

CHAPTER 6

Institutional Set-up and Implementation of the Master Plan

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6.1 Institutional Set-up

6.1.1 Project as an Entry for Sustainable Development

A project is usually defined by three elements; 1) certain period of time, 2) pre-determined objectives, and 3) certain inputs (people, material and money). Therefore, by definition, a project is to be completed when 1) certain period of time has passed, 2) pre-set objectives have been fulfilled, and 3) certain inputs have been consumed. That means sustainability is not in the project itself, but in the development process of each stakeholder who is involved in the project with commitment. Sustainability depends on how the project has been incorporated in the development process of each stakeholder and how each stakeholder will act in the future. Beyond operation and maintenance of a certain project, how the outcome of the project expands through farmer-to-farmer extension and how the stakeholders involved reflect the lessons learned from the project are the key for the real sustainable development.

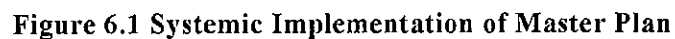
6.1.2 Master Plan as a Dynamic System

The master plan in this Study is not a static drawing or paper, but a dynamic system including people, organizations and institutions. For this purpose, following institutional setups are necessary.

- 1) Institutional setup to realize participatory planning, implementation, monitoring and evaluation of projects according to the master plan.
- 2) Institutional setup to feed back the lessons learned from the projects to the master plan, and
- 3) Institutional setup for each stakeholder to build his or her capacity through the activities under 1) and 2).

6.1.3 Systematic Implementation of Master Plan

As stated above, this Study aims at formulating a Master Plan as a dynamic system. From the experience and lessons learned from the Study, it has been concluded that the Master Plan is not merely a plan on paper but individuals and their organizations that use it. Thus, this Study proposes a system for the implementation of development projects as shown in the figure below in order to realize the Master Plan.



The coordination between the IAD Central Office, Regional Offices, and people in the settlement areas constitutes the essence of the mechanism of project implementation as discussed next.

6.1.4 Organizational Mechanism for Master Plan Implementation

In implementing the pilot projects, coordination with the programs and projects of other government institutions or NGOs were not fully realized mainly because of time constraint. It is essential, however, that for integrated rural development, all the programs and projects in the area work together, and all the projects are managed systematically regardless of whether or not they are under the jurisdiction of the IAD. IAD needs to play as the focal point of all the programs and projects in the area including the ones under other institutions. The figure below shows the mechanism for pilot project implementation being tested during this Study led by IAD.

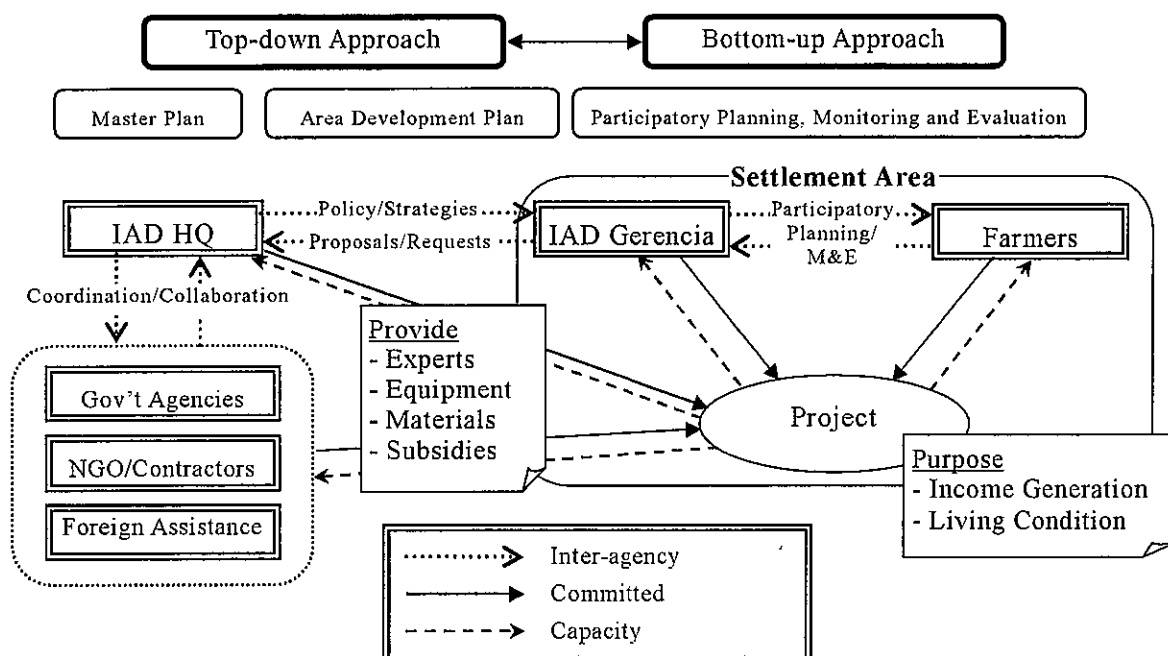


Figure 6.2 Prototype of Implementation Mechanism of Pilot Projects led by IAD

In this mechanism, IAD Central Office, Regional Offices, people in the settlement areas, and other stakeholders bring about development by recognizing their roles and fulfilling their responsibilities. Both top-down and bottom-up approaches are essential. In other words, as the Area Development Plans were formulated with two planning methods, situation analysis based on scientific data and participatory planning, it is a key in development in settlement areas to balance top-down and bottom-up approaches. In principle, the IAD Central Office conducts top-down planning, and Regional Offices are points of contact with settlers and carries out bottom-up planning. The roles of the stakeholders in the figure above are described below.

IAD Central Office

- Based on the Master Plan, it formulates area development plans. At that time, it is necessary to coordinate people's needs and administrative development priorities of both local and national governments.

- It conducts detailed surveys of natural and socioeconomic conditions in each particular area in formulating an area development plan.
- The social development department conducts participatory workshops in collaboration with the Regional Offices so that IAD officials and settlers understand each other and formulate an implementation plan of a project. A project should be designed in such a way that beneficiaries are willing to commit to its implementation.
- Works at the village level are basically carried out by the Regional Offices, but the Social Development Department support such works. In particular, it utilizes the experience gained in this Study, and transfer related technology through participatory workshops at the Regional Offices.
- The Central Office receives results of project monitoring and evaluation and recommendations from the Regional Offices and uses them as lessons for future projects.
- It coordinates cooperation and collaboration with relevant government institutions and NGOs in formulating area development plans and implementing projects.

IAD Regional Offices

- They support analytic and planning works of the Central Office in formulating area development plans by providing knowledge and experience in settlement areas and reflecting people's opinions.
- They formulate plans for projects with settlers using participatory planning methods.
- In case of facility development where operation and maintenance works and costs are necessary, the Regional Offices coordinate beneficiaries and relevant institutions to agree on their roles and portions of project costs to be shared.
- During the implementation of a project, the Regional Offices conduct monitoring and evaluation, collect lessons from successes and failures in the project, and make necessary recommendations to the Central Office.
- The Regional Offices support settlers to build their capacities and strengthen their organizations so that they become empowered and improve their own lives.

People in Settlement Areas

- With support from the IAD, they need to commit to the implementation of a project, gain capacity to improve their own lives, and realize their own development.
- With the budget of the IAD limited, they need to share costs in some projects.
- Direct beneficiaries of a project strengthen their organizations and build their capacities. They also learn from the project and start their own self-development.
- They also share the experience with others and provide supports so that a similar project can be

launched within the same area.

Other Institutions and NGOs

- They provide technical support since some of the projects in the Master Plan cannot be carried out by the IAD alone.
- They share lessons and experience of the project implementation and management with the IAD.
- They implement their own projects in coordination with the IAD so that development of the settlement areas can be more efficient.

International Aid Organizations

- In projects that require large input, they coordinate with the IAD and other institutions and provide assistance in terms of funds or materials and equipment.

6.2 A Proposal of the Implementation Plan for the Master Plan

10 meetings of the task force of the technicians of IAD (A total of 15) were held and issues such as what is necessary to be done to implement the master plan successfully, what needs to be done immediately and what technicians can do for that were discussed. The output is a proposal of the implementation plan for the master plan and it became the consensus of IAD counterparts.

First of all, the mission of IAD was defined as the quality of the life of small-scale farmers is improved and poverty in rural area is eradicated in the workshop of technicians. After that, following ten steps were planned to materialize the master plan in 56 settlement areas.

- 1) "Program" (Operational Unit) is working for implementing the Master Plan.

The first step towards the realization of the master plan should be the establishment of operational unit. The core members of the operational unit are the counterparts of the Study and also the representatives of all the departments of the IAD should be included. The total number of the unit would be 12 to 15 and the head of the unit would either be from the Planning Department or the Social Development Department. The budget for routine work of the unit must be provided by the IAD. And the equipment for the Study needs to be utilized by the unit.

For the establishment of the operational unit, the Planning Department needs to submit a proposal to the Board of IAD. The members of the inter-institutional meeting for the Study are also the members of the Board. After the approval of the Board, the Director General of the IAD will issue an internal resolution to establish the unit.

As the operational unit continues monitoring and evaluation of the pilot projects, it also needs to start studying the feasibility of the new projects and to make a budget. The unit also needs to

have regular meetings around twice a month.

2) IAD is working together with other institutions.

The Operational Unit presents the Master Plan to the institutions involved, to prepare the terms of agreement and all the institutions involved need to sign the inter-institutional agreement.

3) IAD has clear strategies to implement the Master Plan.

The Operational Unit selects a team of technicians to analyze the contents of the master plan and to make recommendations.

4) IAD can select good participatory projects.

The teams of technicians visits the settlement areas and selects the areas.

5) The technicians design the projects.

The teams of technicians classifies the projects by sector, assign the projects to the departments involved and design the projects with the concerned departments

6) Proposals for projects are made.

The teams of technicians collects information and makes proposals.

7) The proposal is presented to the Director General of the IAD.

The teams of technicians presents the proposal to the Director General of IAD and the Director General submits the proposal to the President.

8) IAD has the fund for implementing the Master Plan.

IAD submits a master plan implementation proposal to international organizations and IAD assigns necessary funds to implement the master plan.

9) IAD is implementing integrated rural development program.

The Operational Unit selects regional execution units. The technicians at central and regional level together with community leaders elaborate the plans of operation and implement the plan.

10) IAD is monitoring and evaluating the projects and programs properly.

The operational unit accumulate the records of project development, held technical meetings, visit the project areas and conduct meetings and participatory workshops.

After the discussion on the implementation plan of the Master Plan, the technicians identified eight activities, which they can undertake immediately.

1) To coordinate with the other departments involved in the implementation of the Master Plan.

2) To present the proposal of Maste Plan implementation plan to JICA Study Team and its

counterparts.

- 3) To present the proposal of M.P. implementation plan to the officers in charge of Planning, International Cooperation and Social Development Departments.
- 4) To present the proposal of M.P. implementation plan to the officers in charge of other departments and regional offices of IAD.
- 5) To follow up the pilot projects implemented.
- 6) To strengthen the organizations of the pilot projects.
- 7) To held participatory methodology seminars at IAD's regional offices.
- 8) To continue monitoring and evaluation activities of the pilot projects.

CHAPTER 7

Lessons

CHAPTER 7 LESSONS

7.1 Relevance of Project at the Levels of Strategy and Design

As discussed in Chapter 6, some pilot projects achieved their planned outputs and project purpose, and some did not. Many projects with low plan achievement had problems in their designs while their strategies were consistent with rural development, namely income generation or improvement of living conditions. On the other hand, a project was evaluated low on relevance at the strategic level and could not be recommended for further replication in other areas. The table below shows problems of each pilot project and describes measures for improvement in implementing similar projects in future.

	Problem	Measures
La Luisa		
Micro-enterprise 1 (Sewing)	None	Little needs to revise, but support for business creation in rural areas does not necessarily require industrial sewing machines. Training with manual machines is sufficient.
Micro-enterprise 2 (Cooking)	Design	Design a training to meet the demands in rural areas. A training program for nutritional improvement can be a good alternative.
Micro-enterprise 3 (Computer)	Strategy	It is not consistent with a strategy for income generation in rural areas. It is not recommendable to replicate it in other areas.
Domestic Water Supply	None	It can be replicated as a model in future.
Health Education	Design	Raise members' motivations and awareness through reiterative, deep discussions for selecting the health education team members.
Tamayo		
Agriculture Infrastructure	None	No need to revise the design.
Small Animal Raising	Design	A system for collective management should be introduced to strengthen the organization.
Business Transport	Design	Target a village with enough agricultural products to transport.
Esperanza		
Marketing Capacity Building	Design	Project scope should include not only training but support for cultivation and marketing.
Los Hatillos		
Land Use Planning Support	Design	For farmers to raise their motivations, clear incentives such as support for demonstration farms are necessary.
Water Use Improvement	Design	Carry out campaigns in the whole community after identifying problems with a small group of people first.

The next section describes projects that need improvement measures.

(1) Micro-enterprise Creation Pilot Projects (Training for Sewing, Cooking, and Computer)

One of the limitations found in the pilot projects is that time was too short for participants with almost no skills to acquire new skills first and then find jobs or create a business. Inherently, not everyone can be an entrepreneur, and thus it is necessary to select right persons (with enterprising spirit and a certain vocational experience) and also train them on business management. On the other hand, for a place with favorable location conditions near a large city like La Luisa, it is perfectly a good strategy of income generation to help them become employed, rather than start a new business. An alternative can be to put more emphasis on vocational training to obtain jobs in

nearby free zones. In any event, there is a close correlation between the purpose (employment or business start-up) and the target group (novice, experienced, or risk taker), and thus project planning and design must take this into account.

It is important to select the type of vocation skills; (1) sewing, (2) cooking, or (3) computer. It is relatively easy to start a sewing course, and there are some opportunities to sell products, but income is more likely a supplemental one. Cooking course can be more suitable in rural settings by making the scale smaller and requiring less expensive equipment. It should also meet the demands of rural communities such as making cakes and sweets. It is difficult to obtain employment or start a new business through basic knowledge and skills of computer, and a computer course is not recommendable as a means for income generation in rural areas.

(2) Health Education Pilot Project

The biggest challenge was sustainability, which would require the members of the health education team to continue its activities. Members enthusiastically undertook activities in a community where the team members were selected after long, serious discussions, whereas it seemed that the members were merely participating in an event in a community where they were selected in the course of events. Motivations and enthusiasms surged through discussions of selecting members.

(3) Agricultural Infrastructure Development Pilot Project

Technical design was not necessary to be changed but the project was implemented before fixing work-sharing system with beneficial farmers. As a consequence, many of the beneficial farmers did not participate in the work activities at the beginning of construction works. The project was also started without enough coordination for project implementation, operation and maintenance of the facility between IAD and INDRHI due to time limitation. Therefore ample discussion is necessary for arrangement of coordination with the farmers and the institutions concerned.

(4) Small Animal Raising Pilot Project

Although the outputs and project purpose were almost achieved as planned, a mechanism should have been introduced to manage the animals collectively in order to strengthen the organization. An alternative could be to share male goats and pigs in a group.

(5) Business Transport Pilot Project

The project itself was adequate for a rural development strategy to transport agricultural products without middlemen. Since the community did not have needs for transporting products, the project could not enjoy the economy of scale. It was necessary to target the whole community and keep a big frame of beneficiaries, make a team within it, and design a project in such a way that the entire

group could receive benefits of the truck.

(6) Capacity Strengthening of Marketing Activities Pilot Project

The project achieved its planned outputs and project purpose, and sustainability was evaluated high. However, the project scope should not be limited to training but include supporting activities for farmers to practice the knowledge and skills learned in the course.

(7) Land Use Planning Support Pilot Project

Soil analysis and land use plan were indispensable in the area, but farmers were not fully involved in the process of making them and not using the plan. A demonstration farm can be an incentive for them, and it should be included in the project design through discussions with the farmers.

(8) Water Use Improvement Pilot Project

Like the health education project in La Luisa, the biggest challenge was also sustainability. In a large community, it would have been better to do trial implementation first with a limited number of people, as planned initially, and then scale up the activities in the whole community. At the trial stage, it is necessary to identify problems clearly, take measures, check the effects, and carry out the project in a full scale based on the lessons learned with a small group. For beneficiaries to ensure sustainability, clear, tangible positive effects are most important.

CHAPTER 8

Conclusion and Recommendations

CHAPTER 8 CONCLUSION AND RECOMMENDATIONS

8.1 Conclusion

There has been no real consensus about what community participation is in rural development and how rural development is carried out, and this has perpetuated a top-down approach from the state, on the other hand, dependence of the communities on the state. In these respects, this Study offered an excellent chance to verify various hypotheses on participation and implementation methodology throughout the two and half years of study period. For this reason, the Study's participatory and verification process was in fact its own main objective, resulting Master Plan is in practical terms a by-product of this process.

According to "Action Plan on Dominican Social Policy" which was published in 2003 by Presidential Office, the share of poor households by income level, about 85 % of the poor households are under the poverty line in the rural areas. The higher incidence of poverty, from 82 to 96 %, is found in the rural areas of the regions where the model areas in this study are located, which was affected by the sudden decline of sugar industry in the study areas. It should be highly appreciated from the aspect of the poverty alleviation in the rural areas that IAD has distributed the lands to landless farmers for past forty years in land reform program with establishment of settlements and support to the settlers. The land distributed for each settler gets smaller in acreage and less suitable for cultivation. This leads to require other approach of rural development than those IAD had in the past, that for the integrated rural development of the former sugarcane plantation areas.

As to local communities, they were inclined to list what they wanted the Dominican Republic government/donors to do them at an early stage of this Study. It could be said the dependency syndrome comes from the external development approach in the past, which is different from self-development approach. However, the communities show their will on their development in the process of Pilot project implementation, that should somewhat resemble to a master plan envisaged by themselves. If they assign a priority to a project, they should be confident they are able to implement it primarily on their initiative and in the committed participation of various stakeholders. What was tried throughout implementation of Pilot projects was the committed participation of various stakeholders to implement rural development, where RD and donors should be merely subsidy providers. This approach is very different from conventional approach in which RD/donors are mainly responsible for the implementation of projects. In this regard, communities should overcome their own constraints primarily by their own resources and initiatives so that the projects sustain and been placed in the process of the communities' own development.

This Study concludes that a rural development depends on participatory development with the committed involvement of the stakeholders, which could be the core of rural development aimed at increasing income and improving living conditions and thereby reducing rural poverty in the Study area. Therefore, the Government of Dominican Republic should take action on implementation of Master Plan, either with assistance from donors or at its own expenses, on implementing the integrated rural development plan in the former sugarcane plantation areas.

8.2 Recommendations

8.2.1 Recommendations to Materialize the Master Plan

(1) Coordination of Roles and Development Targets between IAD and the National/Local Governmental Organizations Concerned

Some of the master plan components for integrated rural development are within the jurisdiction of local government or other national agencies concerned, which means that they are outside the jurisdiction of IAD. Accordingly IAD should coordinate the project components among the national/local agencies concerned. Firstly the rules for the coordination should be established. Without the coordination for project components and implementation, ineffective project progress (e.g. components duplication) is inevitable. Secondly the geographical demarcation between the settlement area and other local organizations (Paraje, Seccion, Municipio and Province) should be clarified. After the clarification, a reasonable development plan could be formulated and then the project could be implemented efficiently.

(2) Scenario for Realizing the Master Plan (Entry Project for Vertical and Horizontal Extensions)

If IAD and other government institutions continue implementing all the projects under the Master Plan as it has been, it is totally impossible to materialize the Master Plan. Therefore, it is necessary not only to realize the project purpose of each project, but that the direct beneficiaries of the project can apply their experiences and lessons to the next development process and different projects (vertical extension) and neighboring farmers can start the same kind of projects by their own initiatives (horizontal extension). That is to say participatory development. Toward that direction, we need to deal with all the projects in the area as an integrated rural development program, not as each and independent project, and to plan the program and projects so that vertical and horizontal extensions are made possible. That means all the projects are just like the pilot projects of the Study to the Master Plan for IAD. The goal of the projects is not project purposes, but vertical and horizontal outcomes.

1) One (or a few) project is implemented as an entry point.

Those involved in this project use the experience and launch a new development (vertical extension). It is necessary to select the projects among the projects which were evaluated at high ranks with high potential of vertical and horizontal (within the projects area as well as outside of the projects) extension

2) Fellows in the same area who have seen the project attempt to start a similar project by their own (horizontal extension within an area).

For an entry project to lead to a new development process, it is imperative that the organization for project implementation is strengthened, and that the members collaborate to continue activities together after the project is completed. In doing so, project design must include the following six actions; (a) create incentives or mechanisms for individuals to work as a team; (b) balance benefits and costs, i.e. commitment to the team, among the members; (c) clarify responsibilities of each member in a team; (d) have the members make clear rules for project operation; (e) make it relatively difficult for potential beneficiaries to join the project and encourage motivated individuals to participate; (f) require direct beneficiaries to share adequate burdens of the project cost and establish a sense of ownership among them.

3) A similar project also extends and develops in another area with the participation of those who have seen the project (horizontal extension between areas).

Farmer-to-farmer extension has been found most effective for a project to extend in the area, but it was not so easy to carry it out when the pilot projects were implemented in the model areas. For horizontal extension within an area, when a project is implemented, it should be regarded as only "pilot," and the purpose of such a project is to encourage others to carry out similar projects in future. In other words, projects must be carried out with a plan to extend it to an entire area and produce more beneficiaries in future even though the size of direct beneficiaries is small at first. For that, a strategy for horizontal extension by farmers must be incorporated in the project design from the beginning.

4) Systematic Extension Activities for Horizontal Extension among Settlements Areas

Farmer-to-farmer extension including study tour does not work so effectively in implementing national-level master plans because of the distance among the project sites. That is true especially for settlement areas because they are scattered all over the country. Farmer-to-farmer horizontal extension cannot be expected so much even for participatory projects, which farmers can start with little intervention from outside. Therefore, systematic extension activities by

government institutions such as IAD are inevitable. This is one of the big differences from rural development plans or area development plans for certain regions or areas.

(3) Indispensable precise survey to make a development plan for each settlement

Former sugarcane plantation areas are distributed all around the country and their conditions considerably vary in terms of both naturally and socio-economically. For instance, some areas are located in semi-arid zones (less than 500-mm annual rainfall) but some are in tropical humid areas (more than 2,000-mm annual rainfall). Some areas are for removal people from the National Reserve Areas, but people fought to get land titles for long time in other areas. Thus each area varies in natural and social background. Although this Study did categorization of 55 former sugarcane plantation areas, precise survey that intends to grasp natural and social conditions of the area and people's needs is indispensable to make a development plan for each settlement. The survey should be done together with the various stakeholders (not only with beneficiaries but also with the agencies concerned) to have mutual consents with beneficiaries and government officers. Therefore the Social Development Department of IAD should take initiatives for the implementation of the precise survey.

(4) Coordination of people's needs and administrative priorities

As a result of the precise survey done together with various stake-holders, people's needs could be grasped. However it is fundamental to coordinate these needs and administrative development priorities of both local and national governments because the people's needs do not have an administrative perspective. So it is essential to hold a meeting with beneficial people and government officers to have mutual understanding. In particular, some facility development often needs operation and maintenance works and a plan for operation and maintenance costs/works between beneficiaries and governmental agencies should be made by mutual agreement to realize appropriate facility operation.

(5) Importance of effective technical extension services in agricultural development

Dominican Republic has a wide range of agricultural production systems, from commercial farm produce production for exportation to self-consumptive agricultural production. This can also apply in IAD settlements, where some areas are possible for advanced agriculture and others are only for self-supportive one. Consequently, technical extension services which intends to improve farmers' income needs to deal with a variety of crops and technologies. The Production Department of IAD should establish effective technical extension services as soon as possible with close cooperation not only with SEA but also with INESPRES, INDRHI and other agencies concerned.

8.2.2 Recommendations for Project Implementation

(1) Necessity on a Balanced Input

It is sometimes essential to intervene from outside, but it could give negative impact if the intervention is completely one-sided. In that case, outsiders are just considered as a savior or Santa Claus and it does not contribute to sustainable development. It could even discourage the people from self-development and then strengthen paternalism. Therefore, it is important for participatory development to make input not too large, to balance the input with obligation or responsibility and to avoid one-sided presents to the farmers.

(2) Indispensable Participation in Decision Making of Project Design

In highly participatory projects such as income generation projects, the level of participation in implementation stage is expected to be much higher than in planning stage so that the projects are 100% owned by the farmers at the end of the project period. However, even in low participatory projects such as public service projects, it is not good enough to get consensus of farmers about the needs and input to the project. Participation in decision making of the designing of the project is essential. If there is not enough participation in designing of the project, it ends up someone else's business and cannot be an effective project.

(3) Necessity on Clear Definition of Direct Beneficiaries / Target Group

The direct beneficiaries / target group of a project must be defined very clearly at the planning stage. If big input is provided without defining them, the beneficiaries tend to expand and it becomes difficult to strengthen the organization in short term. Also usually much longer time is necessary to implement a participatory project in the community where organizations are not well functioning. More haste, less speed. A wait-and-see attitude is necessary sometimes.

(4) Necessity on Project Management Workshops for Strengthening Leaderships of farmers

In this Study, workshop management also follows the concept of learning and evolving system. Since studies or projects are initiated by the direct intervention from outside, it is inevitable for the Study Team and IAD to become the main actors at the earlier stage. However, if the Team or IAD are at the center till the end of the projects, there will be no sustainability. Therefore, management of the workshops needs to be considered as an evolving learning system. As the workshops go through the stages of analysis, project selection, designing, kick-off, monitoring and evaluation, the main actor of the management should change from IAD headquarters to IAD regional offices, then to the leaders of the farmers.

(5) Necessity on Changing Perspectives of People

A big obstacle for vertical and horizontal extension is people's perspectives. For long, people in the settlement areas are accustomed to an idea that everything is given from outside, i.e. the government. In the pilot projects, despite many attempts to change people's perspectives, their dependency remained unchanged and even ended up being reinforced in some projects. Particularly memorable was remarks made by many beneficiaries in different areas. In response to a question what was the lessons learned in the project, many said that the project came to their village from the Japanese because they were united and fought together for it. In order to realize the Master Plan, it is imperative not to give this type of impression and instead encourage them to live their own lives independently.

8.2.3 Recommendations on Technical Aspects

(1) Level of Agricultural Infrastructure Development

Level of agricultural infrastructure development should not be highly technological but be suitable to the technology level of beneficial settlers because they would operate, maintain and repair the facilities by themselves. To realize it, it is desirable to do following procedures.

- 1) Field works which include surveying are done together with the beneficial settlers.
- 2) Several options for facility planning and designing are done together with the beneficial settlers.
- 3) At the detailed designing stage, final decision is done by the beneficial settlers in consideration of construction cost, construction period, responsibilities of stakeholders, and cost-sharing.

In addition, sufficient time is necessary to do the above procedures in order.

(2) Promotion of the Farmers' Participation to the Technical Survey Project

Like the Land Use Planning Support Project in Los Hatillos I, farmers' participation is not so much for this kind of technical survey project because the immediate benefit from the project is invisible. Accordingly, during the project implementation period, demonstration farm components which directly reflect the result of soil survey to increase farm income were added to the original plan. This kind of alteration helps to increase the farmers' participation to the project activity.

(3) Land Suitability Map by Crop Types and Guidelines for Land Use Improvement

In many settlement areas, there are various low-productivity soils, which correspond to Class 4 of the SEA land classification or worse than that. In addition, the distribution of these soils and topographical conditions are complicated. However the present SEA land classification map is not adequate to make a land suitability map by crop types by each settlement and suggest measures for

soil conservation and land use improvement. Consequently, a land use support project that proposes guidelines for land use improvement in accordance with soil conditions by each settlement is vital. The project should make a land suitability map by crop types and guidelines for land use improvement by settlement. Because neither the land suitability maps nor the guidelines are presently available, the project should prepare them which cover several neighboring settlements.

8.2.4 Recommendations toward Participatory Development

(1) Institutional Development on Participatory Development by Committed Involvement of All the Stakeholders

Participatory development in this Study does not only mean participation of the farmers, the final beneficiaries, but means committed involvement of all the stakeholders who need to act in the development of the farmers. Farmers are definitely the main actors of the rural development, but officers of IAD and other government organizations, NGO members, consultants and many others are also involved in the rural development. Rural development cannot be realized without committed involvement of those stakeholders.

(2) Farmers' Participation in Income Generation Typed Projects

Level of participation / cost sharing naturally differs from project to project. Public service projects in BHN tend to have less participation / cost sharing, on the other hand, income generating projects tend to have higher participation / cost sharing. The implementing organizations of public service projects are usually national and local governments or NGOs and participation of farmers in implementation is limited. While the implementing organizations of income generating projects are usually farmers' organizations. Farmers are the owners of the projects and governments or NGOs demote to secondary roles.

(3) Close Coordination of Implementation, Monitoring and Evaluation

It is impossible to manage a participatory project by central decision making of the implementation unit. If that is a pilot project for verification, it is also very difficult to contract out the whole management or some components to local consultants or NGOs. It is necessary to build up a handmade project with careful and flexible response to the change of environment and farmers' needs. Since it is a time-consuming process, a person in charge cannot manage so many projects. It is also difficult for the persons in charge of crosscutting issues such as rural sociology, participatory development, organization strengthening and project evaluation to deal with many projects at the same time. A team of hard and soft or top-down and bottom-up is ideal for balance

in implementation.

(4) A Project for Development of All the Stakeholders

What is the development where various stakeholders are involved with commitment? In conventional concept of development, the word “develop” is a transitive verb and means to develop undeveloped areas or undeveloped people of the target area. Then development is only the development of the target group. However, in social development, the word “develop” is an intransitive verb and means to learn lessons, to build the capacity by all the actors involved with commitment. Therefore, we need to consider all the development of all the stakeholders. Through the project, all the stakeholders are expected to find something, to learn lessons and to develop their capacity. For that purpose, it is not possible to use one and only criteria for monitoring and evaluation, and to monitor and evaluate only the development of the target group. Monitoring and evaluation is also a part of the learning system for each stakeholder, and by that way a project can be an opportunity for the stakeholders to learn lessons.

(5) Close Coordination of Implementation, Monitoring and Evaluation

Coordination of the team members / counterparts / assistants who were implementing the projects with those who were monitoring & evaluating the projects was not so good in this Study. Monitoring & on-going evaluation of the projects and implementation of the projects are two sides of the same coin and it is implementers' job rather than evaluators' job. Final evaluation, however, is necessary to be done by overlooking all the projects so that it is inevitable to form a special evaluation team. Implementation team and evaluation team must work together because evaluation is not for ranking but for learning own lessons and feeding back the recommendations to the master plan. By the same reason, a precise record of implementation, monitoring and on-going evaluation must be taken especially for pilot projects.

List of Study Team Members

IAD

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|-----|------------------------------|--|
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| 7. | Mr. Naoki HARA | Social Development (Sanitation/Education) |
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