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**USAID/TANZANIA**

**ASSESSMENT**

**OF**

**PROGRAM IMPACT**

*November 1993*

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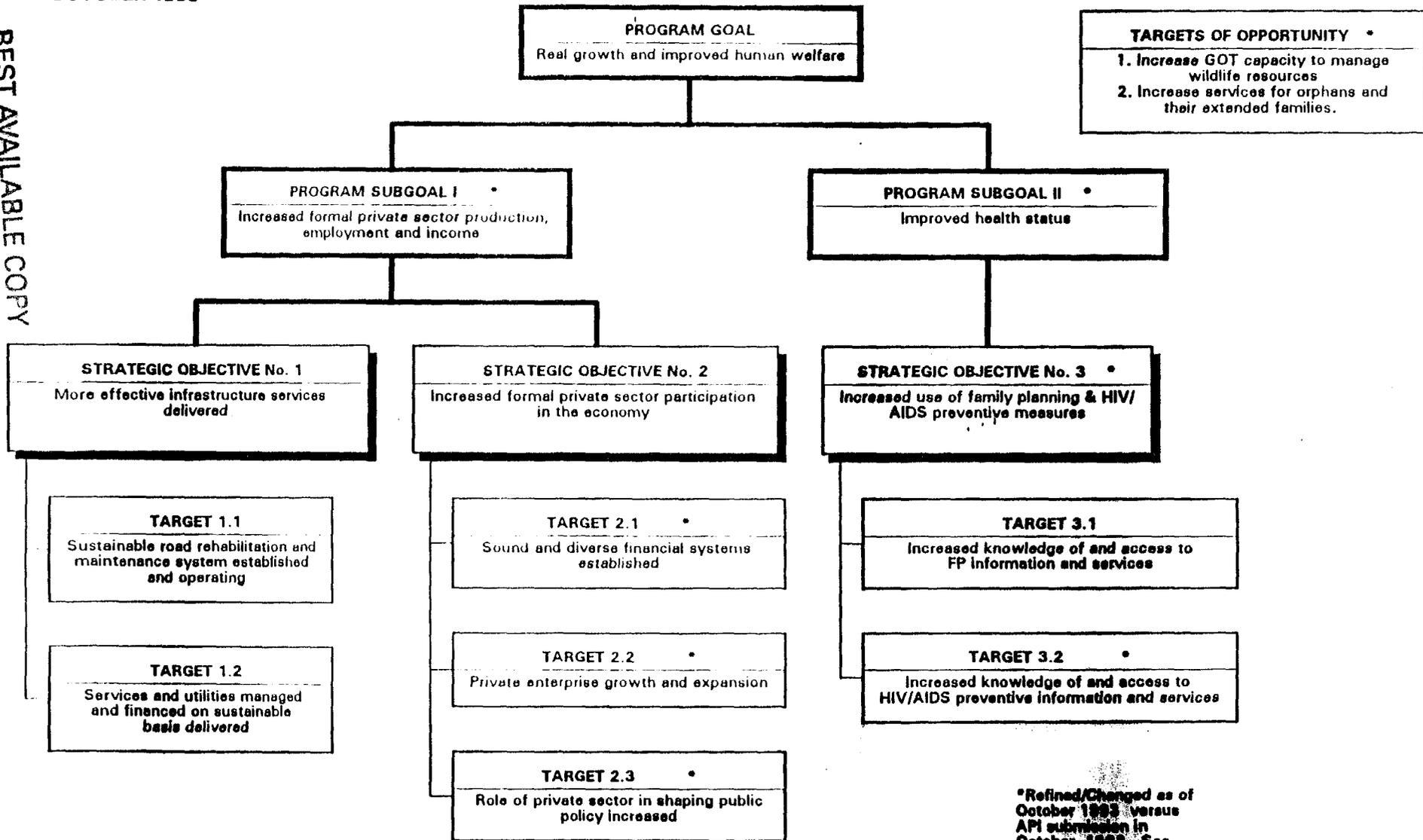
## ACRONYMS

ADS	Agricultural Development Support Project
API	Assessment of Program Impact
AIDS	Acquired Immuno-deficiency Syndrome
AIDSCAP	AIDS Control and Prevention
ATAP	Agricultural Transport Assistance Project/Program
AVSC	Association of Voluntary Surgical Contraception
AWF	African Wildlife Foundation
BOT	Bank of Tanzania
BSC	Business Services Center
CCM	Chama Cha Mapinduzi
CDIE	Center for Development Information and Evaluation
CIP	Commodity Import Program
CPR	Contraceptive Prevalence Rate
CPSP	Country Program Strategy Plan
CYP	Couple Years of Protection
DHS	Demographic and Health Survey
EPI	Expanded Program on Immunization
ERP	Economic Recovery Program
FED	Financial and Enterprise Development Project/Program
FP	Family Planning
FPSS	Family Planning Services Support
FY	Fiscal Year
GDP	Gross Domestic Product
GOT	Government of Tanzania
GPA/WHO	Global Program on AIDS/World Health Organization
HIV	Human Immuno-deficiency Virus
HRDA	Human Resource Development Assistance
ICA	International Coffee Agreement
IEC	Information, Education, Communication
ILO	International Labour Organization
IMR	Infant Mortality Rate
IRP	Integrated Roads Project
KAP	Knowledge, Attitude and Practice
LMIS	Logistics Management Information System
LOP	Life of Project
MCH	Maternal and Child Health
MER	Monitoring, Evaluation & Reporting
MOH	Ministry of Health
MSI	Management Systems International
NACP	National AIDS Control Program
NGO	Non-governmental Organization
NPA	Non-project Assistance
OPIC	Overseas Private Investment Corporation
PAWM	Planning and Assessment of Wildlife Management
PDO	Project Development Office
P/LT	Permanent/Long term
PPI	Priority Prevention Indicators

PRISM	Program Performance Indicators for Strategic Management
REDSO	Regional Economic Development Services Office
SEATS	Service Expansion and Technical Support
SO	Strategic Objective
STD	Sexually Transmitted Disease
TDHS	Tanzania Demographic and Health Survey
UMATI	Family Planning Association of Tanzania
UNICEF	United Nations Children's Educational Fund
UNDP	United Nations Development Program
TSAS	Tanzania Situation Analysis Study
VSC	Voluntary Surgical Contraception

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OBJECTIVE TREE  
OCTOBER 1993

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\*Refined/Changed as of  
October 1993 versus  
API submission in  
October 1992. See  
Annex A for discussion.

## SECTION I

## SPECIAL FACTORS AFFECTING THE USAID PROGRAM

Tanzania continued its steady progress towards economic growth and political pluralism during this past year. The economic policy framework, launched in 1986 by the Government (GOT) and supported by the donors, remains relevant and effective. Seven years of wide-ranging reform have increased the welfare of Tanzanians in general, and the poor in particular, according to Cornell University's USAID-sponsored research under the Policy Reform and Poverty Project (698-0519). Official national statistics show growth (GDP) has averaged 1 to 1.5 percent above the population growth rate. However, we believe there has been significantly greater growth, driven by a rapid expansion of informal sector productive and service activities, which is not captured in the official statistics.

Nevertheless certain events, including power shortages and erratic rainfall, influenced GDP performance and the AID program during fiscal 1993. In some cases the effect on THE AID program was observed at the project level, while in others the impact touched the broader context in which the program operates. These effects are addressed throughout the API.

Electric power shortages of unmatched historical proportions severely affected Tanzanian producers. Power outages caused, in part by poor rainfall, created socio-economic hardship in every sector of the economy, slowed the country's economic growth rate as much as a full percentage point, and set the scene for inflation to move above its recent steady level of 10-12 percent. Rough estimates of outage costs to the economy for the six months prior to the on-set of rain in March 1993 are put at over \$250 million, equivalent to about 10 percent of annual GDP.

The nearly 50 percent cut in power generation struck hardest at the industrial enterprises which pay important sales tax and excise duties. The result was to negate the enhanced revenue generation intention of recent fiscal reform measures. One compensatory action by the GOT raised electricity tariffs an average of 71 percent, pushed up the cost of industrial production and, as a probable consequence, the rate of inflation. Demands for additional revenue generation to cover budgetary shortfalls resulted in notable price increases in other areas: water rates went up 70 percent, and petroleum fuel prices rose over 50 percent, raising costs across the entire economy.

In response to continuing budget deficits the GOT's June 1993 budget for fiscal 1994 initiated cost-sharing user fees for health and education services at least one year earlier than

originally planned. As a result the basis for program and project sustainability has been enlarged as some additional responsibility has been passed to individual members of society.

Another consequence of the year's erratic rainfall -- negative impact on coffee and cotton production (as well as on their domestic tax and foreign exchange earnings) -- was compounded by continuing declines in international prices for these two leading export crops from Tanzania.

The pace of reform continued to figure prominently on the donor agenda during 1993. Discussion at the July Consultative Group (CG) meeting focused on reform implementation, concluding with a donor consensus that sharp acceleration is necessary if Tanzania is to achieve a sustained reduction in poverty. Particular concern was directed at lagging implementation in parastatal privatization, civil service restructuring, private sector promotion and revenue generation.

While the U.S. delegation to the CG meeting generally supported the donor position, we also discern a growing seriousness by the GOT to implement reform policies, to play a more constructive role in guiding the development process, and to establish priorities in the use of available resources. This is evident in recent appointments to important positions which were filled by skilled and experienced technicians rather than senior-level politicians. Examples include the new Governor at the Central Bank, the Managing Director of the new Tanzania Tourism Board, and the Managing Director at the Cooperative and Rural Development Bank. In addition, both government officials and regular citizens have become increasingly and openly vocal, through public media, in their criticism of poor quality utilization of public sector resources. Large-scale contractors, for example, are being chided publically for the lethargic pace and questionable quality of their product.

During the first 1993 Parliament session a sizable group of parliamentarians treated Tanzania to an unexpected and surprising display of dissatisfaction with Government performance in the governance area. Debate on the fiscal 1994 budget bill provided the context for open and frank discussions of issues ranging from the economy to questions about the future of the union between Tanganyika and Zanzibar. The latter issue could threaten the social/political tranquility which has characterized Tanzania since independence. For now, growing political openness and increasing calls for transparency should improve the efficiency of the Government's economic recovery program (ERP).

Finally, important financial sector actions have been implemented. The Banking and Financial Institutions Act (BFIA) of July 1991 took effect and two private sector international

banks have opened. Recapitalization of parastatal banks by mid-October, required by the BFIA, offset bad Government-mandated loans and opened the door for increased financing to the private sector. Privatization of the insurance industry is also under active consideration with Mission assistance.

The Bank of Tanzania has moved resolutely to regularize its role as a mainstream independent central bank. The BOT unified the exchange rates in September, nearly a year in advance of the June 1994 target date. (The impact on use of the Mission's NPA projects is discussed below.) Unification of the market and official rates is based on a weekly auction of US dollars by the Bank of Tanzania. About \$15 million per month is being sold, and the rate appears to have stabilized. Private foreign exchange bureaus are now allowed to finance imports, and to provide up to a maximum of US\$10,000 per transaction to travellers, all without BOT approval. A recent study funded by Mission PD&S resources reveals that these Bureau operations to-date have contributed to a net inflow of foreign exchange, contrary to skeptics who had alleged that this would become a conduit for capital flight.

The BOT also began a bi-weekly auction of Treasury Bills in August, an important step towards creation of a domestic financial market. Interest yields of 28-35 percent (annual basis) depend upon the time to maturity. Public frankness, evident in the 1992-93 parastatal audits of the OGL and commodity import support programs, and in the subsequent reporting of management inadequacies in the news media, augurs well for an increasing transparency in Tanzanian financial circles. That transparency, along with the numerous reforms listed above, significantly improves the environment for advancement of the private sector, a sector which dominates nearly every component under each of the strategic objectives in the USAID/Tanzania program.

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## SECTION II

### PROGRESS TOWARD OVERALL COUNTRY PROGRAM GOALS

#### **Overview**

The Objective Tree above outlines the full mission strategy. The Mission's goal is real growth and improved human welfare. The subgoal specified in the CPSP has been disaggregated into two subgoals in an effort to more explicitly capture the links between our three strategic objectives and the overall program goal. The first subgoal, "increased formal private sector production, employment and income", reflects Mission activities in pursuit of Strategic Objectives 1 and 2 (infrastructure and private sector, respectively). The second subgoal, "improved health status", captures Mission efforts under S.O. 3, which focuses on family planning and HIV/AIDS prevention.

Although achievement of the goal and sub-goals is outside the Mission's manageable interest, and there is no existing requirement to report on them, the Mission has identified and will track indicators which allow us to measure, at the national level, and comment on overall progress of the economy and general health. The indicators selected, along with the baseline and actual results, are shown in Table 1. We believe that tracking these indicators will provide a broad national backdrop facilitating a view of progress under the indicators associated with our strategic objectives.

The interlinkage existing among the components of our program, create we believe, a situation wherein the total impact is greater than that associated with the sum of the several disaggregated parts. For example: our rural roads rehabilitation (S.O.1, infrastructure) has introduced the concept of using indigenous contracting capability and created a new private sector (S.O.2) industry; a new activity to stimulate job creation through inputs to the formal business sector (S.O.2, private sector) will use the profits to help AIDS orphans (S.O.3); and, our assistance to help combat AIDS (S.O.3, AIDS prevention) will harness the power of the private sector through NGOs (S.O.2) to address this health issue in a less costly and more compassionate outreach manner. An assessment of the democracy and governance situation, which we are arranging to conduct early in 1994, may well identify other manageable interventions to further strengthen the impact derived from these interlinkages.

**GOAL: Real growth and improved human welfare**

National performance at the goal level will be measured by tracking changes in annual GDP per capita, and in life

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expectancy, with life expectancy used as a broad measure of economic and social well-being. Subgoal level performance will be monitored by following trends in private sector employment, income and agricultural production (for Subgoal 1), and trends in infant and child mortality (for Subgoal 2).

**GDP Per Capita:** A slow down in the rate of economic activity in 1992 was the product of several situations, including continuing lower international market prices for coffee. The average auction price for Tanzanian coffee fell another 16 percent in 1992 to about \$34 per 50 kilos compared, to \$149 received in mid-1989. GOT Ministry of Agriculture officials estimate that Tanzania loses \$60 to \$70 million annually due to collapse of the International Coffee Agreement (ICA). Coffee is one of four main exports from Tanzania and constitutes nearly 20 percent of recorded exports. Electricity outages in 1992-93 were extensive, touched every aspect of the formal economy, industry especially, and boosted the cost of production and the rate of inflation.

Combined, these factors helped to reduce real GDP per capita growth to 1.2 percent, compared with an average of 1.4 percent registered over the previous five consecutive years since the reform program began in 1986. The electric power shortages which cut industrial production by nearly 5 percent, were due to factors listed above, and particularly affected hydro-power generation at the main facility (Mtera Dam) for the capital city area. The moderate rainfall in Tanzania also reduced growth of agricultural production to about 4 percent in 1992, compared to the earlier five-year average of 4.5 percent. The population growth rate of 2.3 percent therefore, absorbs about two-thirds of all production increases just to maintain the status quo.

**Life Expectancy:** On the basis of UNDP 1992 data, Tanzanians are living longer. Life expectancy is now 54 years, up from 52 years in 1985, and only 41 years in 1960. This level of life expectancy compares favorably with the average of 52 years for all of Sub-Saharan Africa. It is not yet known what the impact of the AIDS pandemic will be on long-term life expectancy in the Tanzania context, therefore, this indicator will be watched and its usefulness evaluated over time. UNICEF analysis has already projected that these Tanzanian improvements in longevity will likely be reversed by devastating levels of mortality attributable to AIDS.

### **Sub-Goal 1: Increased formal private sector production, employment and income**

The GOT Bureau of Statistics does not currently collect and report data regarding the private sector share of GDP, thus a proxy is to be used. The national income accounts do measure and report on parastatal sector production, employment and income,

thus we will assume for the time being that the residual difference between parastatal and total GDP will provide us with a fair and valid measure of the private sector shares we need.

To refine this indicator proxy data we intend to pursue two different approaches: (1) joint examination with the GOT Bureau of Statistics to evaluate the contents of their "parastatal sector" category, i.e., how completely and accurately do their data cover the entire public sector. (2) The Mission is in the process of initial discussions to design and finance a study for the 1994 Consultative Group meeting that will result in a paper regarding the "entire economy" of Tanzania. Analysts agree that available formal sector statistics are unreliable, and that examination of the informal economy has been far from exhaustive. We intend to use PD&S resources to develop a limited yet useful picture of the "entire economy" of Tanzania. The intent is to provide a tool for evaluating the national potential, and one result of the process will provide us with a more complete picture of the formal private sector share of production.

Growth in agriculture, the major share of private sector activity, was lower. In addition to the rainfall shortage, the output of crops was adversely affected by supply shortages for agro-inputs. This is the first year for them to be decontrolled, and private sector entrepreneurs have been free to compete to the extent they wanted to enter the market. As a result, these first-year marketing mechanisms were not well-developed. Agriculture sector growth in 1992 slipped to 4.2 percent, down from the previous level of 4.7 percent in 1991. Non-traditional crops continue to play an ever-larger quantity role in the overall agriculture sector, however, the value of non-traditional exports (largely oil seeds and pulses, forestry products, marine products, horticulture products, cotton seed cake) fell by about 20 percent in 1992, to \$42 million, from \$51 million in 1991.

Government policy under the Economic Recovery Program (ERP) addresses the main constraints (e.g. deconfinement of marketing, private sector participation in marketing and processing, input pricing) to agriculture production increases, which in turn account for about 60 percent of both exports and GDP. Production incentives for traditional export crops (coffee, cotton, tea, cashews, and others) are being improved through unification of the exchange rate, and by fostering increased competition in export crop purchasing, processing and marketing. In almost every case, the increases in efficiency will be traceable to increased competition and entry of private entrepreneurs into the market and sector (as in allowing the private sector into cotton ginning) instead of maintaining the monopoly of the inefficient marketing boards and, as yet, unrevitalized cooperatives.

**Sub-Goal 2: Improved health status**

Health status is usually measured by morbidity, utilization of basic health services and by infant and under-five mortality. The Tanzania Demographic and Health Survey (TDHS) of 1991/92 found very high utilization of antenatal care in Tanzania. According to mothers, 9 out of 10 births received antenatal care from a medical professional (92 percent). Although about 10 percent of all women use some form of contraception, 6.6 percent of currently married women use modern methods. The use of modern family planning methods utilization varies widely by region, education and residence (rural vs. urban).

For the most recent five-year period (1987-91) under-five mortality was 141 per 1,000 live births and infant mortality 92 per 1,000 live births. Among all the deaths under five years, 27 percent occurred during the neonatal period; 38 percent during the postneonatal period; and 35 percent at ages 1-4 years. Under-five mortality declined during the last 15 years preceding the TDHS (1991/92) from 163 deaths to 141 deaths per thousand live births. Virtually all the decline was due to a decline in mortality at 1-4 years. Infant mortality remained at the same level during 1987-91 as it was during 1977-81. During the period 1982-86, infant mortality was estimated at 109 per 1,000 live births, which was an increase compared to the preceding five year period (1977-81, 94 per 1,000 live births). The increase was entirely due to higher postneonatal mortality, since neonatal mortality did not change.

Our program addresses sustainability through selected components under each of the three strategic objectives. Specifically: (1) the ATAP-inspired policy reform in S.O. 1 has led to a continued expansion of resources flowing into the road fund, with the GOT committed to pay an annually-increasing share of the total cost of rural roads' rehabilitation and maintenance; (2) the social marketing component in the TAP project will begin this year to address the cost and availability of commodities for family planning and HIV/AIDS control, promoting sustainability for S.O. 2; and, (3) the FED program promotes sustainable private sector development through (a) policy reform to increase diversity and competition in the financial sector, (b) stimulating the creation of new financial institutions, such as the Venture Capital Fund and the Social Action Trust, and (c) improving the quality of services available to entrepreneurs seeking to start new businesses or expand existing activities. Numerous analyses of the Tanzanian economy indicate that expansion of the private sector, central to each of our interventions, offers the best prospect for continuity (i.e. sustainability) in the provision of important social and financial services.

Table 1. GOAL AND SUBGOALS: BASELINE AND ACTUAL RESULTS

PERFORMANCE INDICATORS	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	BASELINE DATA		ACTUAL RESULTS		
			YEAR	VALUE	1991	1992	1993
<b>Goal: Real growth and improved human welfare.</b>							
<b>Indicators:</b>							
Annual percentage change in GDP per capita (real)	Unit: %  Definition: annual percentage change in GDP per capita: GDP as defined by the World Bank in the annual World Development Report	BOI, World Bank	1986	0.8	1.4	1.2	
Life expectancy	Unit: # of years  Definition: the number of years a newborn infant would live if prevailing patterns of mortality at the time of its birth were to stay the same throughout its life	UNDP, Human Development Report (Table 2)	1985	52	54	54	

PERFORMANCE INDICATORS	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	BASELINE DATA		ACTUAL RESULTS		
			YEAR	VALUE	1991	1992	1993
<b>Subgoal 1: Increased formal private sector production, employment and income</b>							
Annual percentage change in formal private sector employment	Unit: % Definition: employment is defined as full time equivalents (FTE) in the private farm and non-farm formal sector	Bureau of Statistics	1986	3.7	6.4	5.1	
Annual percentage change in agricultural production	Unit: % Definition: Annual percentage change. Agriculture includes forestry, hunting and fishing	BOT, World Bank	1986	4.4	4.7	4.2	
<b>Subgoal 2: Improved health status</b>							
Infant mortality rate	rate Definition: annual number of deaths of infants under age one year per 1,000 live births	FDHS 1991/2, 1996	1991/2	92	92	92	
Child mortality rate	rate Definition: annual number of deaths of children age 1 to 5 per 1,000 children	FDHS 1991/2, 1996	1991/2	55	55	55	

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SECTION III  
PROGRESS TOWARD STRATEGIC OBJECTIVES  
AND  
RELATED PROGRESS INDICATORS

**STRATEGIC OBJECTIVE 1: More effective infrastructure services delivered**

Over seventy percent of all Tanzanian freight moves by road. The deteriorated state of the road network, identified as a major constraint to development in all economic sectors, is a leading example of the general state of Tanzanian infrastructure. The weaknesses in the road network are being addressed by policy reform, institutional strengthening, and the provision of foreign exchange for the importation of transportation-related commodities. In other areas of weak infrastructure our program is less intense and (a) focuses on demonstrating how specific public services may be provided by the private sector (as in our efforts with the National Housing Corporation and with the Telecommunications industry toward managerial improvements and capital raising), along with (b) associated training for public officials and private sector entrepreneurs.

Findings in the USAID-funded April 1993 assessment of the May 1992 OPIC investment mission to Tanzania affirm our support for infrastructure programs. Among private sector businesspersons, the country's greatest perceived investment attraction is in fact its debilitated infrastructure and the business opportunities that debilitation represents. That OPIC mission included 28 representatives of the American business sector, 16 of whom are still pursuing possible business arrangements in Tanzania, nearly all of which are involved with some aspect of national infrastructure.

Broad institutional impacts directly attributable to the program, include: consolidation of responsibility for the rural road network from three Ministries into one unit in 1989; involvement, for the first time, of the private sector in road rehabilitation and maintenance in 1990; the introduction of a more transparent contracting system by the GOT in 1991; and, establishment of the user-financed "Road Fund" in 1992, to assume an annually-increasing share of the responsibility for program sustainability.

The principal component in the program for accomplishment of the strategic objective is the Agricultural Transport Assistance Program (ATAP). ATAP supports the removal of policy and institutional constraints in order to improve Tanzanian capacity

to identify, select, finance and undertake sustainable road rehabilitation and maintenance activities. To achieve this purpose the ATAP program, with \$50 million LOP funding, is structured as a multi-year policy-based program which also provides resources facilitating the importation of commodities related to the transport sector, of which about \$22 million worth have thus far been imported. Availability of these cash transfer resources (96 percent of which have been used for private sector inputs) is subject to GOT adoption and implementation of policy reform in institutional, financial and contracting activities specifically targeted at road rehabilitation and maintenance. The local currency generated from the import-support facility (about Tshs 4 billion to-date) finances rehabilitation and maintenance contracts with private sector firms in four core districts around the country (Mbinga in Ruvuma region, Mbozi in Mbeya region, Shinyanga in Shinyanga region, and Hai in Kilimanjaro region).

An extensive baseline survey covered each of the four selected regions as a basis for evaluating the impact of rehabilitation on important socio-economic parameters among different groups of people within the zone of influence for each road. The "Rural Roads Socio-Economic Baseline Survey" (August 1990) measured agricultural costs and production, the labor market, household incomes, transportation, non-agriculture activities and business conditions in the above four regions. This baseline data bank was supplemented in July 1993 through a new survey by a joint USAID and MOW team prior to rehabilitation of the Njombe-Makete Road in the Iringa region.

Although USAID continues to be the only donor in the roads program funding baseline surveys, the value of the practice has been recognized and the scene is set for replication. The August 1990 baseline is now used extensively by the MOW and other donors involved in the Tanzanian road rehabilitation program; the MOW has officially embraced the approach; and, in 1993 the MOW added a chapter to its Integrated Rural Roads Program manual to explain baseline survey methodology, and directed integration of socio-economic impact assessments as a part of normal operating procedure.

The initial socio-economic impact assessment of the rehabilitated road in Shinyanga (reported in the 1992 API) has been supplemented by a February 1993 impact assessment of the Kwa Sadala-Mbweera portion of a rehabilitated road in the Kilimanjaro region. The results from this second road evaluation demonstrate that the progress being achieved in one region is being replicated in others. Although separated by distance, and not immediately cumulative in their individual short-run impact, it remains valid that the addition of each portion of rehabilitated and successfully-maintained rural road contributes to the overall

reduction of production and consumption costs for inhabitants within the respective zones of influence, and eventually in the long run will make that same type of contribution for an increasing share of the national population.

In response to USAID/W suggestions to demonstrate impact in this area through time series data we are examining the feasibility of altering our evaluation plans. The rehabilitated USAID roads could perhaps be re-evaluated one year after the completion of rehabilitation, then again one year later, and finally after two more years. The resulting time series would provide data over four years, plus the baseline, and could provide the data categories suggested for people-level impact.

The February 1993 impact assessment of Kwa Sadala-Mbweera Road (Kilimanjaro) reveals that the increasing population being served by all-weather rehabilitated USAID roads is impacted significantly in several positive areas. For example, in comparison to the baseline data for 1990, the 1992 data show:

- passenger traffic increased from 66 persons/day to 130/day, while passenger fares decreased 33 percent;
- freight rates have remained constant or increased less than the rate of inflation;
- the volume of goods hauled increased 8 percent;
- the volume of trade at individual businesses increased over 100 percent;
- household incomes rose 59 percent while consumer goods' prices are up only 33 percent; and,
- vehicle operating costs were reduced 31 percent.

Verbal and anecdotal comments to the evaluators indicate that residents in the zones of influence along the roads believe that the greatest impact thus far has been on evacuation of crops produced in the road areas.

In addition to ATAP, two other activities contribute directly to overall accomplishment of this strategic objective: (1) the \$46 million SARP-funded Regional Transport Development project for the Tanzania-Zambia (TAZARA) portion of the regional railway network, and (2) on-going exploration of financial and management aspects of infrastructural facilities, explained under Target 1.2 below.

The TAZARA project, USAID/Tanzania's initial effort in the infrastructure sector, began with the provision of new railroad equipment, improved maintenance capacity by constructing a modern workshop, and management training to improve efficiency. During the last two years, the program has evolved into an effort to push TAZARA to operate in accordance with sound commercial finance and management practices. Materially, project activity

to supply new locomotives nearly doubled the railway's carrying capacity, and permitted TAZARA to effectively move famine emergency food grains to Zambia and Malawi this past year.

**TARGET 1.1: Sustainable road rehabilitation and maintenance system established and operating**

USAID/Tanzania is continuing a policy-based systems approach to rural road development as described in the 1992 API. Since the ATAP program was first obligated in FY 1991, significant positive results have occurred. Three areas of project impact stand out: (1) the actual level of Government contracting of the private sector for rural road rehabilitation and maintenance is double the original 1991 EOPS; (2) Road contracting procedures have been solidly instituted within the Ministry of Works (MOW). Dozens of contracts for road rehabilitation, design, supervision and maintenance have been awarded and processed using USAID, other donor and GOT funds; and, (3) institutionalizing the process for establishing baseline and impact assessments of roads to be rehabilitated and/or roads which have been rehabilitated.

The ATAP program has created a new approach to rural road rehabilitation and maintenance, and a new Tanzania industry: private road contractors. The GOT now uses local private contractors to carry out 90 percent of rehabilitation and 45 percent of maintenance work on the priority (high value agriculture) rural road network. Four years ago the private sector was not allowed to participate in this type of work, and there was little private sector capacity of the type required. Introduced through ATAP, the private sector approach is now applied by the GOT to the use of donor funds from NORAD, SDC and the World Bank.

Sustainability of the program is promoted by a January, 1993 doubling of the Road Fund fuel tax, followed by a 25 percent increase in late 1993. The GOT is currently examining possibilities for expanding the Roads Fund resource base beyond that of the fuel tax, in an attempt to satisfy this FY95 ATAP tranche condition precedent. GOT commitment to promotion of the private sector through ATAP is evident in that the 1992 target of 80 percent of the total \$20 million in rehabilitation contracts to-date, has been exceeded through awards to domestic private firms. The rural location of the rehabilitation work focuses the evaluation-determined impacts (listed above) at the village level. Analysis of the contracting and Roads Fund data indicate that the GOT is on target to fully fund 100 percent of routine maintenance and 50 percent of periodic maintenance in 1995, versus the current status of 70 percent and 20 percent

respectively.

Although not listed as an indicator for the program, institutionalization of the impact evaluation process is a noteworthy by-product, a result that will also influence the use of resources from other involved donors. That is, the same core group of persons in the MOW has gained on-the-job experience and training in performing the 1993 baseline study in Iringa, as well as the two road impact assessments of 1992 and 1993. The July 1993 evaluation in the Kilimanjaro region was organized and managed by this experienced group from the Ministry of Works with some guidance from USAID's Rural Economic Advisor.

The identification of needed policy reform has progressed well under the project, and the MOW is generally in advance of our CP targets. We are now beginning to develop a new focus on the efficiency of contract administration, rather than a focus on contracts per se.

TARGET 1.2: Services and utilities managed and financed on a sustainable basis delivered

We are continuing our explorations in the housing and telecommunications sectors, and expect that indicators of impact will be developed during the next six months. We will continue to play the role of a catalyst by using our resources to introduce new ideas, and to influence decision-making regarding the financial and management aspects of infrastructure services.

Our use of PD&S funds in 1992-93 has concentrated on influencing key players in the housing and rural telecommunications sectors. In the former, those efforts have led to regeneration of Tanzania's low income housing sector, through (1) a detailed review of the NHC and its holdings, and (2) a thought-provoking widely-attended seminar on scenario planning emphasizing housing privatization. In early 1993 the GOT began the process of selling its stock of nearly 10,000 small to medium-sized housing units to qualified sitting tenants. The Ministry of Lands, Housing and Urban Development has recently officially indicated its readiness to "take other actions towards increased privatization." We anticipate that our discussions in this area over the next several months will demonstrate notable impact from the input of limited resources, and result in the identification of indicators for measuring impact in this area of infrastructure.

Mission explorations to-date in the telecommunications sector are addressing a part of the overall sector that other donors have not yet begun to examine. It is expected that our Target 1.2

emphasis on rural telecommunications will attract the World Bank and other telecommunication-sector donors into the rural area, just as our pioneering efforts in rural roads have elicited similar efforts from other donors. PD&S funding has been provided to finance an early 1994 pre-feasibility study to determine the conditions under which private sector investment will find it worthwhile to move into rural telecommunications.

Our focus on the financial and management aspects of infrastructure services is deliberate. Three decades of socialism (effectively an entire generation) have isolated Tanzania's leadership and created a need across the entire economy for public sector leaders and private sector entrepreneurs to be exposed, and to become convinced, that private sector provision of public services is possible and profitable, and that legitimate public service companies can be managed in a commercial manner.

While other donors are addressing various aspects of the infrastructure problem, particularly the physical side, our interest has coalesced steadily on the capital finance and management steps necessary if the infrastructure services are to develop, be privatized, and become sustainable. Our explorations to this point reveal factors which combine to clearly substantiate this approach:

1. Initial successes in the sub-target areas under Target 1.1 demonstrate private sector enthusiasm to assume major responsibility for implementation of rural road rehabilitation and maintenance. Private sector willingness to invest and to participate in this new industry is evident and strong. The Mission is aware that similar private sector interest exists with respect to other infrastructure/utility components in this economy.

2. Our experience with the ATAP and FED projects convinces us that it is a valid approach to progressively introduce sustainable financing and management measures, in addition to the physical aspects of actually developing infrastructure. We believe this approach may constitute the most important donor assistance being granted to the GOT, in that it provides the means to the GOT to break with past infrastructure management practices which have promoted aid dependency and poor performance. This dependency and low levels of performance have become particularly evident in parastatal infrastructure services which are consumer-oriented. They can and should become consumer-financed and viable.

During the July 1992 presentation and USAID/W approval process for the USAID/Tanzania CPSP, it was decided that strategic objective No. 1 would be supplemented through addition of this

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new Target 1.2. The intent was to expand the mission's scope of endeavor, and to provide recognition that infrastructure and utilities (and their financing) are critical and include sectors other than roads. During this past year the Mission has examined an array of services and infrastructure components, including housing, electricity and telecommunications. We have considered both financial and management issues, and we have concluded that there is a significant role to be played by USAID in the infrastructure and utility area. We have also determined that a large scale bilateral project is not necessary to achieve target 1.2. Our plan to continue utilizing resources available from existing activities to achieve this target was evaluated by the Africa Bureau in July 1993, and approved (see 93 State 226682).

Table 2. STRATEGIC OBJECTIVE 1: BASELINE, EXPECTED AND ACTUAL RESULTS

PERFORMANCE INDICATORS	UNIT OF MEASUREMENT	BASELINE DATA		EXPECTED AND ACTUAL RESULTS											
				1991	1992	1993		1994		1995		1996		1997	
				YEAR	VALUE	Actual	Actual	Expd	Actual	Expd	Actual	Expd	Actual	Expd	Actual
<b>Strategic Objectives No. 1-More Effective Infrastructure Services Delivered</b>															
Indicators:															
No. of Kms. Rehabilitated all Regional roads	UNIT: Cumulative no. of Kms. (1994-97 = 000s)	FY 90	0		360	896	700	1.1		1.8		3.0			
No. of Kms. rehabilitated-USAID roads	UNIT: Cumulative no. of Kms.	FY 90	0		65.9	450	488	588		788		988			
No. of Kms. receiving routine maintenance--all Regional roads	UNIT: annual no. of Kms. (1993-97 = 000s)	FY 90				22.0	15.0	23.5		24.5		31.5			
No. of Kms. receiving routine maintenance--roads in USAID regions	UNIT: annual no. of Kms. (1993-97 = 000s)	FY 90				4.0	4.0	4.0		4.0					
No. of Kms. receiving periodic maintenance--all Regional roads	UNIT: annual no. of Kms. (000s)	FY 90				3.6	3.0	3.8		3.9		5.2			
No. of Kms. receiving periodic maintenance--roads in USAID regions	UNIT: annual no. of Kms. (1995-97 = 000s)	FY 90				400	300	800		1.2		1.4			
Improvement in Road Conditions all Regional roads	UNIT: % poor roads % fair roads % good roads	FY 90	60 30 10		36 50 14		38 44 18	40 35 25		42 30 28		45 25 30			
Population served by all-weather rehabilitated USAID roads	UNIT: Persons residing in the area of influence of the all-weather roads (000s)	FY 90	0		91	188	180			229		235			
Volume of crops, livestock and farm inputs hauled	MT/Km/Yr.	FY 90	277		362	365		365		367		369			
Value of crops, livestock and farm inputs hauled	Tshs. billion	FY 90	9.9 Bn		8.3	11	9.7	9.9		13.2					
Freight costs	Tshs. MT/Km	FY 90	9		8.8	8.5	8.3	8		7		7			

PERFORMANCE INDICATORS	UNIT OF MEASUREMENT	BASELINE DATA		EXPECTED AND ACTUAL RESULTS											
				1991	1992	1993		1994		1995		1996		1997	
				YEAR	VALUE	Actual	Actual	Expd	Actual	Expd	Actual	Expd	Actual	Expd	Actual
<b>Target 1.1 Sustainable Road Rehabilitation and maintenance systems established and operating</b>															
Indicators:															
Increased Funds from GOT Revenues for maintenance contracts	UNIT: annual dollar expenses on maintenance														
Routine Maintenance (\$000)		FY 90	Nil	3.1	3.0	3.0	3.0	3.5		3.7		4.6			
Periodic Maintenance (\$000)		FY 90	Nil	5.9	5.7	5.9	5.9	7.4		7.8		9.9			
Operating Budget by source:	UNIT: annual dollar expenses on roads rehabilitation & maintenance														
GOT Revenues (\$000)		FY 90	5.8	10.8	12.0	9.6	18.1	21.0		32.0					
Donors (\$000)		FY 90	17.1	11.1	8.0	6.4	6.4	4.5		3.7					
Passenger fares -- USAID Roads	Tshs./person/Km	FY 90	19		16		15			14					
Vehicles operating costs -- USAID Roads	Tshs./Km	FY 90	78		49		48			46					

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PERFORMANCE INDICATORS	UNIT OF MEASUREMENT	BASELINE DATA		EXPECTED AND ACTUAL RESULTS												
		YEAR	VALUE	1991	1992	1993		1994		1995		1996		1997		
				Actual	Actual	Expd	Actual									
<b>Subtarget 1.1.1- Road Rehabilitation and Maintenance Policies developed and implemented</b>																
Indicators:																
<b>POLICIES:</b>																
Road Fund Established with Tsh 7 litre tax fuel	UNIT: Dates when adopted and implemented	FY 90	No Policies	Jul, 91												
Road Fund amended to TSh 10 litre tax fuel				Jul, 92												
Road Fund amended to TSh 20 litre tax fuel							Jan 93									
Road Fund amended to TSh 25 litre tax fuel							Oct 93									
GOT vehicles exemption from tax removed																
Economic Criteria established for rehabilitation & maintenance priorities																
adoption & impl.																
adoption & impl.																
Comments/Notes:																
<b>Subtarget 1.1.2: Increased private sector role in road rehabilitation and maintenance</b>																
Indicators:																
% of total number of contracts awarded to private firms	UNIT: % of total annual number of contracts	FY 90	30		80	80	90		80	80						
% of total contract value awarded to private firms	UNIT: % of total annual value of contracts	FY 90	30		86	80	90		80	80						

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PERFORMANCE INDICATORS	UNIT OF MEASUREMENT	BASELINE DATA		EXPECTED AND ACTUAL RESULTS											
				1991	1992	1993		1994		1995		1996		1997	
		YEAR	VALUE	Actual	Actual	Expd	Actual								
<b>Subtarget 1.1.3: GOT assumes increased responsibility for funding road rehabilitation and maintenance</b>															
Indicators:															
Increased GOT funding as % of total required:	UNIT: % of total annual maintenance requirements														
Routine Maintenance		FY 90	20		66		75	90		100					
Periodic Maintenance		FY 90	10		15		30	40		50					
Comments/Notes:															
<b>Target 1.2: Services and utilities managed and financed on a sustainable basis delivered</b>															
Indicators: TBD															

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**STRATEGIC OBJECTIVE 2: Increased formal private sector participation in the economy**

This objective directly addresses practical impediments and the policy and institutional constraints which have inhibited growth of the private sector, and thus of productive employment. This objective complements Tanzanian Government efforts to dismantle the parastatal economy, through activities designed to rebuild the financial sector, increase access to capital, and provide direct business support services such as access to information and technical know-how. The Mission strategy starts from the view that accelerated changes, under the pro-business policy of the GOT, have created promising opportunities for formal private sector growth. We believe that the stage has been set, that many of the general policies needed are in place, but that policy implementation is slow and the availability of capital remains limited. There is still a need for the provision of direct support services, as well as a deepening of financial sector reform, to accelerate the exploitation of these opportunities by the private sector.

Mission activities under the three targets below reflect close collaboration with the domestic private sector. The insights provided by the Mission's Private Sector Advisory Group, 10 private sector entrepreneurs, have been the driving force in identifying project activities that respond directly to requirements of the business community.

**Target 2.1: Sound and diverse financial systems established**

Increased investment, either foreign or domestic, requires a viable financial system. The two projects (FED PA and NPA) involved, which are the principal means for achieving the indicators under this strategic objective were only signed in August 1992. Nevertheless, significant impact has been achieved under Target 2.1.

The FED-PA is providing assistance to restructure the financial sector, and to improve technical skills at the BOT. As indicated in last year's report, the sectoral impact includes the licensing of new private commercial banks, one of which opened for business in mid-1993. The first Venture Capital Fund in Tanzania officially opened its doors for business in October 1993, and has already attracted \$8.5 million from a mix of non-governmental and private investors. The World Bank and Norwegian aid organization (NORAD) are now considering replication of the venture capital fund.

With FED-provided training and technical assistance the Bank of Tanzania (BOT) has rapidly implemented policy changes in financial and organizational areas. The BOT has completed an internal review of banking regulations, elevated its Banking Supervision Departmental operations to a higher level, and formed a separate entity to facilitate monitoring commercial banking operations, ended its politically-motivated commercial credit operations, prepared the groundwork for a private sector insurance industry, and introduced a completely market-based foreign exchange system. Through the FED-NPA, impact has been significant, again particularly at the BOT level. All of the nine technical CPs in financial reform were fulfilled ahead of schedule for the first tranche of the NPA, and two of the second tranche CPs have already been completed.

Training of BOT personnel has proceeded steadily, with six staff members having attended financial seminars in the U.S., including field work with the Federal Reserve Bank. That training increased staff knowledge of supervisory techniques, and the conduct of off-site bank examinations, both areas of expertise which have been key to successful implementation of reform measures within the BOT and directly relevant to the commercial banks. Additionally, over thirty officials of the BOT Supervisory and Research Departments, along with selected officers from the commercial banking sector, have participated in in-country training seminars. The result is the beginning of a trained core of professionals able to transfer their knowledge and experience throughout the domestic banking sector. The need for exposure to modern banking techniques, both regulatory and consumer-oriented, is emphasized by the fact that a dominant share of current banking sector officials have not had experience or training in other than this parastatal-oriented economy.

Through the seminars and the on-the-job training provided by the FED project, in specially designed courses, Tanzanian banking officers have learned how the modern banking system is regulated. This training will increase public confidence in domestic banking, and yield closer adherence to international standards, vital to the Tanzanian economy as the privatization effort expands.

**Target 2.2: Private sector business growth increased**

The FED-PA component of the program began with rapid completion of the project CPs by the GOT, and immediate commencement of those aspects of the program which fall under the direct control of the project office. However, advertizing and contracting for (a) the Business Service Center and (b) for the Private Sector Advisor (PSA) to assume overall management of the project, was slower in completion. The PSA took up his post in Dar es Salaam



Table 3. STRATEGIC OBJECTIVE 2: BASELINE, EXPECTED AND ACTUAL RESULTS

PERFORMANCE INDICATORS	UNIT OF MEASUREMENT	BASELINE DATA												
		YEAR	VALUE	1993		1994		1995		1996		1997		
				Expd	Actual									
<b>Strategic Objective: Increased formal private sector participation in the economy.</b>														
Indicators:														
Private sector share of GDP	%	1992											75	
Private sector employment	% men	1992												
	% women	1992												
Annual growth rate of private enterprises	%	1990	3.5	3.5		3.5		4		5		5		
<b>Comments/Notes: Missing baselines and targets must be set upon further analysis of existing data from BOT and other sources if necessary.</b>														
<b>Target 2.1: Sound and diverse financial systems established.</b>														
Indicators:														
Number of private financial institutions	Cumulative # of institutions	1992	0	2		4		6		8		10		
Value of private sector commercial loans	thousands of \$ men	1992												
	thousands of \$ women	1992												
Gap between market and official exchange rate	%	1992	28	8		6		0		0		0		
<b>Target 2.2: Private sector business growth increased.</b>														
Indicators:														
Assisted firms with sales growth over 25%	Cumulative # of firms owned by men	1994	0	0		0		225		320		450		
	Cumulative # of firms owned by women	1994	0	0		0		25		35		50		
New jobs created in assisted firms	Cumulative # of jobs (men)	1994	0	0		0		750		1500		2250		
	Cumulative # of jobs (women)	1994	0	0		0		250		500		750		
Days required to register a business	# of days	1993	255	255		255		150		90		15		

PERFORMANCE INDICATORS	UNIT OF MEASUREMENT	BASELINE DATA											
				1993		1994		1995		1996		1997	
		YEAR	VALUE	Expd	Actual								
<b>Target 2.3: Role of private sector in shaping public policy increased.</b>													
Indicators:													
Business association membership	Unit: % men												
	Unit: % women	1993				TBD						20	
Number of joint seminars by GOI and private sector business persons.	Cumulative # of joint seminars	1993	0	0		TBD		TBD		TBD		TBD	
Policy impact Indicator (TBD)		1994											
Comments/Notes: The final indicator for Target 2.3 will be determined in 1994 as the public-private policy dialogue begins.													

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1994  
 GOVT  
 1994  
 GOVT

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**STRATEGIC OBJECTIVE 3: Increased use of family planning and HIV/AIDS preventive measures**

Sustainable economic growth will require a reduction in the population growth rate and the implementation of effective AIDS prevention strategies. Presently, the population is growing faster than formal sector employment and the rate of GDP growth is only marginally greater than that of the population. Population increases have already outstripped the government's capacity to provide health and education services. The AIDS pandemic too will have far-reaching economic effects. Already, an estimated 5 percent of the total population is HIV positive. AIDS is attacking the most productive age groups in the population, straining a weak health care system, and generating orphans whose maintenance places enormous stress on the social structure. The USAID/Tanzania program is designed to enlist and complement private sector energy and resources, and to focus them in the effort against AIDS.

USAID has identified "lower fertility" and "AIDS prevention" as the ways it can contribute to improving the health profile in Tanzania. Two activities support the Mission program under this strategic objective: the Family Planning Services Support Project (FPSS, approved in 1990), and the newly designed and initiated Tanzania AIDS Project (TAP, approved in 1993). The overall goal of the seven-year, \$20 million FPSS is to increase the contraceptive prevalence rate (CPR) by one percentage point a year from a baseline of about 7 percent. The five-year, \$20 million Tanzania AIDS Project (TAP, approved in 1993) seeks to increase the practice of HIV preventive measures and improve the socio-economic well-being of AIDS orphans.

Despite the relative newness of FPSS and TAP, both projects work within the reproductive health area to achieve impact in the areas of lower fertility and HIV/AIDS mitigation. As the basis for the activities described under each of the two targets listed below, FPSS and TAP directly address for both FP and AIDS prevention services. For example, the Tanzania Demographic and Health Survey (TDHS, 1992) showed that while contraceptive use (CPR) is only 6.6 percent for modern methods, 23 percent of currently married women want no more children and 42 percent want to delay the birth of their next child. Unmet demand for family planning services is therefore being met by increasing knowledge of FP methods and access to services.

Although impact in the sense of increased contraceptive prevalence will not be measured until 1995, family planning support activities have achieved significant outputs. These include provision of effective technical assistance (TA) to the Ministry of Health Family Planning Unit (FPU) to enable it to

better manage the National Family Planning Program (NFPP); providing the MOH with a reliable FP database (TDHS); provision of a steady supply of contraceptive commodities and equipment; the dissemination of family planning information and education (IEC) messages through radio and printed formats; and training of physicians, nurses and other service providers and trainers.

On the AIDS side, there is a growing demand for condoms and for information on AIDS prevention. Activities under this target will include increasing knowledge of how to prevent HIV infection; improving access to information on partner reduction, STD control and treatment; and making condom supplies more readily available. While the Mission has continued to support the successful activities which promote condom use and STD treatment among high risk groups, new activities under Target 3.2 include the establishment of a core technical assistance team to develop AIDS activities among NGO and private sector entities; expanded use of NGO networks and workplaces to carry out programs; and provision of condoms through both public and significant private sector channels.

Both the FP and AIDS efforts under Strategic Objective 3 seek to address technical and financial sustainability issues. On the technical level the FPSS and TAP projects will work to build technical and managerial capacity with GOT and NGO institutions through the provision of training, TA and commodity support to improve efficiency in management. The objective is to elevate host country personnel to the point where they can run programs with minimal expatriate TA in the future.

Greater use of private sector/NGO channels enhance both technical and financial sustainability. For example, the TAP includes a substantial social marketing component. This activity will enable private sector vendors to market condoms for AIDS prevention, thus shifting the burden away from Government distribution channels. In family planning, greater use of NGO and private sector clinics for voluntary surgical contraception (VSC) services is being supported, with 50 percent of VSC sites supported under FPSS falling into the NGO or for-profit category.

Financial sustainability will be studied at the policy level, within the GOT's health sector appraisal exercise which examines the possibility for more efficiency in the health sector by delegating certain services to the private sector/NGOs and implementing a cost sharing program. USAID will support one study to help the GOT determine the actual percentage of the recurrent budget which is used to support FP and AIDS prevention programs. The amount of the GOT's contributions in terms of tax and customs exemptions will also be quantified, to better determine the Government's actual budgetary contribution. And, through a centrally-funded project, a study to determine the

private sector's contribution to overall health care in Tanzania will be carried out.

The growing number of private doctors and hospitals, private pharmacies and the large number of traditional healers all combine to make the private sector an important contributor to health care, including FP and AIDS prevention services.

It should be noted that the wording for this strategic objective and related targets was modified as a result of the MER team visit in October 1993. That process led to establishment of a second program sub-goal, and the transfer of project components related to orphans and their extended families into our new Target of Opportunity No. 2. These modifications are explained in Annex A.

**Target 3.1                      Increased knowledge of and access to family planning information and services**

A solid database is important to any national FP program to enable it to register progress, problems and impact. A number of important surveys have been conducted since 1991, including the Tanzania Demographic and Health Survey (TDHS), 1991/92; the Tanzania Family Planning Situation Analysis (TSAS), 1992; and, an IEC audience survey of knowledge, attitude and practice (KAP), 1992. The final reports for TDHS were released by the GOT in May 1993, and the TSAS report was submitted to the MOH in August 1993. These mark the beginning of an era for the NFPP because credible and necessary baseline data now exist for the monitoring of the program.

Permanent/long term (P/LT) contraception has been established in Tanzania with the assistance of outside technical assistance and a local implementing agency. The mini-laparotomy (minilap) surgical procedure is now available in at least 35 government and NGO hospitals on an out-patient basis, and 7000 clients have been served to date. 250 nurses and doctors have been trained, providing a network of committed teams who now view P/LT methods as an integral part of FP services. Although P/LT services are relatively new, it is significant that voluntary surgical contraception (VSC) accounts for 24 percent of the overall modern-method CPR (6.6 percent), second only to oral contraceptives. If the current trend continues, P/LT methods will account for an increasingly significant share of the CPR. However, as in all other program activities, P/LT methods require dependable availability of expendable surgical supplies to ensure uninterrupted service.

The paramedical training program of the MOH FPU is proceeding commendably well and is a primary reason for the high rate of

knowledge about and access to FP information and services. Training of trainers is a pre-requisite for transferring knowledge from the national through to the district and lower levels, all the way to the village-based service delivery points. Although significant impact at the village level is some distance away, there is already evidence that trained regional teams are using their initiative to train others at the next lower level. Effective service expansion will continue to depend on an increasing number of service providers who can supply safe, acceptable and reasonably convenient services to prospective users. Evidence demonstrates that utilization of FP services is at least 50 percent higher (comparing 1992 and 1993) where the service provider has been professionally trained, and is significantly lower where no orientation has taken place.

A total of 1066 service providers, supervisors and trainers have been trained in modern family planning technology: 994 have been trained in basic family planning service delivery, and over 70 in comprehensive clinical service, including IUD insertion.

A new logistics management component began in June 1993, and will run over the next two years. Regional teams will be trained on logistics management and lead to establishment of a logistics management information system (LMIS). Improved logistics is playing an important part in advancing the spread of information and the availability of services, with the help of 27 new vehicles made available to the MOH. Of these: three ten-ton trucks now regularly transport contraceptive commodities to the regions; 20 pickups will be deployed in the regions and will be jointly used by the Expanded Program on Immunization (EPI) and FP for supervision and transportation of supplies; and four vehicles have been allotted for program management. In early 1992, many service delivery points (SDPs) lacked sufficient commodities but in early 1993 all of the SDPs visited by project-related staff and GOT program managers had all the required contraceptives.

**Target 3.2                      Increased knowledge of and access to HIV/AIDS preventive information and services**

Our newly-approved TAP project (1) expands on-going efforts to educate high risk groups of men and women, and (2) distributes condoms, two endeavors which have been implemented in the past through Mission buy-ins to central projects. TAP seeks to stimulate growth of an indigenous NGO response to the AIDS pandemic through expansion of prevention activities and education, and will provide help to the victims and survivors of AIDS, particularly orphans. In an effort to provide for program sustainability, TAP will also create private sector-based marketing and distribution systems for condoms and other health products. Discussion regarding the measurement of impact for this target will begin in the API for next year.

Table 4. STRATEGIC OBJECTIVE 3: BASELINE, EXPECTED AND ACTUAL RESULTS

PERFORMANCE INDICATORS	UNIT OF MEASUREMENT	BASELINE DATA		EXPECTED AND ACTUAL RESULTS									
				1992	1993	1994		1995		1996		1997	
		YEAR	VALUE	Actual	Actual	Expd	Actual	Expd	Actual	Expd	Actual	Expd	Actual
<b>Strategic Objective 3: Increased Use of Family Planning and HIV/AIDS Preventive Measures</b>													
Indicators:													
Modern Method Contraceptive Prevalence Rate Married Women	Rate for Married Women, 15-49	1991/2	6.6	6.6		8.6				10.6			
All Women	Rate for All Women, 15-49	1991/2	5.9	5.9		7.9				9.9			
1. Condom Use* Men	Percent of Men	1991/2	9.2	9.2		11				13.5			
Women	Percent of Women	1991/2	3.7	3.7		4.5				5.4			
OR 2. Condom use in most recent sexual intercourse with non regular partner* Men	Percent of Men	1994	TBD			TBD				TBD			
Women	Percent of Women	1994	TBD			TBD				TBD			
1. Sexual Intercourse with Non regular Partners* Men	Percent of Men	1994	TBD			TBD				TBD			
Women	Percent of Women	1994	TBD			TBD				TBD			
OR 2. Average Number of Non Regular Sexual Partners* Men	Percent of Men	1994	TBD			TBD				TBD			
Women	Percent of Women	1994	TBD			TBD				TBD			
Comments/Notes: As reported in TDHS, 1991/2, June 1993, CPR for current use is from Table 4.4, pp35 and for condom use from Table 11.8, pp158. *As noted in the previous table, a decision as to which measures of condom use and sexual activity will be made after completion of the 1996 KAPS. Once a baseline has been set, the program objectives call for a 10% annual increase in condom use and a 50% decrease in the number of sexual partners.													

PERFORMANCE INDICATORS		UNIT OF MEASUREMENT		YEAR		VALUE		Actual		Expd		Actual		Expd		Actual		Expd	
				BASELINE DATA				1992		1993		1994		1995		1996		1997	
<p><b>Target 3.1 Increased knowledge of and access to family planning information and services</b></p> <p>Indicators:</p> <p>Knowledge of modern source of contraception Men 1991/2 79% 80%</p> <p>Rate for Men 1991/2 79% 80%</p> <p>Knowledge of modern source of contraception Women 1991/2 71% 80%</p> <p>Rate for Women 1991/2 71% 80%</p> <p>HP Service Delivery Sites 1992 TBD</p> <p>Percent 1992 TBD</p> <p>(Comments/Notes: As reported in the 1991/2 TDHS, the knowledge of sources for men is from Table 10.5, pp 119 and for women from Table 4.2, pp 33.)</p> <p>Target 3.2: Increased knowledge of and access to HIV/AIDS Preventive Information and Services</p> <p>Indicators:</p> <p>Knowledge of HIV/AIDS Preventive Measures Men 1994 TBD</p> <p>Percent of Men 1994 TBD</p> <p>Women 1994 TBD</p> <p>Percent of Women 1994 TBD</p> <p>Knowledge of AIDS Risk 1994 TBD</p> <p>Percent of Men 1994 TBD</p> <p>1991/2 55.6</p> <p>Percent of Men 1991/2 55.6</p> <p>Knowledge of Condom Use 1994 TBD</p> <p>Percent of Women 1994 TBD</p> <p>Women 1994 TBD</p> <p>Percent of Women 1994 TBD</p> <p>Access to AIDS Information and services 1993 TBD</p> <p>Percent of Population 1993 TBD</p> <p>5</p> <p>Condom availability 1993 TBD</p> <p># condoms/population 1993 TBD</p> <p>Knowledge of STD treatment 1994 TBD</p> <p>Percent of Men 1994 TBD</p> <p>Men 1994 TBD</p> <p>Knowledge of STD treatment 1994 TBD</p> <p>Percent of Women 1994 TBD</p> <p>Women 1994 TBD</p> <p>Availability of STD Services 1994 TBD</p> <p>Percent of SDP 1994 TBD</p>																			
<p>Comments/Notes: The 1994 KAPS survey will establish the baseline for the indicators on knowledge of HIV/AIDS Preventive Measures and knowledge about AIDS preventive measures and risk. The baseline for the condoms knowledge measure comes from Table 11.9, pp. 159.</p>																			

## SECTION IV

## OTHER PROGRESS IN PRIORITY AREAS

While the API process does not now require reporting on targets of opportunity, the Mission's two targets of opportunity are in sectors of both Congressional interest and in the four priority areas defined by the USAID Administrator. Since reporting of Mission activity in environment/natural resources management is likely to be required in the future, the Mission is cognizant of the need to also include these targets of opportunity in the Mission performance monitoring system, and in the API.

**A. The Existing Target of Opportunity:****Strengthening GOT Capacity to Manage Wildlife Resources**

The Planning and Assessment for Wildlife Management (PAWM) project originated as an unsolicited proposal in 1989, is funded by a \$2.5 million grant from USAID/Tanzania, and is being implemented by the African Wildlife Foundation (AWF) and the World Wide Fund for Nature (WWF). The objective of the PAWM project is to strengthen GOT capacity to effectively manage Tanzania's wildlife resources, and thereby contribute to Tanzania's Economic Recovery Program. The project has two major sub-objectives:

--to assist the Wildlife Division in preparing wildlife management sector plans at the national and local levels; and,

--to improve the management information and evaluation system and capability of the Wildlife Division of the Ministry of Tourism, Natural Resources and Environment.

The PAWM project provides the Wildlife Division with technical assistance, training, and material support. The three-year project officially began March 1990, but start-up was delayed until June 1990. The project has been extended beyond its original completion date of February 1993 to December 1994.

Monitoring and evaluation mechanisms used to-date include a brief program logical framework with general indicators (but lacking baseline and expected results data), semi-annual progress reports submitted by AWF, and an internal mid-term evaluation conducted in July 1992. The use of these instruments has not resulted in an effective monitoring and evaluation system. The semi-annual progress reports focus primarily on logistical problems and low level outputs, and have not been wholly integrated into the

project management process. In addition, the logical framework was never fully developed. The October 1993 MER team worked with the USAID PAWM project officer to further operationalize the logframe for inclusion in this year's API, and it is included here as Table 5.

**This limited version of the logframe (Table 5) indicates that although the PAWM project design was not dominated by the concept of people-level impact, there is definite probability of significant impact over time. Implementation of the policies formulated, and officially promulgated by the GOT, provide first-ever management plans for four important species: live bird trade, crocodiles, ostriches, and rhinos. The management plans signed by the Government this year have placed Tanzania on the list of countries that are ensuring conservation of endangered species, and provide active conservationists with the standards necessary for judging Tanzanian performance.**

The PAWM-developed database of wildlife resources has proven effective elsewhere. A PAWM-sponsored June 1993 tourist-hunting workshop for representatives of the public and private sectors, with domestic and international participants, developed a hunting policy which prompted the Government to immediately revise its outdated hunting blocks and fee schedules. Subsequently, the PAWM project was instrumental in bringing the two major wildlife authorities (Wildlife Division and Tanzania National Parks) together with the relevant local communities to agree on gazettement boundaries for an historically-controversial game reserve area (Mpanda/Katavi).

The PAWM project is scheduled to be completed in December of 1994 and a final evaluation will be conducted at that time. Due to the limited time remaining in the project, we have not attempted to recreate the baseline and expected performance tables normally associated with the API.

Table 5. Target of Opportunity 1: Planning and Assessment of Wildlife Management Project (PAWM)

	Indicators	Baseline	Expected (EOPS)	Actual (status as of Oct., 1993)
<b>Objective:</b>				
Strengthen GOT capacity to effectively manage Tanzania's wildlife resources	<p>Enactment of National Wildlife Plan Implemented and working</p> <p>Increased public and private investment in wildlife sector</p>	<p>Draft National policy No national plan</p> <p>Low tariff by hunters No tourist hunting policy</p>	<p><b>One National Policy and Plan</b></p> <p><b>Increase income thru wildlife hunting fees</b></p>	<p><b>PAWM acting as secretariat to facilitate finalization of national policy. PAWM bringing together the 4 wildlife authorities to review draft. Agreement expected by March 1994.</b></p> <p><b>Additional fees on tourist hunting established beginning July 1993.</b> <b>Tourist hunters fee \$1000 per season</b> <b>Hunting block fee \$7,500 for 5 yrs</b></p>
<b>Sub-Target 1</b>				
Prepare wildlife management plans at national and local levels	<p>--Increased number of wildlife mgt plans at national and local levels</p> <p>Established community conservation practices</p>	No plans	<p><b>National plans in priority areas</b></p> <p>4 plans at local level</p> <p>Community based conservation in wildlife areas</p>	<p><b>4 national mgt plans and policies completed but not yet implemented.</b> <b>2 national mgt plans in draft. To be completed before March 1994.</b></p> <p><b>1 local mgt plan under preparation. Expect completion by March 1994.</b> <b>Boundaries redrawn in one game reserve to expand the area under protection. Official announcement expected soon.</b></p> <p><b>Meetings with local people and recommendation on conservation activities according to occupation in the area made</b></p>
<b>Sub-Target 2</b>				
Improved management info/evaluation system for wildlife management GOT Wildlife Division.	--MIS system organized and functioning effectively	Data collection and analysis was minimal and scattered in different govt offices and difficult to access	Create data center for wildlife mgt	<p><b>Hunting data computerized</b> <b>Crop control data in place</b> <b>6 officials rec'd basic computer trg</b> <b>Data mgt skills have not been adequately trained in local project staff</b></p>

**B. New Target of Opportunity:****Increasing Services for Orphans and Their Extended Families**

USAID/Tanzania has added a target of opportunity to cover the planned services to orphans and their extended families which is part of the mission's Tanzania AIDS Project. There is a large and growing number of orphans in Tanzania due to AIDS. It is estimated that by the year 2000, more than 500,000 children under the age of 18 will have lost one or both parents.

The traditional approach of placing orphans with the extended family is adequate in some regions. However, in the areas most affected by HIV/AIDS, families caring for orphans are becoming hardpressed because of the growing numbers. AIDS orphans usually live in families which include people with AIDS, often the infected parents of children who will soon be orphaned; elderly grandparents or other dependents; and other family members affected in some way by the disease. Thus, these families need help not only in caring for orphans' needs, but also in caring for HIV-positive relatives. The social and economic consequences can be very severe as the main wage earner becomes ill and dies. Orphans themselves are at high risk of sexually-transmitted diseases (STDs) and HIV infection if they have to leave the family unit and engage in high risk occupations such as commercial sex work.

Therefore, since HIV/AIDS affects the family unit as a whole, A.I.D.'s assistance strategy is directed at providing supportive services within this broader context. Furthermore, for reasons of both equity and effectiveness, AIDS orphans are not being singled out for support. Instead assistance is targeted at those communities most severely affected by AIDS. Recognizing that public services are already strained, USAID is working to strengthen NGOs which already play a critical role in providing community and home-based care and support to families experiencing the consequences of AIDS. These services include home-based care, counselling and economic support within the community. NGOs will be encouraged and assisted to apply for support from the Social Action Trust for activities in these areas.

USAID/Tanzania will prepare the baseline data and performance indicators for this new target of opportunity during the coming year and commence reporting thereon in the API for 1994.

### C. Democracy and Governance

The rapid pace of economic liberalization in Tanzania has encompassed free market policies that would have been unthinkable a few years ago. Along with these dramatic economic changes have come substantial political developments--the existence of a legal opposition, an independent private press, and the birth or re-birth of many non-state associations representing a broad range of newly activist interest groups. Despite these accomplishments however, the country, like many other reformist African nations, appears to be caught "betwixt and between".

The Tanzanian commitment to free-market and multi-party democracy appears irrevocable; the old order is changing, and the expectations of people for economic growth and government performance are growing. At the same time, however, neither the economic nor the political reform process has yet led to a complete transformation in ideas or action. Instead of broad economic growth and improved governance, which all deem desirable, Tanzania has witnessed a gap between policy pronouncements and on-the-ground implementation. This dichotomy is coupled with rising corruption and the near-collapse of state administrative and service functions. Most seriously, formal private investment has remained very weak, reducing the impact of policy reform and undermining income growth and employment generation.

We believe that appropriate responses to this development dilemma are now beginning to be identified. USAID/Tanzania's program has already begun to respond to these circumstances in four ways: (1) by building policy implementation capacity in the transport and financial sectors, (2) through continued policy dialogue and specific sector programs e.g. for AIDS, family planning, transport, telecommunications, and urban development, (3) by working to establish stronger markets, chiefly in the financial sector, and (4) by encouraging the development of civil society relationships, including women in development legal issues, and NGO development. We believe that over time these efforts will lead to improvements in governance.

An initial assessment of governance issues in Tanzania was developed by R. Charlick in May 1992. The ideas and recommendations in the Charlick report remain valid and are reflected in several aspects of USAID/Tanzania's current program. However, USAID/Tanzania wishes to take further steps to operationalize the findings of the Charlick report, and at the same time develop a fuller picture of democratic governance issues than was done in the very brief 1992 assessment. A more extensive examination of the democracy and governance situation,

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including Tanzania's challenges and prospects, is to be conducted early in 1994. It is expected that the findings and recommendations of that assessment will be addressed during the coming year and discussed in next years's API.



1. The road conditions indicator ("poor/fair/good") which was initially included under Target 1.1, has been moved to the strategic objective level as it more directly measures the delivery of infrastructure services than it does development of institutional systems. This indicator pertains to the quality of the roads being rehabilitated and maintained, and as such it is also directly associated with providing efficient infrastructure services. Improvement in road conditions will be evaluated through a series of surveys performed every 2-3 years by the MOW.

2. The first three indicators under the overall strategic objective (KMs of road rehabilitated and KMs of road routinely and periodically maintained) are direct measures of Strategic Objective 1 and are currently collected on a monthly basis by the MOW. Tracking the mileage amount of roadwork being accomplished under USAID-financing, in comparison to the total being done in a USAID-region by all sources of funding, will allow us to more closely tie project progress to movement toward accomplishment of the strategic objective.

3. Two of the indicators (passenger fares and vehicle operating costs) under the strategic objective were determined to be more directly relevant to impact under Target 1.1 and were moved to that location.

4. In response to comments appearing in the Africa Bureau's 1992 API review, a new indicator concerning the percentage of the value of contracts awarded to private contractors has been added to Sub-Target 1.1.2.

5. The indicator for population served by rehabilitated roads is refined as the population residing in the zone of influence of a road (generally 5 Kms. on each side of a road, unless the area is constrained by a physical obstacle such as a river, or by the zone of influence of another nearby road). This indicator is frequently used to predict traffic volumes on feeder roads because its association with vehicle traffic is strong. It is being used by the GOT's IRP project as one of the two factors for screening rural roads. Using the population-served indicator will facilitate the collection and reporting of time-series data capturing people level impact.

These changes reflect two important considerations: first, the need to utilize time-series people-level data; and second, the fact that some of our earlier indicators fell outside of the Mission's manageable interest. We believe that this refinement of our indicators for the Strategic Objective and Target 1.1 will satisfy these two considerations.

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**STRATEGIC OBJECTIVE 2: Increased formal private sector participation in the economy.**

The original strategic objective, "increased formal private sector employment and income growth" was moved to the sub-goal level, as explained above. The section in the FED PAAD dealing with the project purpose included the statement "stimulating private sector growth", which led the October 1993 MER team and Mission staff into a discussion of what impact could be expected from the targets of the program. The phrase "private sector participation" is the broadest statement we can make which captures the Mission's intentions for impact from the policy reform and business assistance activities hereunder, and yet remains within the Mission's manageable interest.

At the time of submission of the 1992 API the FED project and non-project documentation had just been approved and obligated, and therefore that API did not comment on Strategic Objective 2, other than to say that the baseline data and indicators remained the same as they had been originally presented in the April 1992 CPSP. The objective tree included in the 1992 API was also a repeat of the same materials presented in the CPSP. Thus, revision of the original CPSP wording for Strategic Objective 2, along with its Targets (now three instead of one), has been extensive. The current status of activity and impact under S.O.2 has been discussed above (in Section III). The reporting below explains the changes we have made in S.O.2.

Performance Indicators:

Private sector share of GDP  
Private sector employment  
Annual growth rate of private enterprises

These three indicators replace the original indicators which now will measure the sub-goal. These new indicators more appropriately measure impact associated with our activities under this objective by showing growth of the private sector through various means.

**Target 2.1: Sound and diverse financial systems established.**

With only one target in the original strategy, "Private sector support environment improved", the strategy lacked focus and clarity. The three distinct areas of focus for the Mission's program suggested that three targets were needed. In addition, "support environment improved" is not the highest level of result that the Mission could achieve. The three new targets are now better results-oriented. Each of the new targets selected was taken directly from the outputs section of the FED Program Logframe.

This target as now stated, best captures the changes taking place in the Central Bank (BOT) and the resulting diversification and privatization within the financial sector.

The new Performance Indicators are:

**Number of private financial institutions**  
**Value of private sector commercial loans**  
**Gap between market and official exchange rates**

As major policy reforms continue to take place at the Bank of Tanzania, several things are expected to occur. Private sector financial institutions will be allowed to increase their participation in the economy. As financial and monetary policies change, new means of financing will be put in place, public sector lending to parastatals is expected to decrease, and the value of the private sector commercial loan portfolio should increase. Finally, financial policy reform has produced a system of unified exchange rates, with no difference between the market and official rates. This change has been implemented by the GOT earlier than originally planned under the ERP, and although it is in place we will continue to monitor the status of exchange rates during the coming year. It may well be that we will want to modify this indicator next year.

**Target 2.2: Private enterprise growth and expansion.**

The second target focuses on enterprise-level changes. This new target reflects the effect of the FED Program's business assistance efforts, the \$40 million commodity import program, and some business regulatory changes.

The new Performance Indicators are:

**Assisted-businesses with annual sales growth over 25 percent**  
**New jobs created in assisted-businesses**  
**Days to register a new business**

The definition of "assisted-businesses" includes businesses receiving commodity import support funding under the FED NPA as well as those businesses receiving technical assistance from the Business Services Center under the FED PA. The first two of these new indicators will be gender disaggregated, the first by owner and the second by employee.

The FED PAAD is not specific as to who will be responsible for the policy reform efforts in the business regulation area. Now that the private sector advisor has taken up his post here, and the Business Services Center will open during the coming year,

this issue will be decided. If the result is that the business associations will be made responsible for this, then the third indicator will be moved to Target 2.3.

**Target 2.3: Role of private sector in shaping public policy increased.**

This final new target under S.O.2 focuses on assistance to the business community to be provided through business associations in membership development, workshops, seminars and policy studies. It reflects the Mission's democracy/governance concerns in developing valid and viable alternative voices for input into policymaking. Presently, such voices are weak, unorganized and without the means to participate in the policy dialogue.

**The new Performance Indicators are:**

**Business association membership**

Number of joint seminars by GOT and private sector business persons

Policy impact indicator TBD

As business associations are able to better voice the needs of their constituent members and provide needed services, it is logical that their membership should increase. It is also reasonable that an increasing number of specialized associations will be organized to establish and protect the rights of their membership. Although some individual Tanzanian businesspersons have been active in the limited number of fora addressing Government policy, it is our impression that the few existing associations have not been thus active to any noticeable degree. The extent to which such associations participate in the policy dialogue with the Government will provide valid measurement of the openness of the economy, as well as insight into democracy and governance aspects.

A third indicator, one that can reflect the impact of the policy dialogue, will be developed once a particular policy is identified through the implementation processes associated with the other components of the FED program. This will occur in 1995.

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**PROGRAM SUB-GOAL 2: Improved Health Status**

USAID/Tanzania has added a new sub-goal, "Improved Health Status", to more explicitly define the link between Strategic Objective 3 and the Mission's overall goal. This linkage was previously discussed in the 1992 CPSP, where the Mission presented insight into the impacts of child spacing and HIV/AIDS on maternal and child health, and more generally on families in Tanzania. Our work with the October 1993 MER team members clarified the need for this addition at this time.

The new Sub-goal Indicators are:

**Infant Mortality Rate  
Child Mortality Rate**

Measurement of the impact of family planning and the use of HIV/AIDS preventive measures on infant and child mortality is not original with this Mission. They have been used elsewhere and frequently as proxies for health status. These are appropriate indicators for several reasons. First: the infant mortality rate is one of the most sensitive measures of overall change in health status. Secondly: child spacing, e.g. the use of family planning to prevent high-risk births, and the use of HIV/AIDS preventive measures, have a profound impact on infant and child survival. If births are spaced too closely, both the child preceding the newborn, and the newborn itself, are much more likely to die. HIV/AIDS is impacting both adults and children in Tanzania. The 1991/2 TDHS and the periodic national censuses provide reliable estimates of infant and child mortality rates. To our knowledge there presently are no equally-valid measures of maternal or other adult mortality.

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**STRATEGIC OBJECTIVE 3: Increased Use of Family Planning and HIV/AIDS Preventive Measures**

The Mission has reviewed and refined its reporting on Strategic Objective 3 to:

- more accurately reflect mission decisions this year about the nature and emphasis of our HIV/AIDS prevention program;
- incorporate changes from the recommended Priority Prevention Indicators (PPIs) by the Global Program on AIDS/World Health Organization (GPA/WHO); and,
- disaggregate by gender where appropriate.

The data for all of the indicators (see Table 4 in Section III) except for two measures of service availability come from either completed or planned national population and health surveys, e.g. the 1991/2 and 1996 Tanzania Demographic and Health Surveys (TDHS), and the 1994 Knowledge, Attitude and Practice Survey (KAPS). Table 4 provides detailed information on the indicators we are using, and the expected results.

At the S.O. level the new Performance Indicators are:

- Modern method CPR
- Condom Use
- Sexual Intercourse with Non-regular Partners

In accordance with recommendations from the Population Evaluation Project, the Mission will use the modern method contraceptive prevalence rate (CPR), rather than the rate for all methods of contraception reported in the 1992 API, to measure increased use of family planning. Because of the amount of sexual activity outside of marriage or other official union, the Mission will be monitoring and reporting on the modern method CPR both for women of reproductive age in union and for all women of reproductive age.

In keeping with the August 1993 recommendations by the GPA/WHO on how to measure behavior related to the use of HIV/AIDS preventive actions, the Mission has added an indicator here on sexual intercourse with non-regular partners, in addition to the indicator on condom-use previously reported. Both of these indicators will be disaggregated by gender. Alternative approaches to measuring both condom use and sexual activity are being considered.

The final decision on which of the proposed measures to use will



gender. The age cohorts for women (15-49) and men (15-60), correspond to the baseline established in the 1991/2 TDHS.

"Access" is being measured by the percentage of service delivery points which provide family planning services on a regular basis. This measure is drawn from the findings of the 1992 Tanzania Situation Analysis Study (TSAS), which will be repeated in 1997. USAID will further define what constitutes "service delivery on a regular basis" after a review of the TSAS methodology.

**Target 3.2: Increased knowledge of and access to HIV/AIDS preventive measures**

The new Performance Indicators are:

- Knowledge of HIV/AIDS Preventive Measures
- Knowledge of Condom Use
- Knowledge of AIDS Risk
- Access to AIDS Information and Services
- Condom Availability
- Knowledge and Availability of STD Treatment

The indicator of "condom-use", previously reported at the target and sub-target levels, has been moved up to the strategic objective level since it is a measure of use of HIV/AIDS preventive measures.

The measures of increased "knowledge" and "access to HIV/AIDS preventive measures" have been revised to correspond more closely with the Mission's final design of our HIV/AIDS prevention program, and with the GPA/WHO recommendations. There are three measures of "knowledge" and two of "access" to HIV/AIDS preventive services.

Determination of the indicator levels for "knowledge of HIV/AIDS measures" and of "AIDS risk", as well as for "condom availability" will use the methodology developed by GPA/WHO. The indicator on "knowledge of condom use" is derived from the TDHS. "Access to AIDS information and services" will be measured through establishment and monitoring of AIDS "anchor sites", a concept and method of project implementation discussed in official documentation for the Tanzania AIDS Project (TAP).