analysis and performance rating

The IEC measures implemented by AMASOT clearly produced positive results. Between 1996 and 2004, the share of the target group with basic knowledge about AIDS increased from 66% to 80% among women and from 88% to 90% among men. The share of women and men with more specific knowledge about the transmission of the disease and protection against it was only 7% and 21% respectively in 2004, with no comparable figures for 1996. Condom use for risky intercourse rose from 2.3% to 13.8% among women and from 7.5% to 30.6% among men.

There was no evidence of a declining birth rate, but this can hardly be expected given the very low number of people using modern contraceptives, which increased only from 1% in 1996 to 2% in 2004. According to HDR data and national statistics, the prevalence of HIV/AIDS did not improve over the ten-year life of the programme. As far as high risk areas are concerned, health care workers reported that the rate is still low in the crisis areas of the east (which have a large Muslim population), but they noted a worrying rise in the oil-producing area of the south. As other players were present in the east, the programme kept a low profile there, focusing AMASOT activities on the south. As regards MDG 4 (reduce child mortality) and MDG 5 (improve maternal health), the indicators deteriorated due to the unfavourable conditions in Chad; although the programme produced some positive results, the quantitative impact was rather low. As a consequence and despite some positive effects on sub-target groups, the overall indicators for MDG 6 (combat HIV/AIDS) declined as well, contrary to the trend in other SSA countries.

As condom supplies were subsidised, the programme obviously provided direct assistance to poor people (SUA), though the effect was not satisfactory in terms of the Chapman index. There was no impact regarding the criteria of aid to the environment, participatory development and good governance (policy markers U 0 and PD/GG 0). Gender equality (G1) was targeted by achieving above-average improvements in the knowledge level and use of protective means among women and by reducing the HIV infection rate. This reduces the burden on women who, in most cases, are the ones who look after the sick.

We have arrived at the following conclusions regarding the programme's developmental effectiveness:

Relevance (sub-rating 2): The objective of the programme corresponds to a need that is – at least partially – perceived by the target group, and to the programme concepts of the Chadian government. However, due to the ongoing crisis and conflicts and the need to accommodate Islamic opinion leaders, such concepts are not implemented effectively. The objectives also correspond to those pursued by the German government and the donor community. Efforts were made to coordinate the activities with other donors, but the impact was low due to shortcomings in the field of Chadian sector policies and donor coordination.

Effectiveness (sub-rating 4): AMASOT's activities helped improve the supply of condoms to the Chadian population. During the three programme phases under evaluation, approximately 33 million condoms were sold, including an estimated 6 to 8 million in neighbouring countries. The actual monthly sales figures fell short of the planned figures by 22% on average, and the programme had to be extended to 24 months to compensate for this. Moreover, it was not possible to improve the quality of operations and to cover at least 5% of the implementation costs (in the third phase) from sales revenues.

Efficiency (sub-rating 5): Due to a crash of the computer-based accounting system and the lack of conventional records, it was not possible to conduct a numerical analysis of AMASOT's operations and particularly its economic viability during the evaluation. The quality and purchasing price of the condoms were appropriate, but the demand analysis and the purchasing and warehousing activities were not; as a consequence, the best-before date of 2 million condoms expired during storage in AMASOT warehouses. The sales structures, the level of integration of the different business areas and the IEC concept still do not meet the standards. Overlaps between the activities of various players in the field of condom sales and marketing also had a negative impact on efficiency.

Overarching developmental impact (sub-rating 4): The programme was too small to make a real difference with regard to the overall objective of reducing the birth rate and the rate of new HIV infections. Considering the available budget, the developmental

impact might have been higher, if more emphasis had been placed on more intensive IEC activities, taking a more long term view rather than aiming at high sales figures in the initial phase. But as is typical of such programmes, that type of strategy was thwarted by the pressure to generate high volumes and reduce the costs of subsidised condom sales. Unsatisfactory as they may seem, the implemented IEC measures still constituted a very significant development contribution on the part of the programme, in view of the virtual absence of Chadian sector policies.

Sustainability (sub-rating 4): The issue of sustainability was analysed by asking to what extent AMASOT was able to meet the costs of condom sales after the end of the FC programme, and to what extent its dependency on external funds continued. As a social marketing programme, the project ran up a deficit, and AMASOT continues to rely on subsidies over the long run. The planned contribution margin from condom sales revenues, which was low even by African standards, has probably never been reached. Given the unfavourable conditions in Chad, the deficit incurred in condom sales, which exceeded the general upper limit of what is considered to be sustainable by approximately 28%, is still deemed to be acceptable in view of the difficult situation in the country. By developing additional activities and selling other products, AMASOT has been relatively successful in generating additional revenues. But there is still a considerable need for subsidies, which is not entirely met by the current funding package, including the CEMAC tranche (Communauté Economique et Monétaire des Etats de l'Afrique Centrale), the World Bank support, which is due to expire at the end of 2009, and German FC, which will stop at the end of 2008. This funding gap, which caused short-term uncertainty, has turned into an acute threat because eight months after having been vandalized (in January 2008), AMASOT has not yet received any appropriate support, and it still looks uncertain whether and how its ability to operate can be restored. In view of that, the sustainability of the programme is still uncertain.

Overall performance evaluation (overall rating 4): Considering the sub-ratings mentioned above, the overall rating of phases I to III of the programme is unsatisfactory, despite some significant positive effects in individual fields.

General conclusions and recommendations

Highly standardised programme concepts should not simply be copied and implemented without taking account of problematic underlying conditions, which in this instance were characterised by instable and feeble governmental structures, socio-cultural issues and executing agencies that were weak or had to be developed from scratch. In such a context, more comprehensive planning efforts are necessary to improve the chances for success, including an appropriate feasibility study, a specific analysis of the situation, adjustments to the related objectives and appropriate and clearly structured strategies.

In the projects under evaluation, the standardised management approach was inadequate for this very difficult context and made it impossible to achieve better results. The complexity of consultancy contents and the depth of consultancy work need to be considered on a project-specific basis, as they can easily overstretch the capacity of individual consultants. Whenever such issues are identified, the intensity of consultancy and support activities needs to be stepped up by drawing on the relevant FC instruments (accompanying measures of basic and advanced training).

Notes on the methods used to evaluate project success (project rating)

Projects are evaluated on a six-point scale, the criteria being relevance, effectiveness (outcome), efficiency, overarching developmental impact and sustainability. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

- 1 Very good rating that clearly exceeds expectations

- 2 Good rating fully in line with expectations and without any significant shortcomings
- 3 Satisfactory rating – project falls short of expectations but the positive results dominate
- 4 Unsatisfactory rating – significantly below expectations, with negative results dominating despite discernible positive results
- 5 Clearly inadequate rating – despite some positive partial results the negative results clearly dominate
- 6 The project has no positive results or the situation has actually deteriorated

A rating of 1 to 3 is a positive assessment and indicates a successful project while a rating of 4 to 6 is a negative assessment and indicates a project which has no sufficiently positive results.

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability)

The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability)

The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected.)

Sustainability level 3 (satisfactory sustainability)

The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability)

The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and an improvement is very unlikely. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. A rating of 1 to 3 indicates a “successful” project while a rating of 4 to 6 indicates an “unsuccessful” project. In using (with a project-specific weighting) the five key factors to form an overall rating, it should be noted that a project can generally only be considered developmentally “successful” if the achievement of the project objective (“effectiveness”), the impact on the overall objective (“overarching developmental impact”) and the sustainability are considered at least “satisfactory” (rating 3).