

**THE STUDY ON CAPACITY DEVELOPMENT
FOR
THE EFFICIENT MANAGEMENT
OF SUSTAINABLE DEVELOPMENT PROGRAMS
IN
THE BORDER REGION
OF THE DOMINICAN REPUBLIC

FINAL REPORT**

OCTOBER 2008

JAPAN INTERNATIONAL COOPERATION AGENCY (JICA)

INTERNATIONAL DEVELOPMENT CENTER OF JAPAN (IDCJ)

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JR

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Unless Specifically Noted

PREFACE

In response to a request from the Dominican Republic, the Government of Japan decided to conduct a study on the study on capacity development for the efficient management of sustainable development programmes in the border region of the Dominican Republic and entrusted to the study to the Japan International Cooperation Agency (JICA).

JICA selected and dispatched a study team headed by Dr. Jinichro YABUTA of International Development Center of Japan (JICA) during the period between December 2006 and October 2008.

The team held discussions with the officials concerned of the Government of Dominican Republic and conducted field surveys at the study area. Upon returning to Japan, the team conducted further studies and prepared this final report.

I hope that this report will contribute to the promotion of this project and to the enhancement of friendly relationship between our two countries.

Finally, I wish to express my sincere appreciation to the officials concerned of the Government of Dominican Republic for their close cooperation extended to the study.

October 2008

Ariyuki MATSUMOTO
Deputy Vice President
Japan International Cooperation Agency

30 September 2008

Mr. Ariyuki MATSUMOTO
Deputy Vice President
Japan International Cooperation Agency

Letter of Transmittal

Dear Sir,

We are pleased to submit herewith the final report of the Study on Capacity Development for the Efficient Management of Sustainable Development Programs in the Border Region of the Dominican Republic. The Study was undertaken for 22 months from December 2006 to September 2008 by the Study Team under the contract with JICA.

The Border Region in the Dominican Republic suffers from a high poverty rate. This Study identifies the measures and policies to carry out the development of this Region in a sustainable, efficient and effective way. The Study Team has thus established a development strategy for the Border Region as a common indicative guideline for all the stakeholders. Through this process, the Study Team has encouraged SEEPYD, DGDF and other relevant government bodies to increase their capacity to manage development programs for the Border Region.

The Study Team has identified issues and solutions based on the analysis of the socioeconomic situation of this region, with special reference to ongoing programs and projects, needs for development and development management capacity. Two pilot projects of Information System and Capacity Development have been carried out to examine the viability of preliminary ideas for strategies. Based on results from these, the Study Team proposes, in this final report, strategies, administrative set-up and operational guidelines for the development of the Border Region.

In completing this Study, we would like to express our sincere gratitude and appreciation to the officials of JICA. We would also like to send our great appreciation to all the institutes concerned in the Dominican Republic, which have extended their kind assistance and cooperation to the Study Team. It is hoped that this report will contribute to the sustainable development in the Border Region.

Very truly yours,

Jinichiro YABUTA
Leader
The Study Team on Capacity Development
for the Efficient Management of Sustainable
Development Programs
in the Border Region of the Dominican
Republic



Zona Fronteriza /
Border Region



República Dominicana /
Dominican Republic



Mapa Zona Fronteriza / Border Region Map

国境地域位置図

The Study on Capacity Development for the Efficient Management of Sustainable Development Programs in the Border Region of the Dominican Republic

EXECUTIVE SUMMARY

I The Study

The Dominican Republic has registered a high economic growth in the decade of the 1990s and it entered the group of medium income countries. Nevertheless, this achievement did not rebound at full scale in benefit of the indigent class nor has it contributed to reduce regional disparity. In particular, the Border Region has a high poverty index. The Dominican Government has designated the Border Region as a high-priority area for the fight against poverty and has made diverse interventions to palliate social malady. However, poverty reduction has been one of the social problems that have registered very slow advance. Pointed out, as negative factors are the absence of unified development policies, the deficiency of inter-institutional coordination and the lack of a systematic process of planning and implementation of development actions, the lack of an integrated system of information, amongst others. In fact, it is sustained that the lack of efficiency and effectiveness of development activities implemented up to now are due in a great measure, to these points.

In this circumstance, the Government of the Dominican Republic made an application to the Government of Japan for the implementation of a "Development Study" with the purpose of formulating development strategies that serve as basic guidelines for the development of the Border Region and to promote the Capacity Development of the local stakeholders, which is necessary to put in practice these strategies and development plans.

In reply to this application, the Japan International Cooperation Agency (JICA) sent a preliminary study mission in March 2006. Both governments agreed to implement the project called "Study on Capacity Development for the Efficient Management of Sustainable Development Programs in the Dominican Republic Border Region " and they proceeded to agree the study's Scope of Work in September 2006.

This study began in January 2007 and a technical team comprised of members of Secretary of State of Economy, Planning and Development (SEEPYD), General Directorate of Border Region Development (Dirección General de Desarrollo Fronterizo -- DGDF) and JICA was established. Also formed was the Steering Committee presided over by SEEPYD to whom the technical team has been presenting the progress of the study from its initial stage. The JICA Study Team

prepared this Final Report that summarizes the results obtained.

The Study covered the provinces that constitute the Border Region (Montecristi, Dajabón, Santiago Rodríguez, Elías Piña, Independencia, Bahoruco and Pedernales) to achieve the following objectives:

- 1) To establish a development strategy for the Border Region as a common indicative guideline of the Dominican Government for all the stakeholders involved. The target year is 2030.
- 2) To determine the measures and policies to carry out the Border Region development in a sustainable, efficient and effective way.
- 3) During the Study, to increase the capacity of public management of development programs, of SEEPYD, of DGDF and of other public institutions involved in the development of the Border Region.

Many governmental institutions, international cooperation organizations and NGOs have made analyses and proposals on Border Region development. Thus, this Study has used that existing information as reference.

II Analysis and Pilot Projects

1. An analysis was made on the socioeconomic situation of the Border Region, with special reference to programs, projects and actions under implementation, development needs, development management and measures applied by the Dominican Government. The analysis points out that local initiative toward sustainable economy is the key to the development of the Border Region, summarized as follows:
 - 1) Poverty is the biggest problem in the Border Region, caused mainly by a “vicious circle” formed by the flight of the young population and the lack of employment. It is necessary to “generate employment to avoid the flight of young people and to create a region that guarantees sustainable economy”;
 - 2) In spite of the lack of employment as the main problem, the measure applied to this problem up to now has been centered in granting “aid” to complement the lack resulting from poverty. It is necessary to employ actions focused on the achievement of sustainable economy;
 - 3) Another problem that has been pointed out in the development management is the lack of a unified direction and continuity of development policies and activities applied in the Border Region. It is necessary to foster a coherent development towards a unified target with coordination and continuity;

- 4) Analysis was made on the flow of information on the region's development, which is pointed out as one of the factors that influence largely in the efficiency of the development management. This analysis points out that a great need exists in creating a system to share information amongst the key stakeholders and to provide the information to the local population-at-large; and
 - 5) The fundamental problem of the Border Region's development is the fact that "local population has not experienced participation with their own initiative". Knowing this reality, the government of DR has employed new policy that guide toward development with local initiative. These actions need to be strengthened and supported.
2. Further analysis was made on the potentials and advantages of the Border Region for the sustainable economy. The analysis points out that taking advantage of the proximity with the neighboring country a possibility exists to make the regional economy more sustainable through its greater link with the border trade. This implies the transformation of the Border Region from a "simple passing route" toward a "strategic hub of trade", and a "dead end" of the Dominican Republic toward an "important joint" between the four directions (East-West-North-South) of the Hispaniola Island. The analysis is summarized below.
- 1) **Current status:** The decrease in the number of inhabitants and the aging of local society have induced the Border Region to lose its socioeconomic position within the country. In the context of the Hispaniola Island, the Border Region is the most susceptible to migratory pressure from the neighboring country. Also, the cities in the Border Region are so small that they are not sufficiently strong to function as "points of economic transaction" nor as "access routes toward external markets". This limitation also restricts the development of the agriculture and other related industries. This region has had little linkage to the strongest productive sectors in the country: external trade and tourism (especially "Sun and Beach Tourism"). In consequence, a vicious circle has been formed by the stagnation of the economy and the flight of the young generation that would be the main force of the region's development.
 - 2) **Potentials:** the Border Region, however, has several opportunities for growth. Firstly, there is a great potential of the border market when considering the neighboring country as a potential market in expansion. External trade with the neighboring country has been increasing thanks to the improvement of the political climate of the neighboring country. Secondly, with the facilities granted by Law No. 28-01, investment toward this region has increased. Thirdly, this region has two marine ports on both sides of the border that serve as "routes" toward and from the United States of America. Lastly, this region possesses abundant natural resources such as national reserves, which could be developed as

ecotourism destinations. In addition, one can visualize a possibility to develop diverse ecotourism destinations in coordination with the neighboring country that also possesses resources endemic to the Caribbean Region.

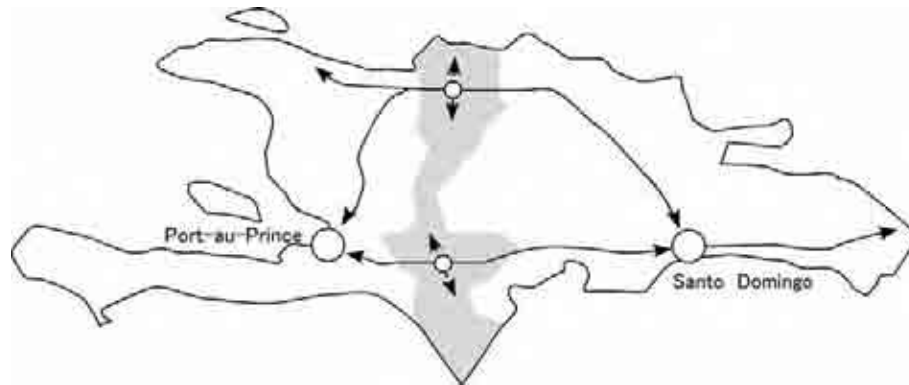


Figure S.1 Scope of Future Development of the Border Region within a Prospect of the DR-Haiti Relationship

Source: JICA Study Team

3. On the other hand, the human, institutional, social and economic capacity has the same importance as the promotion of local initiatives. To our understanding, the capacity for development is “the ability to set and achieve goals, identify development issues and solve those problems.” The main players in development of the Border Region are the local people and governments such as municipalities and provinces. Governmental institutions such as SEEPYD and DGDF support these main players. The local population as main players, and governmental institutions as supporting players have the need to increase their respective capacities as described below:
 - 1) Local people and authorities show the tendency to rely on external resources. It is necessary to foster the sense of ownership in the development of their region and community;
 - 2) Many governmental institutions have implemented projects or actions to develop the Border Region, without the necessary coordination or continuity. Due to low efficiency of the development interventions, the Dominican Government established a new Law of Public Investment that bring forward the “participatory system” as a basis of development policies in the country. At the moment, however, the rules and concrete measures are currently in process of preparation to work out the planning procedures with local participatory initiative, although the legal framework is established. It is important to accumulate, feedback and share practical experiences both at the local and central levels; and
 - 3) In the Dominican Republic, paternalism and clientelism still persist. One recognizes the importance to more clearly separate administration from politics. It is also necessary to

analyze effective measures to avoid the flight of the young generation which is the engine of development in the Border Region.

4. The two Pilot Projects are implemented to verify the viability of the proposed development direction, as follows:
 - 1) Information System: increasing linkage through information sharing, and
 - 2) Capacity Development: trials of development with local initiatives.

The results of pilot projects showed that the local initiative contributes to increasing the capacity of the stakeholders involved. Thus, making use of the experiences acquired in the pilot projects will be a key to the success of the development strategies proposed in this report.

III Strategies for the Development of the Border Region

VISION

"Prosperity and Well-being Based on Integrated and Sustainable Development"

The vision expressed above has been proposed by the participants in a series of participatory workshops held in this Study. It represents the local people's and community desire to reach, on their own, a prosperous society with health, social harmony, opportunities for growth and quality of life.

TARGET

For the interpretation of the Vision referred to, the poverty index is applied as a common indicator among the diverse stakeholders that would be involved in the process of community development. Keeping in mind the past progress and the millennium development goals as adopted for national development, the following common targets were established:

"To reduce the poverty ratio of the Border Region from 64% in 2002 to 40% in 2015 and to 15% in 2030."

APPROCHES

Existing approaches have tended to supplement the lack produced by poverty, but from now on, a new approach should facilitate sustainable institutions and economy.

DEVELOPMENT STRATEGIES

As a means to reach the Vision with a stress on the sustainable economy, the following five development strategies are proposed:

Strategy 1: Taking maximum advantage of the cross-border markets for the region.

In the Border Region, there are seven cross-border markets located in Dajabón, Tirouli, Comendador, Bánica, Canana Miguel, Jimaní and Pedernales; the commercial volume has registered a very remarkable increase in all the markets. In that sense, the Border Region trademarks a great value in the economy of the Dominican Republic. However, the region itself and the local people have not perceived as many direct benefits as are expected. This is due to the fact that the local products and producers have not been able to insert themselves into the cross-border markets. In consequence, profit from the cross-border markets is not returned to the local communities, but rather diverted to other destinations. At the same time, the border markets also face themselves with such problems as the lack of variety of goods, disordered operation and poor infrastructures, etc.

Then, this strategy aims at fostering the border market activities to expand the local market area and to connect them to diverse productive activities to stimulate the economic dynamics of the region as a whole. In addition, investment in the Border Region would give multiplier effects on the local benefits from the cross-border markets.

Therefore, the following programs are proposed:

Program 1.1. To modernize the border markets, especially by diversification of goods, promotion of trade-related businesses and improvement of market facilities.

Program 1.2. To promote private investment into the Border Region, through a maximum use of existing tax incentives and a greater entry of local dealers in the cross-border markets and greater investments in infrastructure and urban environment.

Program 1.3. To maximize the entry of local products in the border markets, through promoting farmers' groups for marketing and local traders and improving rural-to-urban roads.

Strategy 2: Sharing Priorities with the Neighboring Country

DR – Haiti solidarity constitutes a fundamental basis for the progress of the border markets and it is a major national policy issue. Although a mutual trust exists between both Heads of State and individual actions have been undertaken to consolidate bilateral relations in both the public and private sector, a mechanism is weak to follow them up in a systematic way. Then, it is proposed to share development priorities with the neighboring country at the administrative level as well, through the following programs:

Program 2.1 To promote mutual understanding in the bilateral relations by means of the reinforcement of a technical arm of the DR – Haiti Bilateral Commission, the streamlining of many organizations involved in border region matters and the support of the human resource development for the neighboring country.

Program 2.2. To develop infrastructures, especially the roads and ports that serve as access between the two countries, and to improve the management of cross-border road traffic.

Program 2.3. To take a reasonable control and surveillance of the border.

Program 2.4. To continue tackling with the matters that commonly affect the whole Hispaniola Island, such as conservation of water basins, disaster prevention systems, etc.

Strategy 3: Conserving Environment Prepared for Ecotourism

In an attempt to integrate the economic progress of the Border Region in long-term national development strategies, the development of ecotourism is proposed, with an emphasis on the environmental conservation as a precondition for it. The tourist resorts in the surroundings of the capital region, are no longer most excellent destinations, and they are being replaced by other tourist destinations that have arisen later on in the Eastern Region. In the same manner, new destinations will continue to arise in the future. Ecotourism, in that sense, is the market that is in the forefront of the country's tourist development strategies. In the country's tourist panorama, the use of potential tourist resources is highly promising in the Border Region thanks to the abundance of local natural resources. It is necessary to conserve these natural resources. The following programs are thus proposed:

Program 3.1. Community management of natural resources. The high-priority activities are the preparation of inventories of biological resources and reserve areas, awareness-raising activities and periodic monitoring. Public authorities, schools, churches, representatives of the local economic sector, NGOs, amongst others, will organize themselves to carry out these activities. Reforestation activities will also be stressed since they generate direct economic benefits to the local communities.

Program 3.2 Identification and re-valuation of local tourist resources. Strategies for the development of local ecotourism will be prepared to identify target markets, criteria and measures for environmental conservation, land use zoning/regulations and strategy for local products promotion.

Strategy 4: Fostering Intermediate Cities and Strengthen Their Linkage with Rural Areas

The cities of the Border Region still have neither sufficient level of accumulation of economic activities nor conditions of urban life. This situation has encourage the young people of the Border Region to migrate to the capital and other large cities outside the Region, instead of going to cities within the Region. The effect of economic repercussion of the border trade over the Border Region's economy has been limited partly due to the insufficient economic agglomerations in the cities within the Region.

This strategy consists of the establishment of intermediate cities that are magnet of trade and business of the Border Region and the strengthening of the urban-rural linkage, which maximizes the economic impact of the border trade over other parts of the region. The intermediate cities together with the urban-rural linkage would facilitate the access of rural areas to border markets and social services, and encourage the young population to work and live within this region. The following programs are proposed for this strategy:

Program 4.1. To develop intermediate cities. It does not imply the creation of new cities, but rather, the improvement and strengthening of existing cities, with an emphasis on the following points:

- 1) Promotion of the economic activities that link the border markets with the regional economy; distribution industries, food industries, building material industries, those industries to supply intermediate goods to labor intensive export processing activities in Haiti.
- 2) Improvement of urban services; medical services, vocational training, secondary and higher education, urban planning and infrastructures.
- 3) Linking between community leaders and local administration. Intermediate cities are to be developed jointly by local administration and civil societies such as citizens, NGOs, churches and local business leaders. Community leaders will play an important role in coordinating development activities.

Program 4.2. To strengthen the link between urban and rural areas, especially, to improve and maintain existing roads.

Strategy 5: Strengthening Productive Capacity of Border Communities for the Sustainable Economy

Local initiative is the key to sustainable development, as conceived in the new government policy of "participatory development" and as demonstrated in the pilot projects. Capacities of local

people and authorities show the tendency to depend on external resources since the economy of the border communities is not self-sustainable. The one of the main challenge is creating border communities with sustainable economy. Undoubtedly, the best way to ensure self-sustainability is to improve the income level of community. In the case of the Border Region to achieve this goal, it is necessary to increase the productive capacity of the same, taking into consideration that the majority of Dominicans living in the area depend on their production either chain agriculture or agribusiness.

The main issue of productive capacities is strengthening managerial, technical and financial capacities of local producers and communities. They are not ready for competition, so their capacities need to be strengthened, such as business mind and skill. Another issue is enabling environment for productive capacity. One is that environment that infrastructure should be strategically developed for promoting economy in integrated way. Another is the mechanism and rules should be developed and organized in a way that the economy can be promoted. Then, the following three programs are proposed.

Program 5.1 Strengthening of management, technical and financial capacities of local producers groups. Capacities of existing communities and groups in terms of business/managerial skill and mind are strengthened. For the future local leaders development, basic and technical education is strengthened.

Program 5.2 Strategic development of infrastructure for strengthening productive capacity. Working out strategic infrastructure development plan for expanding market and promoting economic activities of the whole border region. For the infrastructure development at community level, developing a mechanism to effective utilization of heavy machineries and equipment available for the region.

Program 5.3 Developing and improving rules and mechanism for strengthening productive capacity. Enforcing transparent rules and regulations for the border trade. Quality control mechanism **introduced** for enhancing competitiveness.

Figure below shows the relationship of these five strategies.

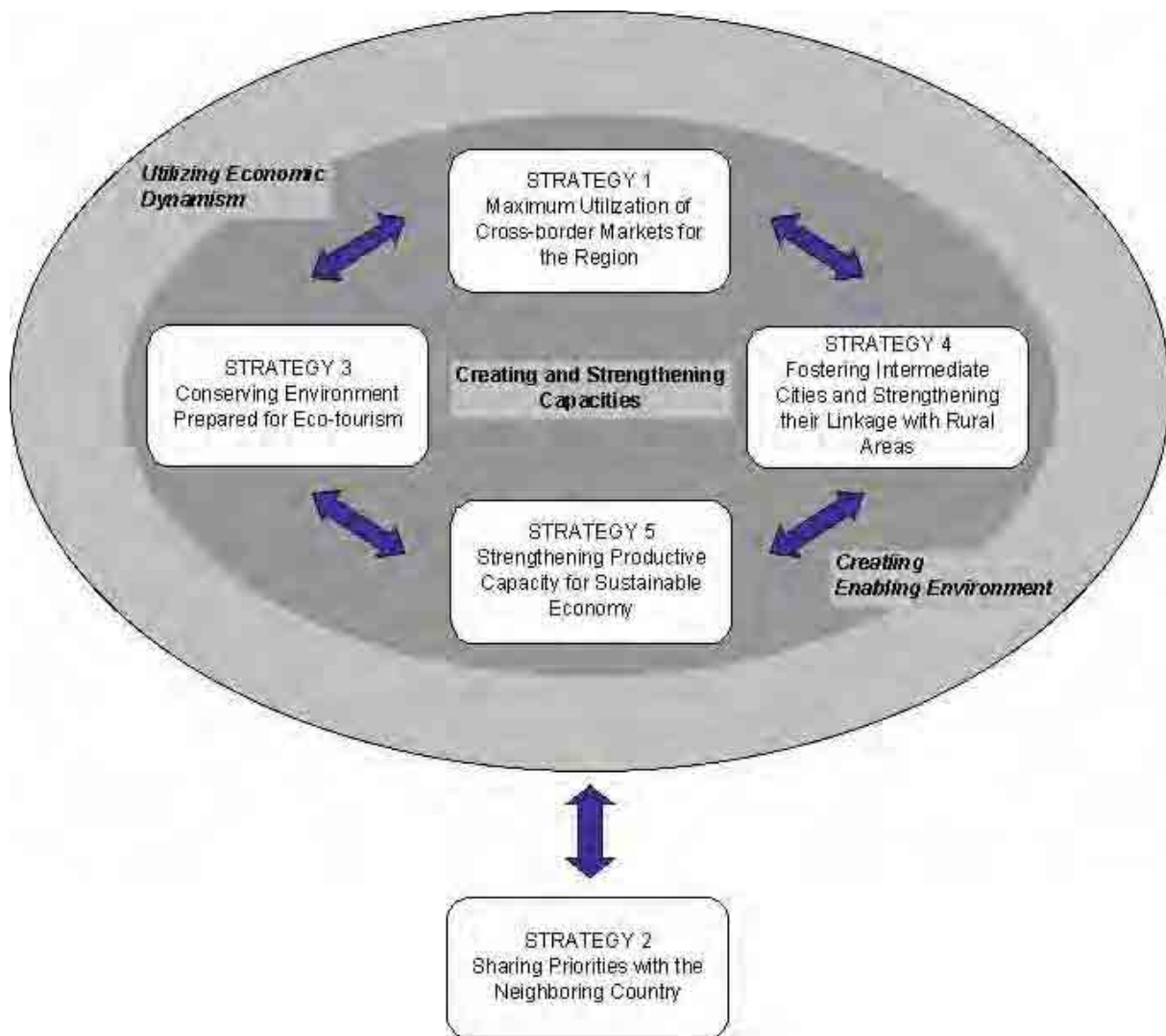


Figure S.2 Border Region Development Strategies

Source: JICA Study Team

III Implementing Strategies

One should not expect these strategies to be implemented exactly along with original plan, but they should rather be used as indicative guidelines for a participatory process to work out the strategies which are viable and relevant to respective municipalities/provinces. It is in the context above to propose the way to implement strategies. The way refers to a framework of coordination for different stakeholders to attain common objectives.

In the pilot projects for capacity development implemented in the selected provinces, local stakeholders applied the strategies as proposed by themselves, and throughout the implementation process they acquired the capacity to set goals and achieve for development. It is thus proposed to implement the strategies through “Capacity Development with Local Initiative” as experienced in the Study’s pilot project. As a basic principle for the implementing strategies,

“capacities of relevant stakeholders shall be strengthened through the implementing strategies”. It is based on the principle of participation in planning.

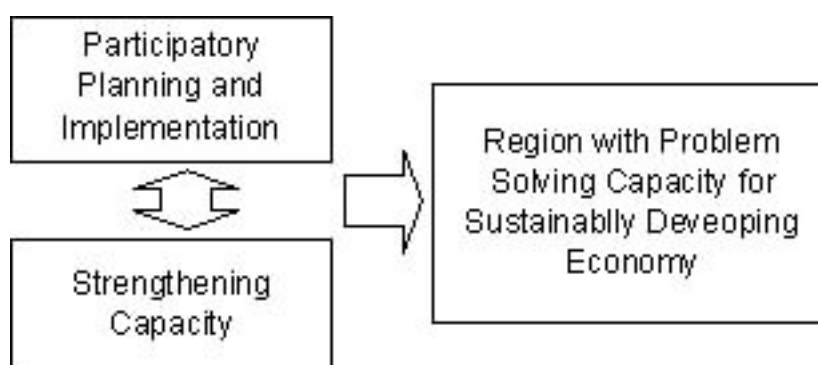


Figure S.3 Principle for Implementing Strategies

Source: JICA Study Team

Methodology for Implementing Strategies: Model of Capacity Development with Local Initiative

The experience of pilot project gave us a model for capacity development with local initiative. The implementation of development strategies means extending this model to the whole Border Region and establishing the channel to authorize the plans prepared at the local level. This model involves the following steps:

- 1) To give importance to the local initiative and prepare development plans through “ bottom-up approach”. Concerned agencies such as DGDF facilitate this process especially by providing knowledge for planning
- 2) To let local needs as well as inter-regional analysis be reflected in planning by involving various organizations at local and national levels: Combining local ownership and analytical viewpoint.
- 3) Involvement of a largest possible number of local people and institutions for the achievement of common purposes.
- 4) To streamline coordination and communication among the local communities, municipal and provincial authorities and the national government so as to encourage the administrative and financial arrangements at the national level to incorporate locally prepared plans.
- 5) To maximize synergy and spread effects of the local initiative by promoting sharing of planning experience among different municipalities and provinces.

Plan of Actions for Implementing Strategies

A plan of actions detailing the above process for the development with local initiative is proposed. Through this action plan, the procedure and coordination methods among diverse stakeholders will be verified and streamlined.

Table S.1 Plan of Actions for Implementing Strategies

LEVEL	ACTIONS
MUNICIPALITY/ PROVINCE	1 Revision and improvement of development strategies 1.1 To involve a greater diversity of people in the planning process 1.2 To incorporate the points of view of the logical analysis. 1.3 Short, medium and long-term plans and determination of priorities 1.4 Authorization in the Development Councils 1.5 To request the approval of SSEPLAN 1.6 Determination of priorities and implementation of the Action Plans 2 To extend to other provinces. 3 Apply this model at municipal level.
AREA	4 Discuss matters that are not solved at the provincial level or those that are common to the region. To reach consensus on common visions, strategies and actions.
STATE	5 To guide the actions of each province in coherence with the Central Government's policies. 6 To assist the local authorities in the formulation of short, medium and long-term action plans. 7 To coordinate initiatives and the priority of development priority at the central level. 8 To implement political decisions taken at the Central Level on matters that impact the whole Border Region, with the involvement of the different related governmental institutions. 9 To facilitate the formulation of the local development strategies and monitor them. 10 To authorize local development strategies. 11 To coordinate with the Secretariats of State. 12 To coordinate with donors and NGOs.

Source: JICA Study Team

Immediate Perspective

Time horizon is 4 years for the time being. Within 4 years, provincial strategies discussed in the pilot projects shall be elaborated based on the strategy for the Border Region. For the first step, it is recommended to prepare a strategy for the city of Dajabón, as an intermediate city of the Northern part of the region. Local stakeholders shall prepare the strategy. The planning process in Dajabón shall be reviewed for application to other municipalities/provinces and exchange of planning experience among them.

Inter-Organizational Arrangements for the Operation

According to the new Law of Public Investment, SEEPYD has the mission of consolidating and achieving consensus and coordinating the development process with local plans. Nevertheless, its organizational and manpower base are personal structure very limited at the local level without regional arms. Therefore, in the pilot project, the model planning process was facilitated by DGDF as facilitator and regional arm of SEEPYD, with policy advice from under the political orientation of SEEPYD. Base on this experience, a proposal is made on the organization for Border Region development as shown in Figure below. Through the organization control for setting into implementation as above, local needs and plans shall be reflected in national policies and vice-versa.

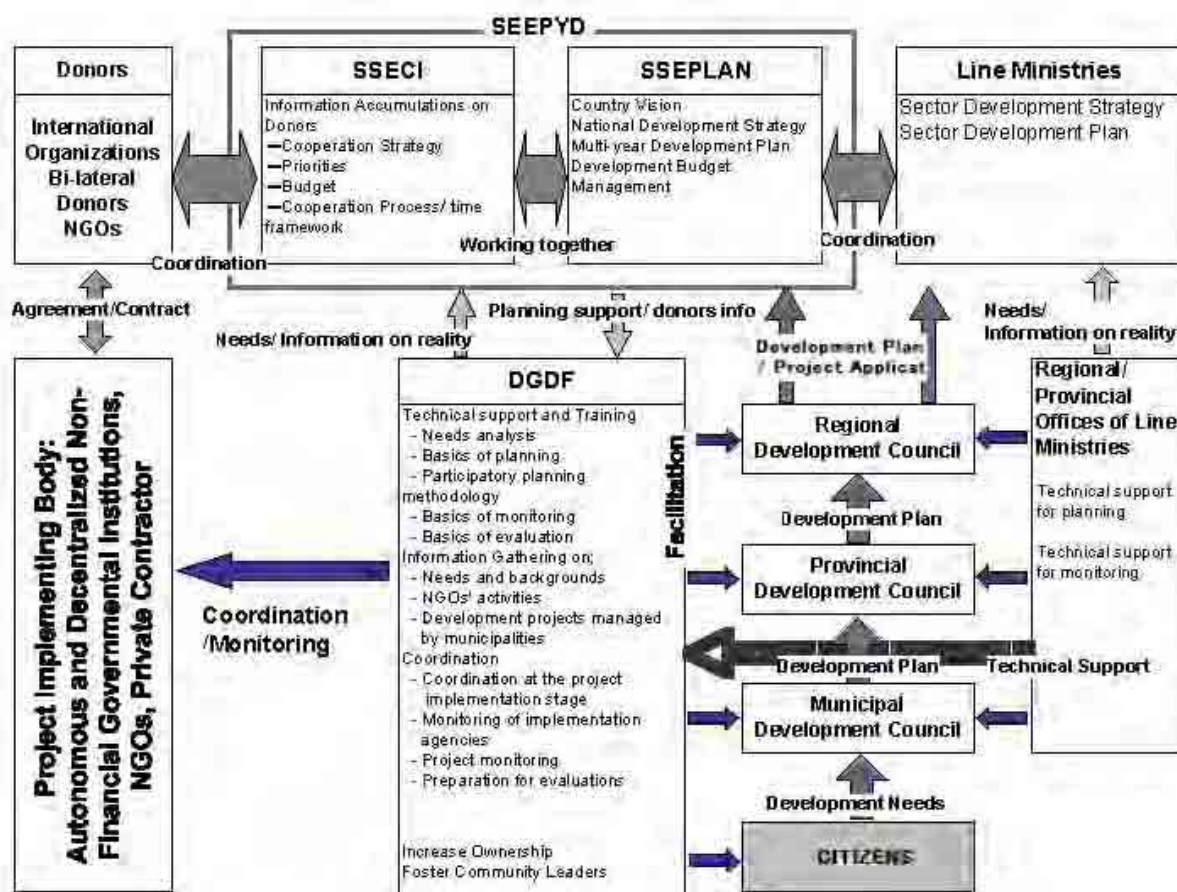


Figure S.4 Proposed Organization Control for Border Region Development

Source: JICA Study Team

Long Term Perspective

Likewise, a strategy shall be prepared from one place to another, according to their readiness. The strategy shall be followed by longer-term strategy in response to socio-economic, political and financial situation of the country. In that context, a long-term perspective of the Border Region development is demonstrated in Table below.

Table S.2 Long Term Perspective

SHORT TERM (2008-2012)	MEDIUM TERM (2013-2020)	LONG TERM (2021-2030)
Implementation of model cases	Extension of model cases. To reflect the practical experiences to the national development policies.	The Border Region will be shown as a model of the "bottom-up" participatory planning.
To have the initiative of NGOs and the representatives of the local economic sector.	Increase of the functions and roles that played by local public authorities.	To establish rules of development policy with local initiative as a consequence of the permanence of the young generation and increase of the capacity of the local public authorities
Maximum use of the existing rules, institutions and facilities.	New investments in accordance with the local capacity of economic expansion.	Diversification of activities in accordance with the progress of economic exchange between the DR and Haiti

Source: JICA Study Team

IV Operational Guidelines for Implementing Strategies

In implementing the proposed strategies, all the actors involved in the Border Region development shall take full note, regardless of their position and mandate, of a series of the points as specified under the following five guidelines:

Guideline for “Bottom-Up” Planning

- 1) To strengthen the methods and procedures of the “bottom-up” planning.
- 2) To strengthen support to the planning at the local level.
- 3) To strengthen coordination activities.
- 4) To promote gathering and sharing of development information.
- 5) To strengthen the administrative function of the municipalities, which are closest to the people among other administrative units.
- 6) To clearly define the division of functions of government organizations concerned and deepen their knowledge, accordingly.

Guideline on Implementation Strategies

These five strategies accompany themselves with the engagement of various stakeholders. Therefore, it is necessary to keep the principle of "fairness" in order not to bring about vested interest.

Guideline on Human Resource Use and Development

- 1) To mobilize and develop the manpower which will lead the development with local initiative (See Figure S.5).

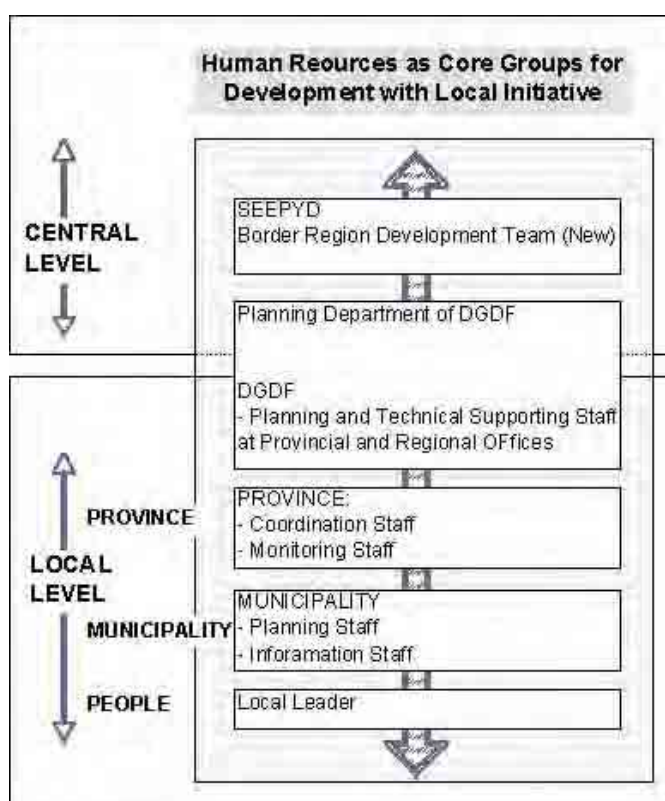


Figure S.5 Essential Human Resources to Foster Regional Development with Local Initiative

Source: JICA Study Team

- 2) To develop human resource according to local needs, instead of organizational needs.
- 3) To place emphasis on specialization, practical skills and the ability to facilitate.

Guideline on Legislative and Institutional Arrangements

Local initiative may possibly contradict with existing legislative and institutional set-up. It is in this regard that improvements may be made on the following points:

- 1) Organization, personnel and operation of the development councils.
- 2) Management of public positions, especially in view of continuity in administration and professional knowledge.
- 3) Political neutrality of administration; this is important to reach in the long term, as a logical and natural consequences of people's awareness enhanced through the dynamics of local initiatives.
- 4) Clearer definition of the functions of institutions involved, especially, those of DGDF in the information management, advisory and coordination.
- 5) Unified delineation of "region" to improve the efficiency of coordination among line departments, being indispensable for local initiatives.
- 6) Possibility to increase the administrative and financial capacities of municipality through expansion of its administrative territory.
- 7) Elaboration of investment incentives in favor of the local benefit, especially in terms of employment, local revenues, and environmental protection..
- 8) Consistency among legislations, with special reference to the new Public Investment Law and the National District and Municipalities Law.

Guideline of Management of Information System

Management has a great influence on the use of the information system for the development with local initiative. The following points are particularly important:

- 1) Strengthening of the Information Center Database, with particular emphasis on the compatibility of the data given by different organizations.
- 2) Creation of an information management system at the municipal level, with special reference

to basic statistical data and project documents.

3) Continued effort to disseminate and educate on the information system at the local level .

It is more important to revise a plan that to make it. The same thing can be said of the development strategies and implementation rules proposed here. It is expected that they will undergo a continuous process of revision and adaptation until the target year 2030, progressing step-by-step to achieve the expected Border Region development. At the same time, progress is expected to be made continuously in local initiative, administrative efficiency at the national level and international cooperation.

**The Study on Capacity Development for
the Efficient Management of Sustainable Development Programs
in the Border Region of the Dominican Republic**

Final Report

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Lista de Abreviaciones / List of Abbreviations

Abreviación/ <i>Abbreviation</i>	Español/Spanish	Inglés/English
AECI	Agencia Española de Cooperación Internacional	Spanish Agency of International Coordination
AIAI	Índice de Evaluación de la Información Administrativa	Administrative Information Assessment Index
CEI-RD	Centro de Exportación e Inversión de la Rep. Dom.	Exporting and Investment Center of the Dominican Rep.
CEPAL	Comisión Económica para América Latina y Caribe (UN)	Economic Commission for Latin America and the Caribbean (UN)
CONARE	Consejo Nacional de Reforma del Estado	National Council of State Reform
COPDES	Comisión Presidencial de Objetivos del Milenio y Desarrollo Sostenible	Presidential Commission of Millennium Dev. Goals and Sustainable
DGDF	Dirección General de Desarrollo Fronterizo	General Directorate of Border Region Development
ERP-RD	Estrategia para la Reducción de la Pobreza en la Rep. Dom.	Poverty Reduction Strategy in the Dom. Rep.
ET	Equipo Técnico	Technical Team
FUDECO	Fundación para el Desarrollo Comunitario	Community Development Foundation
GCPS	Gabinete de Coordinación de Política Social	The Social Policy Coordination Cabinet
GDR	Gobierno de la República Dominicana	Dominican Republic Government
GTI	Grupo Técnico Interinstitucional	Inter-Institutional Technical Group
GTZ	Agencia Alemana de Cooperación Técnica	Technical Cooperation German Agency
IAD	Instituto Agrario Dominicano	Dominican Agrarian Institute
ICT	Tecnología de la Información y Comunicación	Information and Communications Technology
IDB(BID)	Banco Interamericano de Desarrollo	Inter-American Development Bank
IDIAF	Instituto Dominicano de Investigaciones Agropecuarias y Forestales	Dominican Institute for Agricultural and Forestry Research
IFAD	Fondo Internacional para el Desarrollo de la Agricultura	International Fund for Agricultural Development
INAP	Instituto Nacional de Administración Pública	Public Administration National Office
INDRHI	Instituto Nacional de Recursos Hidráulicos	National Institute of Water Resources
INFOTEP	Instituto de Formación Técnico Profesional	Technical-Professional Institute
INUVA	Instituto Nacional de la Uva	Grape National Institute
INVI	Instituto Nacional de la Vivienda	Housing National Institute
JICA	Agencia de Cooperación Internacional del Japón	Japan International Cooperation Agency
OAS	Organización de los Estados Americanos	Organization of American States
ONAP	Oficina Nacional de Administración y Personal	Administration and Personnel National Office
ONAPLAN	Oficina Nacional de Planificación	National Planning Office
ONE	Oficina Nacional de Estadísticas	National Statistics Office
ONFED	Oficina del Ordenador Nacional para los Fondos Europeos de Desarrollo	National Office for the European Development Fund
OPP	Oficinas de Planificación Provincial	Provincial Planning Offices
PADF	Fondos para el Desarrollo Panamericano	Pan-American Development Fund
PAN	Programas de Acción Nacional	National Action Programs
PAN-FRO	PAN Fronteriza	PAN of Border Region
PARME	Programa de Apoyo a la Reforma y Modernización del Estado	Support Project for the Reform of the Modernization of the State
PARTCA	Proyecto de Apoyo a la Transición Competitiva Agroalimentaria	Support Project for Competitive Transition of the Feeding and Agriculture Industry
PROCOMUNIDAD	Fondo de Promoción a las Iniciativas Comunitarias	Community Initiative Promotion Fund
PROREFORMA	Programa de Apoyo a la Reforma y Modernización del Poder Ejecutivo	Support Project for the Reform and Modernization of the Executive Branch
PRSP	Estrategia para la Reducción de la Pobreza	Poverty Reduction Strategy Paper
PVC	Cooperación Privada y Voluntaria	Private and Voluntary Cooperation
SEA	Secretaría de Estado de Agricultura	Ministry of Agriculture
SEE	Secretaría de Estado de Educación	Ministry of Education
SEEPYD	Secretaría de Estado de Economía, Planificación y Desarrollo	Ministry of Economy, Planning and Development
SEMARN	Secretaría de Estado de Medio Ambiente y Recursos Naturales	Ministry of Environment and Natural Resources
SEOPC	Secretaría de Estado de Obras Públicas y Comunicaciones	Ministry of Public Works and Communications
SEIC	Secretaría de Estado de Industria y Comercio	Ministry of Treasury
SEREX	Secretaría de Estado de Relaciones Exteriores	Finance Management Integrated System
SHE	Secretaría de Estado de Hacienda	International Cooperation Department
SIGEF	Sistema Integrado de Gestión Financiera	Planning Department
SSECI	Subsecretaría de Estado de Cooperación Internacional	International Cooperation Department
SSEPLAN	Subsecretaría de Estado de Planificación	Technical Secretariat of the Presidency
SSTCI	Subsecretaría de Técnico de Cooperación Internacional	United Nations Convention to Combat Desertification
STP	Secretariado Técnico de la Presidencia	United States Agency for International Development
UNCCD	Convención de las Naciones Unidas para Combatir la Desertificación	Ministry of Treasury
USAID	Agencia de los Estados Unidos para el Desarrollo Internacional	Finance Management Integrated System

The abbreviations in *italic* are written in English

INTRODUCTION

This volume is the Final Report of “The Study on Capacity Development for the Efficient Management of Sustainable Development Programs in the Border Region of the Dominican Republic.” Followings outline the framework of the study, organizational set-up of the study and the process of the study.

1 The Study

(1) Background

The following two points form major background of this Study:

- 1) For a middle-income country, the Dominican Republic suffers from a large income disparity among regions and people. The Border Region is the lowest income region in the country.
- 2) The Government of the Dominican Republic (GDR) thus has given a high priority on the Border Region and many development proposals have been made for the region, however, actions as a whole have not been efficient for the region.

It is thus expected to develop the Border Region more effectively through better coordination among government organizations, local stakeholders and international donors. In particular, it is essential to strengthen the planning capacities in the Ministry of Economy, Planning and Development (SEEPYD) and General Directorate of Border Region Development (DGDF), etc.)

In August 2004, the GDR made a request for the Government of Japan to conduct the Study on Capacity Development for the Efficient Management of Sustainable Development Programs in the Border Region as a basis for an integrated master plan for the region. The Government of Japan decided to conduct the study in March 2005. Accordingly, Japan International Cooperation Agency (JICA) agreed with the GDR on the Scope of Work and the Minutes of Meeting on this study.

(2) Study Objectives

This study has the following three objectives:

- 1) To prepare a development strategy as a common indicative reference for all the stakeholders of the Border Region;
- 2) To identify measures to promote development of the Border Region in a more sustainable, efficient and effective way, that reflects the local needs in the development strategies; and
- 3) To strengthen the capabilities of the government organizations concerned, including the Ministry of Economy, Planning and Development (SEEPYD [*Secretaría de Estado de Economía,*

Planificación y Desarrollo) and General Directorate of Border Region Development (DGDF [*Dirección General de Desarrollo Fronterizo*]), to collect, accumulate and share the information necessary for coordinating development programs.

(3) The Study Area: the Border Region

The Study covers the provinces of Montecristi, Dajabon, Santiago Rodriguez, Elias Pina, Bahoruco, Independencia and Pedernales).

2 Organizational Set-up of the Study

This study has the institutional framework as follows:

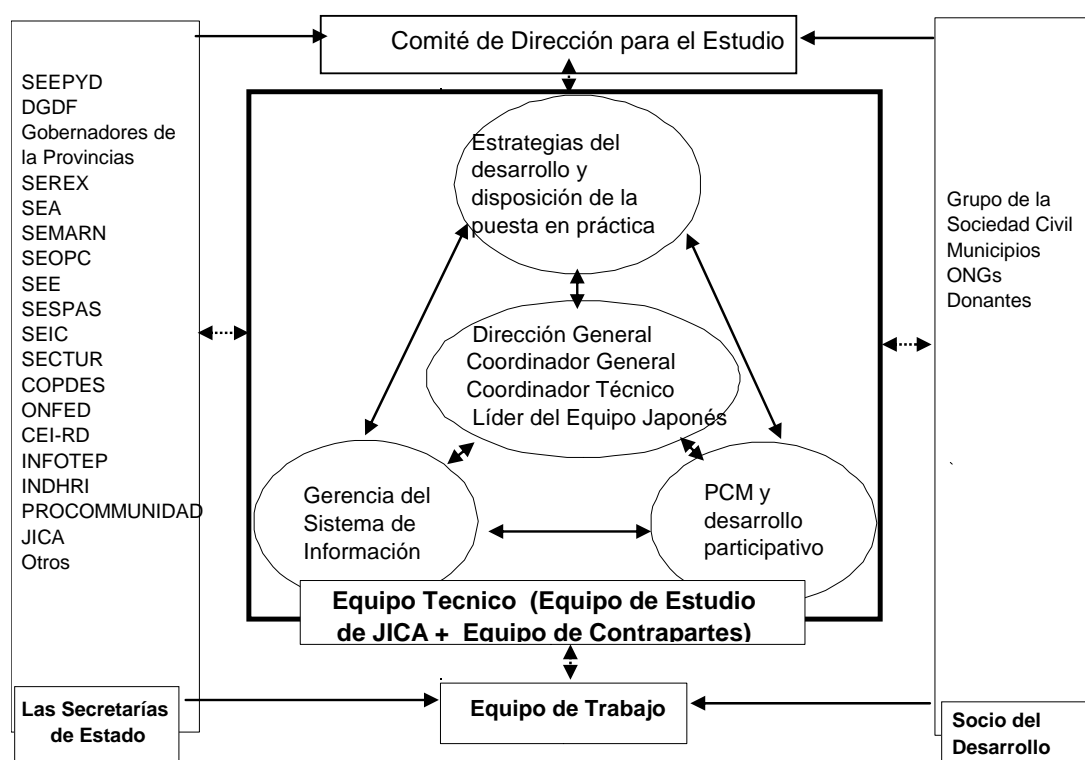


Figure 1 Organizational Set-up for the Study

JICA Study Team consists of the following members.

Jinichiro Yabuta	Leader / Regional Development
Joji Terahara	Deputy Leader (1 st and 2 nd year) / Regional Development
Hiroo Okuda	Development Management / Organization/ Institutions
Noriaki Suzuki	Information Management / Information System Planning
Hiroshi Yoshimura	Deputy Leader (3 rd year) / Participatory Development, PCM
Koji Uozumi	Coordination (1 st year)
Kai Utsugi	Coordination (2 nd and 3 rd year)

(1) Standing Organizations

Technical Team [*Equipo Tecnico*]¹ works as a core organization and holds weekly regular meeting.

(2) Non-standing Organizations

Steering Committee is to be held as necessary. It is held as the Study Team submits a report.

Working Groups are called as necessary.

International Cooperation Meeting, (*Mesa de Cooperacion Internacional [MECI]*) has been organized among donors, NGOs, and Dominican authorities. The meeting has been co-chaired by the Director of DGDF and Sub-secretary of SECI. The meeting is to be held as necessary.

3 Study Process

The study was undertaken for two years from December 2006 to October 2008. The study period consists of the following two phases:

Phase I: From analysis to working out an idea of development strategy: From December 2006 to May 2007

Phase II: From implementation of pilot projects up to formulating strategies: From June 2007 to October 2008

In the Phase I, the study team prepared the Inception Report (January 2007) and explained the study policy. This study policy was discussed in the steering committee held on January 19th of 2007 and agreed. According to the study policy, the study team undertook a series of analyses including field survey to identify development needs and proposed an idea of development strategies.

The results of the Phase I was compiled in the Interim Report (May 2007) proposing an idea of strategy for the Border Region Development and the pilot projects essential to formulating the draft strategy. These pilot projects are “Information System” and “Capacity Development.” The proposals for the strategy and the pilot projects were discussed and agreed by the Steering Committee on this study in August 2007.

Most of time of Phase II was spent in implementing the pilot projects. The pilot projects started in August 2007 and ended in February 2008. The progress and intermediate results were reported in the Progress Report 1 (December 2007) describing the progress and results of the pilot projects and proposing the framework of development strategy.

¹ See detail in the Interim Report.

Based on the results of these pilot projects, the Progress Report 2 (March 2008) proposed development strategy. The evaluation of two pilot projects gave some feedback to the proposed strategy. Further analysis was also made for the improvement of the strategy in which a border perspective was incorporated. In addition, a series of discussion with stakeholders were held in the period from January to March 2008. In these meetings, the Study Team explained the idea of the proposed strategy to incorporate their ideas into the strategy. The stakeholders include government institutions, local stakeholders consists of civil societies, municipalities, and provinces, international donors and NGO. The meetings include the cooperation meeting with donors and NGO held on February 12th 2008; the workshop with local stakeholders on February 20th 2008; and the meeting with ministries and local stakeholders on March 7th 2008.

Based on the comments on the Progress Report 2, a revised strategy was presented in the Draft Final Report (DFR), which was submitted in June 2008.

Many useful information and ideas were exchanged in the meetings on the DFR in Dajabon on July 11th 2008 and Santo Domingo on July 16th 2008. The meetings were participated by about 100 officials/individuals, respectively, who represented local communities, local authorities, business communities, NGOs, ministries and other government agencies, academics, mass media and international donors.

With these information and ideas, the counterpart team made comments on the DFR. This Final Report (FR) has been prepared to reflect on these information, ideas and comments.

4 Structure of Final Report

Final Report consists of three parts.

Part I compiles the analysis, issues and an idea of development strategy proposed in Phase 1. Chapter 1 includes the status of the Border Region, the existing projects and programs, development needs, the government initiatives, and information management. Chapter 2 analyzes the issues abstracted from the analyses in Chapter 1 and proposes an idea of development strategy and pilot projects.

Part II describes the process and results of two pilot projects and the feedbacks there from into the strategy. Chapter 3 and 4 report the results of the Information System Pilot Project and Capacity Development Pilot Project, respectively.

Part III proposes the Development Strategy based on the feedback from pilot projects, the follow-up analysis, and the exchange of views with stakeholders. Chapter 5 describes the process to work out the Strategy. Chapter 6 proposes the Border Region Development Strategy. Chapter 7 proposes the implementation set-up for the Strategy. Chapter 8 proposes the operational guidelines for implementing the Strategy.

Part I ANALYSIS

CHAPTER 1 SIAUTATION ANALYSIS

This chapter is the analysis of the factors of the core problem of this study, "inefficient development of the Border Region", as follows.

The section 1.1, "The situation of Border Region" analyses the geographical, historical and socio-economic region condition.

The section 1.2, "ongoing initiatives in the Border Region" reviews the projects and programs to analyze development trends in the Region.

The section 1.3, "Development Need of the Border Region" analyzes development needs in the Border Region through reviewing existing documents and Rapid Rural Appraisal (RRA) conducted by the JICA Study Team .

The section 1.4, "Current Initiative by the Government of Dominican Republic" characterizes the actions of the Government through reviewing ongoing development strategies and policies, legal frameworks and implementation practice and the results of interviews with those individuals concerned.

Finally, the section 1.5, "Current Situation and Agenda on the Information Management" analyzes the information flow and the situation of information-sharing as one of the causes of inefficient development of the Border Region.

Based on the results of these analysis, agenda and direction of the development are discussed in Chapter 2.

1.1 Situation of Border Region

(1) Geographical Settings

Created by volcanic activities, the Hispaniola Island on the Caribbean Sea is composed of high mountain ranges spreading from East to West and their skirts. There are four major mountain ranges, namely Septentrional, Central, Neiba, and Baoruco Sierras from the north (Figure 2.1). The island has only one large plain, East Plain on the Caribbean Sea, which is located from Santo Domingo to the east.



Figure 1.1 Mountain Ranges and Corridors on Hispaniola Island

These geographical features bring about the following natural conditions, which are common to insular countries.

- Small plains and limited area for agriculture.
- High amount of precipitation
- Short rivers and high speed of flow

In mountainous areas, economic regions form along the roads that connect towns in respective valleys. The Border Region is located in the center of the island and three of the four mountains cross the island. The four corridors passing in the valleys in these three mountain ranges links the city of Santo Domingo, the capital of the Dominican Republic, and Port-au-Prince, the capital of Haiti.

1. Santiago --- Dajabón --- Cap Haitien
2. San Juan --- Elias Pina --- Hinche
3. Bahoruco --- Jimaní --- Port-Au-Prince
4. Pedernales --- Anse-a-Pitre

The Border Region comprising seven provinces, has not been self-generated. What distinguish it from other regions of the country is only "being located along the border" not as a factor of its natural nor socio-economic conditions. However, the provinces of Bahoruco and Santiago Rodriguez have no direct access to the border.

(2) **Histirical Role of the Border Region**

In historical terms, since the middle of the eighteenth century until the ninety-sixties (1960s), this region has been a major recipient of new migration in the Dominican Republic. Unlike

the east region of the country, the Border Region had not developed the plantation agriculture, and most of farmers became small producers.

Since it gained independence from the occupation by Haiti in 1844, the Dominican Republic has maintained a relationship of tension with the neighbouring country, to generate a large-scale tragedies, such as killing of about one and a half million Haitians in Dajabon caused under the dictatorship in 1937. Protecting the border with an approximate length of 360 km, which largely lies in the mountainous area, is the most important role of the Region, in keeping the country's sovereignty and identity.

(3) Socio-economic Situation

According to National Census 2002, the population in the Border Region does not reach half a million and represents just 5.3% of the national population. The poverty rate is much higher than the national average and 66% of this population falls in the range of "poverty" and 23% in "extreme poverty" (See table below). It is also characterized by a low population density (see figure below).

Table 1.1 Provinces of Border Region

Province (Unit)	Population ^{*1} (persos)	Area ^{*1} (km ²)	Poverty Index ^{*2} (person, %)	Extreme Poverty Index ^{*2} (person, %)
Montecristi	111,014	1,924	57%	12%
Dajabón	62,046	1,021	56%	15%
Santiago Rodríguez	59,629	1,111	59%	14%
Elías Piña	63,879	1,426	83%	47%
Independencia	50,833	2,006	70%	22%
Bahoruco	91,480	1,282	76%	30%
Pedernales	21,207	2,075	60%	26%
	460,088	10,846	66%	23%
Whole Country	8,562,541	48,671	42%	7%

Source: *1: VIII Censo Nacional de Población y Vivienda, 2002 (ONE)

*2: Focalización de la Pobreza en la República Dominicana 2005 (STP, ONAPLAN) P.32

Note: Todas las cifras corresponden al año 2002.

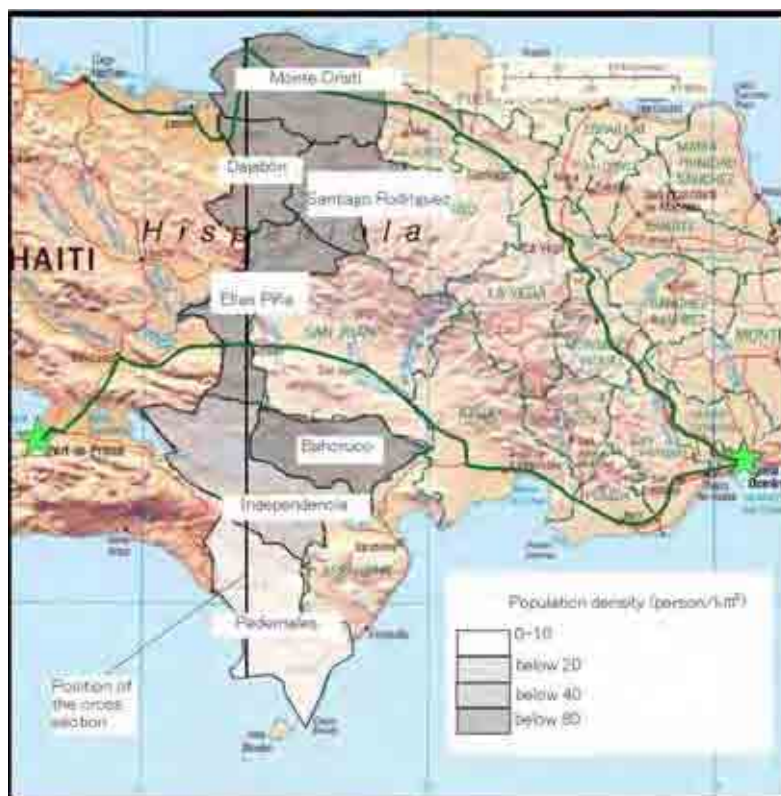


Figure 1.2 Population Density of Border Region

The Table 1.2 shows demographic trends of the Border Region. Population density is low and the annual population growth rate is in decline. During the 10 year period between 1998 and 2002, four provinces lost population. In 1960 the population of the Border represented 9% of the national population, however, it represented only 5% in 2002.

Table 1.2 Demography in the Border Region

	Population					Annual Rate of Change			
	1960	1970	1981	1993	2002	1960-70	70-81	81-93	1993-2002
Dajabón	41,900	51,069	54,675	68,606	62,046	2.00%	0.62%	1.91%	-1.11%
Monticristi	60,030	69,056	83,124	95,705	111,014	1.41%	1.70%	1.18%	1.66%
Santiago Rodríguez	40,730	49,376	56,144	62,144	59,629	1.94%	1.17%	0.85%	-0.46%
Elías Piña	43,600	53,598	61,895	64,641	63,879	2.09%	1.32%	0.36%	-0.13%
Independencia	27,830	32,632	35,908	39,541	50,833	1.60%	0.87%	0.81%	2.83%
Batoruco	52,800	66,398	78,042	105,206	91,480	2.32%	1.48%	2.52%	-1.54%
Pedernales	8,860	12,382	15,498	17,945	21,207	3.40%	2.06%	1.23%	1.87%
Total of Border Region	275,750	334,511	385,286	453,788	460,088	1.95%	1.29%	1.37%	0.15%
% of national population	9.05%	8.34%	6.95%	6.22%	5.37%				
Whole country	3,047,070	4,009,458	5,545,741	7,293,390	8,562,541	2.78%	2.99%	2.31%	1.80%

Source:: Oficina Nacional de Estadística, Censo 2002 y República Dominicana en Cifras 1997.

The Figure 1.3 shows the comparison of population pyramids of Batoruco province and national average. Batoruco has experienced the most rapid population decrease in the Border Region.

National population pyramid shows a slight downward trend with increasing the age range, however, the population of the Batoruco province shows a drastic reduction in population from 15 years onwards, showing a marked out-migration of the younger generation.

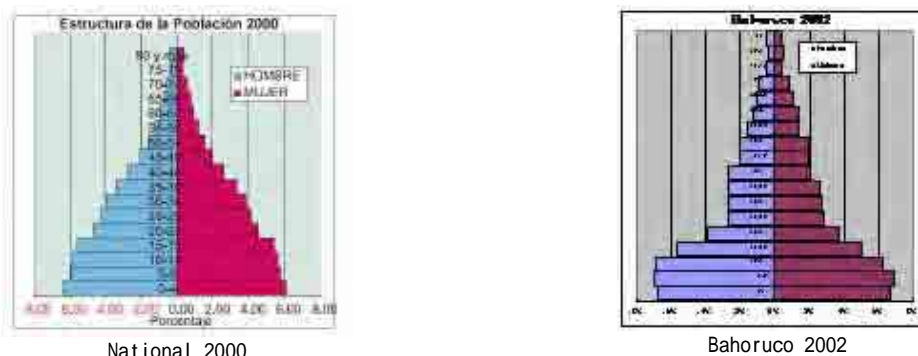


Figure 1.3 Comparison of Population Pyramid: National and Batoruco

Source: Oficina Nacional de Estadística, Censo 2002

With regard to social indicators, almost all indicators in health and education in this region are below national averages as shown in the Table 1.3.

Table 1.3 Social Indicators of Border Region

	Urban Population	Rural Population	Percentage of population 15 to 19 years who have completed primary or additional studies	Percentage of the population living in households using improved water source	Nutrition rate of infant chronic height for age	Living Quality Index
Whole Country			63.5	78.3	91.1	
Santo Domingo			75.3	98.8	90.8	70.1
Santiago			64.9	89.1	94.5	62.6
Border Region	227,018	215,597	49.3	68.9	88.3	47.9
Dajabón	29,218	32,828	56.2	78.8	91.1	52.3
Montecristi	52,909	58,105	63.4	32.8	93.7	51.8
Santiago Rodríguez	25,979	33,650	66.6	78.6	91.7	51.2
Elias Piña	23,203	23,203	34.4	67.5	83.8	38.2
Independencia	31,729	19,104	44.7	89.3	87.0	48.5
Batoruco	49,530	41,950	40.4	70.9	83.7	44.6
Pedernales	14,450	6,757	39.7	64.6	86.9	49.0

Source: ONE, ENHOGAR-2005, PNUD

As can be seen, in the Border Region, social indicators are lower than those of other regions, and poverty rates are the highest. This is due largely to the problem of "jobless". Table 1.4 indicates the proportion of the economically active population and economically dependent population, compared with national figures and those of the border provinces. From this table we can say the following to describe the characteristics of the Border Region.

- The proportion of the population 10 years and older is lower in the Border Region (72.7%) than the national average (77.3%)

- Of this population, the proportion of the economically active population is lower (48.6%) than the national average (55.7%)
- Of this figure, the proportion of the employed population is lower (79.8%) than the national average (86.2%)
- The most frequent reason of the unemployment is that many people without jobs are young and newly graduated seeking for job. The unemployment rate is 13.4% in the Border Region compared with the national average at 6.1%.
- As a result, the index of economically dependent population is very high at 2.55% in the Border Region compared with the national average at 1.70%.

One can see that the lack of job opportunities for young newly-graduated, is the most crucial factor to the problem of the unemployment in the Border Region, which boosts the out-migration of this population to other regions, thus forming a vicious cycle.

Table 1.4 Economically Active Population and Economic Dependent Population

	Total population 10 years or older	Economically Active Population	Occupied/ Level of Employment	Unoccupied	Unoccupied: Dismissed	Unoccupied: Seeking First Job	Economic Dependence
DAJABON	75.7%	53.3%	88.3%	11.7%	5.5%	6.2%	1.81
MONTE CRISTI	78.2%	55.2%	83.9%	16.1%	8.3%	7.9%	1.76
SANTIAGO RODRIGUEZ	78.9%	47.8%	88.1%	11.9%	5.9%	6.0%	2.01
ELIAS PINA	72.2%	46.9%	82.8%	17.2%	6.2%	11.0%	2.56
BAHORUCO	72.6%	46.9%	79.2%	20.8%	7.1%	13.7%	2.71
INDEPENDENCIA	72.9%	46.8%	78.9%	21.1%	6.3%	14.9%	2.71
PEDERNALES	72.8%	60.3%	83.4%	16.6%	6.7%	9.8%	1.73
BORDER REGION	72.7%	48.6%	79.8%	20.2%	6.8%	13.4%	2.55
SANTO DOMINGO	76.8%	57.3%	85.5%	14.5%	8.9%	5.6%	1.65
SANTO DOMINGO NATIONAL DISTRICT	81.0%	59.4%	88.6%	11.4%	7.1%	4.3%	1.35
WHOLE COUNTRY	77.3%	55.7%	86.2%	13.8%	7.8%	6.1%	1.70

Source : ONE

Table 1.5 shows the sector-mix of the economically active population. In the Border Region, those in agriculture, forestry and fisheries account for 22% compared with those on the national average being 8.7%.

The income level for these sector is not high, which further aggravates the destitute condition of this region. Although production is active, there is no economic prosperity if it does not have good access to markets. In this region, there is no cities with a enough demand for local agricultural products within themselves or elsewhere through their market channels.

Table 1.5 Distribution of Population by Economic Activity in Border Region

Activity	Whole Country	Distrito Nacional	Santo Domingo	Dajabon	Montre Cristi	Santiago Rodriguez	Elias Piña	Bahoruco	Inmdepen- dencia	Pedernales	Region
TOTAL Province	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Agriculture, livestock, hunting and forestry	8.7%	0.6%	1.3%	17.8%	26.6%	16.0%	26.4%	22.2%	15.0%	28.1%	22.0%
Fishing	0.2%	0.0%	0.0%	0.1%	0.9%	0.0%	0.0%	0.0%	0.1%	3.4%	0.5%
Mining and quarrying	0.1%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.1%	0.4%	2.4%	0.2%
Manufacturing	16.4%	11.8%	15.2%	6.6%	6.6%	11.9%	3.4%	8.1%	7.6%	3.7%	7.3%
Electricity, gas and water	0.8%	0.9%	0.8%	1.4%	1.2%	0.9%	0.6%	1.4%	1.4%	1.8%	1.2%
Construction	6.9%	5.1%	7.6%	5.3%	5.0%	6.2%	3.8%	6.4%	4.8%	3.3%	5.2%
Wholesale and retail	23.8%	27.1%	26.6%	23.1%	24.9%	22.3%	15.9%	20.0%	14.7%	18.1%	21.5%
Hotels and restaurants	3.7%	3.1%	3.6%	1.7%	2.5%	1.6%	0.7%	1.8%	2.2%	1.9%	1.9%
Transport storage and communication	6.6%	6.0%	7.4%	5.9%	4.9%	5.4%	4.6%	5.1%	6.4%	4.3%	5.2%
Financial intermediation	1.6%	3.9%	2.0%	1.0%	0.9%	0.8%	0.5%	0.6%	0.5%	0.6%	0.8%
Activities real estate business	3.9%	8.5%	5.3%	1.4%	1.4%	1.8%	0.5%	1.4%	1.0%	1.3%	1.3%
Public administration and defence	6.1%	8.1%	7.9%	11.8%	6.9%	6.9%	13.3%	10.1%	20.4%	12.8%	10.2%
Teaching	4.9%	5.3%	5.0%	7.9%	5.7%	6.6%	8.3%	8.1%	10.5%	4.2%	7.1%
Social and health services	2.8%	4.2%	3.2%	2.7%	2.0%	2.7%	2.8%	2.9%	3.1%	2.4%	2.6%
Other community service	7.0%	7.8%	7.5%	7.1%	5.7%	10.4%	11.0%	6.9%	6.1%	6.8%	7.4%
Private Households with domestics	6.5%	7.5%	6.3%	6.2%	4.6%	6.3%	8.1%	5.0%	5.8%	4.8%	5.6%
Organisations and Bodies offshore	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

Source : ONE

(4) Conclusion

According to the analysis above, it was observed that the poverty rate in the region is higher than in other regions of the country, largely due to the lack of jobs for young people. This problem causes the out-migration of young people and increases the economically dependent population. This aggravates the level of poverty in the region. People are largely engaged in agriculture, forestry and fisheries. Due to the lack of easy access to urban areas, it is difficult to promote economy. Therefore, we can say that the "lack of employment" is the major cause of poverty in the Border Region.

1.2 Ongoing Initiatives in the Border Region

(1) Development Programs

Annex C lists international cooperation projects in the Border Region. These information are

obtained through the International Cooperation Table for the Border Region Development. However, the table covers only those projects which complete basic information concerning the name, purpose of the project, location, type of donors, implementation period, and so on. A wide range of projects in the Border Region are implemented, with predominance in the fields of **social development and environmental management**, which occupy almost half of all ongoing projects, followed by small infrastructure, empowerment of local communities, economic development, local public administration, etc..

In the field of **social development**, major projects are basic education, health education for children, primary health care, maternal and child health, prevention of HIV infection, improvement and maintenance of facilities drinking water. There are also major programs with packages of measures to improve social services, for certain rural communities in poor condition.

The core activities of **environmental management** are reforestation and forest conservation. Activities related to it are also conducted, such as watershed management, forestation for charcoal and firewood, preserving the ecological system and prevention against wildfires. There are many ongoing projects with various donors for watershed management, the most popular is the Artibonito River Basin. These projects carried out long-term action within the binational framework. Moreover, there are several construction projects of water storage facilities on a small scale in different localities in the region. Within the conservation projects of the ecological system, some have given greater importance on the conservation of natural resources for tourism (lakes, etc.). All these projects emphasize environmental management with community initiative.

For **small-scale infrastructure**, many projects are being implemented to ensure the local power source (generators, solar energy, small hydropower), followed by upgrading road and drinking water supply in rural areas. There are also package programs for rehabilitation of various rural infrastructures.

A series of programs and projects are implemented, with the aim of achieving the **empowerment of social community group** specifically targeted at women, youth, farmers, residents of border communities, local groups. Some projects are focused on specific themes such as water management, food security, basic education, etc., while others are more focused on improving communication and increasing dynamism of its grouping. For example, projects with an emphasis on the exchange with the Haitian people, is the latter case.

In **economic development**, a main focus is the rural economy and there are a wide range of projects such as, extension of agricultural technologies, support for small producers, technology package of promoting livestock (technologies, infrastructure, etc.). The increase in economic value of forests (fruit, coffee, etc.) also serves the need for environmental conservation. In the group of non-agricultural production projects, there are production of wine, disaster

management and support for micro-ecotourism.

In the field of **local administration**, the main focus is to strengthen the capacity of planning and management of municipal governments. There also are also ongoing projects to strengthen administration at the provincial and the municipal levels.

As for the **location of these projects**, **Elias Pina** attracts a greater number of projects than other provinces, as the most backward province with limited road access. Approximately one third of all projects of the Border Region centers on this province. Projects are observed to concentrate more in the southern than northern part of the region. The number of projects in the three southern provinces is almost twice as much as those in the remaining four provinces. The northern part attains higher levels of development in rice cultivation, livestock and other agricultural activities.

In the south, development projects are distributed widely among the provinces of Batoruco, Pedernales and Independence, while in the three northern provinces, projects have been concentrated to a great extent on Dajabón which abuts the border with the neighbouring country.

Many international donors are active in the Border Region. Key donors are Canada, France, European Union, Germany, Italy, Japan, Spain and the United States of America. The international organizations have not been left behind, being the main, FAO, UNDP, UNICEF, WHO, etc.. Almost all projects implemented with international assistance are executed under the direct management of NGOs. Most of these NGOs are involved in projects with the Cooperation Fund for Foreign (ODA at its acronym in English). International NGOs, such as Caritas Espanola, Intermon-Oxfam, International Solidarity, InterNetwork, PADEF, Save the Children also manage aid programs with their own resources. International aid and the presence of NGOs have formed so many development projects in the Border Region that it would not be possible to speak of development in this region without their contribution.

(2) **Shortfalls in the Ongoing Initiatives**

Compared to these achievements, one observes shortfalls in the on going initiatives as follows:

1. The ongoing initiatives is oriented mainly toward rural areas, with emphasis on productive activities such as agricultural production, management of agricultural resources, etc.. But we must remember that rural and urban areas interact each other, and in the same way, production should be underpinned by markets. A half of the local population in the Border Region falls in the category of the urban population. The other half is the rural population, whose considerable part has a propensity to migrate to other regions. For the Border Region to gain a certain level of economic sustainability, it is necessary to encourage the development of urban areas and

markets. The general observation is that relatively insufficient attention has not been given to strengthening education, SMEs, employment creation and provision of infrastructure in the urban areas of the Border Region.

Speaking specifically of infrastructure, it may be cited as an example that there are many initiatives to improve the distribution or electricity generation in rural areas (solar energy, small hydropower, etc.). However, there have been limited initiatives to enable, enhance or maintain in good condition the roads linking rural areas to urban areas or local markets.

2. So far, interventions in the Border Region have prioritized supporting the communities in the most backward province such as Elias Pina. Although such priority is justified for the reasons of social justice and consistency with the MDGs, it would hardly lead to a long-term economic sustainability. Interventions with international cooperation have been less dynamic in relatively more advanced provinces such as Santiago Rodriguez and Monte Cristi, where there was greater progress of the development activities with the local initiative,. Taking into account that the Border Region represents a most backward area in the country, in the long term, it is necessary to encourage the development of the areas which are relatively developed as long as within the Border Region, especially those with favorable access to local markets, so that such development would bring about spread effects over other parts of the Border Region.

3. A lot of projects are implemented, aiming at increasing the empowerment of local communities, thereby contributing significantly to encouraging communities to be more self-sustainable. On the other hand, capacity development of municipalities have been rather lagging, despite the fact that they are led by the leaders elected by the people under their jurisdiction and interact with the local people directly. Although some projects address themselves to the capacity development of municipalities, they are less in number than those which directly target community people empowerment. This lack makes various empowerment initiatives in isolation, because various local authorities are not involved, so that empowerment initiatives are little reflected in the planning processes in local, regional and national levels..

Partly for that reason, there has been a tendency in some sectors, projects scope are too large to be locally managed; projects are very ambitious and widespread, albeit with righteous purposes. The vast majority of NGOs that support projects or programs for local empowerment, tend to have strong ties with major figures at national or international organizations, which are seen as advantages and *raison d'être* of these NGOs. However, in the long run, one will see greater importance in the coordination between local people and local public authorities, as well as the collaboration among municipal authorities, which are key players in local development. Especially, it is considered very important to strengthen the capacity of project planning and management of municipalities.

(3) Conclusion

Mainstream of ongoing local initiative have been environmental management and social development such as education and health. It is also worth noting that the concentration of them in rural and poor areas has stimulated the sense of local ownership.

The actions so far taken have mitigated the precariousness of poverty. Such actions are necessary remedy. At the same time, another approach is important to stimulate self-help initiatives to achieve economic sustainability and autonomy of the local population.

Henceforth, the development of the Border Region calls for sustainable economy through strengthening urban as well as rural areas and greater links between local communities and municipal administration.

1.3 Development Needs

According to the analysis in the previous section, main feature of the Border Region is identified as “deeply immersed in poverty due to the unemployment and the out-migration of local people.” Major approach to the Border Region with said characteristic focused on social welfare approach. It would require another way, that is “to support the self-help effort of local communities to achieve sustainable economy.”

Development needs of the Border Region are analyzed by the review of the existing studies and reports, and a Rapid Rural Appraisal (RRA) undertaken by the Study Team during the period from late March to late April 2007.

(1) Review of Existing Studies

The Border Region has a higher rate of poverty incidence than other part of the country. There is a large demand for development in the Border Region. Many diagnosis have been undertaken on the Border Region. Among them, National Border Council made a comprehensive diagnosis, ‘Rapid Appraisal of the Border Region of the Dominican Republic’¹. It covers the socio-economic, cultural, environmental aspects and points out that limited economic activities cause the stagnant economy of the Border Region and let young people migrate out of the region.

DGDF conducted a study to identify development priorities in the Border Region². The study process involves surveys, workshops and public consultations with various stakeholders. The results of the study are summarized in the Table 1.6.

From the results of DGDF study combined with the study of National Border Council, development needs can be summarized as follows and conceptualized as shown in the Figure 1.4.

1. There is a great need for economic promotion such as agro-processing, eco-tourism, aquaculture, and agro-forestry utilizing local resources. Promotion of the border trade brings about opportunities for economic promotion. These are linked to the social needs to create jobs for the young people. To maintain and upgrade human resources, the young people have to be educated properly.
2. There are also needs for social development such as housing, health and education. Education for the young people is very important for job creation economic development.
3. To support economic and social development, improvement has to be made on institutions. The improvement includes strategic plan making, stable administration, better coordination among government bodies, public participation and a greater involvement of military people in community development.

¹ Consejo Nacional de Frontera, Diagnóstico Rápido de la Región Fronteriza en la República Dominicana. February 2006.

² DGDF, CONSULTA CIUDADANA SOBRE LAS PRIORIDADES PARA EL DESARROLLO FRONTERIZO, June 2005

Table 1.6 Development Priorities of the Border Region

		Summary	Pedernales	Elias Pina	Independencia	Dajabon
Economic needs	[1] Economy and employment	- Establishment of Industries and industrial free zones that process raw material, mainly agricultural - Preservation and broadening of the Law 2801 - PYMES promotion	[1] Credit, training and technical assistance for PYMS - Agro-forestry - Eco-tourism [2] Agro-processing industry [3] Agro-forestry for environment	[1] Agro-processing promotion [3]: Credit, training and technical assistance for PYMS [4] Agro-forestry for environment and commercial	[2] Credit, training and technical assistance especially for PYMS [3] Promote investment in eco-tourism and provide training [4] Establishment of agro-processing (coffee, citrus, wine, edible oil, etc) [6] Fishculture	[2] Credits, training and technical assistance, especiall for PYMES [3] Agro-forestry and environment management [4] Agro-processing industrides
	[2] Support system	Financial system with low interest rate accesible to low-income persons				
	[3] Water for agriculture anr livestock	Water for irrigation and livestock		[5]	[1]	
	[4] Eco-tourism	Torism promotion: cultural tourism promotion: Independencia and Pedernalez	[1] Eco-tourism		[1] Eco-tourism	
	[5] Border trade	Border trade promotion: market place in Elias Pina, Independencia and Dajabon	[4] Access to small producers and traders [5] The elimination of red tape and taxes for trade	[2] Border trade promotion for small producers	[5]	[1] Access to small producers
	[6] Access road	Local road construction		[6]		[5]
Social needs	[1] Housing	House construction and repairing program with low cost	[2]	[3]	[2]	[1]
	[2] Water	Drinking water	[5]: Water to Ovied	[5]	[5]	
	[3] School	Technical rehabilitation of hospitals and health centers	[3]	[4]		[4]
	[4] Hospital	Repair and construction of school classroom and trained teachers	[4]	[1] School modernization (libraries, laboratories, IT centers), poly-technical institute, and scholarships for university students	[4]	[5]
	[5] Education other than school	Modern education system: library, IT and labs Polytechnic	[4]		[3]	[2] Develop better capacities in teachers through training [3] Polytechniques and UASD extensions
	[6] Youth	Promotion of economic activities that generate youth employment	[1] Job creation for young people through bi-national free trade zones, undustries under law 2801, PYMES and soft credits	[2] Job creation for young people through bi-national free trade zones, undustries under law 2801, PYMES and soft credits	[1] Job creation for young people through bi-national free trade zones, undustries under law 2801, PYMES and soft credits	
Institutional needs	[1] Border trade	Institutionalizeing the border trade	[1]	[1]	[2]	[1]
	[2] Immigration	Establishing the migration control with himan rights	[2]	[2]	[3]	[2]
	[3] Law 28-01	Unholding and broadening of Law 2801	[3]			[3] Special incentive for the borders
	[4] Public servants	Establishment of civil administrative career system to avoid clientarism and preferences amongst political parties	[6]	[5]	[5]	
	[5] Development strategy	Establishing strategic plan for provincial development			[1] Make the provincial development council more active and have it prepfare a strategic development plan	[4] Establishing a development ;olicy or plan with public participation
	[6] Coordination	Establishing mechanisms for the coordination of public organizations	[5]: Training the civil servants and establish coordination among them	[4] Strengthening province city hall with grater decentralization, transparency and participation		[5] Inter-institutional coordination of public organizations
	[7] Participation	Public participation in the developmnet process				
	[8] Border control	Training army of the human right and service for the community	[4]	[3]	[4]	

Note: Number in [] denotes the priority in each category

Source: JICA Study Team based on the DGDF, PADF, CONSULTA CIUDADANA SOBRE LAS PRIORIDADES PARA EL DESARROLLO FRONTERIZO, June 2005

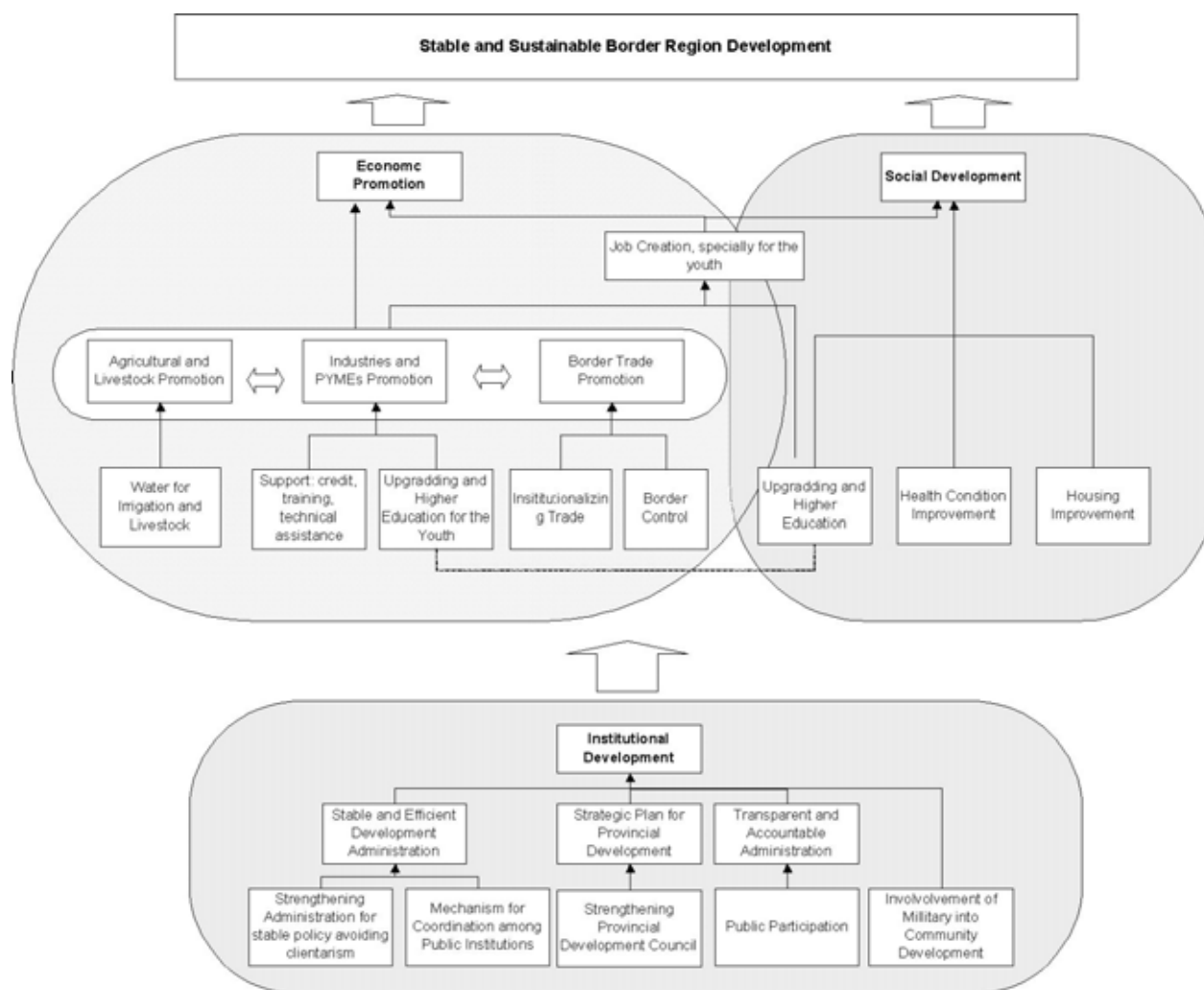


Figure 1.4 Development Needs in the Border Region

Source: JICA Study Team

(2) Rapid Rural Appraisal (RRA)

The objectives of RRA are to analyze the development needs in the Border Region. It is conducted at various levels; those are provincial, municipal, community and household levels. Sample selected is shown in the Table 1.7.

Table 1.7 Provinces, Municipalities and Communities Surveyed

Province	Municipality	Community
Dajabon	Dajabon	Los Miches Los Cayucos
	Loma de Cabrera	Monte Grande La Ceiba
Montecristi	Montecristi	Laguna Verde Villa Garcia
	Villa Vasquez	Los Conucos Baitoa
Santiago Rodriguez	Sabaneta	Guajaca Romerillo
	Los Almacigos	El Fundo Los Rodriguez
Bahoruco	Neyba	Cerro Medio El Estero
	Villa Jaragua	Palenques La Madre
Independencia	Jimani	Solidaridad El Invi
	Duverge	Venga a Ver Las Baitoas

Rapid Rural Appraisal (RRA) are conducted by JICA Study Team and DGDF staff in collaboration with other local institutions in Dajabon, Montecristi, Santiago Rodriguez, Bahoruco and Independencia as shown in Table 1.8.

Table 1.8 Timetable of RRA

	Mar.19-23	Mar.26-30	Apr.2-6	Apr.9-13	Apr.16-20	Apr.23-27
Preparation	-----					
Implementation						
North						
Dajabon: Training and Trial		-----				
Monte Cristi				----		
Santiago Rodriguez (San Ignacio de Sabaneta)				----		
South						
Bahoruco (Neyba): Training and Trial					-----	
Independencia (Jimani)						-----
Wrap up						-----
Reporting						-----

Source: JICA Study Team

The result of the RRA is highlighted below.

Development needs at provincial level

The need for economic promotion is the greatest. This need includes the job creation utilizing the Law 28-01, agricultural resources and tourism resources.

Needs for agricultural development is also great because many of households depend their livelihood on the agriculture and livestock. The demand for infrastructure is higher in the south area. Santiago Rodriguez, an advanced province in the Border Region, raises the issue of developing an institutional structure for coordination.

Table 1.9 Summary of Development Needs at Provincial Level

	Economy	Agriculture	Education	Health	Infrastructure	Institution
Dajabon	<ul style="list-style-type: none"> ● Poverty ● Job sources applying law 28-01 	<ul style="list-style-type: none"> ● Agriculture and livestock development ● Training of producers 	Education: better teachers	Health: bigger hospital	Local road	
Montecristi	<ul style="list-style-type: none"> ● Poverty ● Job sources applying law 28-01 	<ul style="list-style-type: none"> ● Agriculture and livestock development ● Training of producers 	Education	Hospital		
Santiago Rodriguez	Agro-industriazation (milk, guayaba, mango, guano, yucca)					Developing a structure of institutional coordination
Bahoruco	Industrialization of the wine, jam and raisin				<ul style="list-style-type: none"> ● Construct a dam in Monte Grande ● Communication roads ● Electricity ● Water 	Define the territorial sub division of the municipality
Independencia	Tourism	To qualify agrarian project	Construction of school		<ul style="list-style-type: none"> ● Roads ● Airport 	

Infrastructure such as access roads to community is demanded in most of the municipality. In addition, creation of new municipality is raised as an issue because they do not have capacity being strong enough to manage municipality.

Table 1.10 Development Needs at Municipal Level

Province	Municipality	Economy	Agriculture	Education	Health	Infrastructure	Institution
Dajabon	Dajabon		<ul style="list-style-type: none"> • Rising bovine livestock, chicken and pig • Seed of yucca, rice and potatoes 			Construction of market, cemetery, park and school Water treatment	
	Loma de Cabrera	Job sources		School	Hospital	Sewers, waters, treatment plant	Define municipality territorial subdivision
Montecristi	Montecristi	<ul style="list-style-type: none"> • Simulate economy • Developing tourism • Stimulate people to invest 		Vocational schools		Road to Puerto Plata	
	Villa Vasquez	Investment Job sources		<ul style="list-style-type: none"> • University • Sport in the community • Computer school 		Water treatment to protect coastal zone	
Santiago Rodoriguez	Sabaneta						Government does not contribute what is committed to contribute
	Los Almacigos	Processing of fruits	Agro forestry project			Road maintenance project	Define the territorial subdivision of the municipality
Bahoruco	Neiba						The government does not contribute what is committed to contribute
	Villa Jaragua	Free trade zones or companies		More classroom	Extend and equipment for health center	Repairing roads	
Independencia	Jimani					<ul style="list-style-type: none"> • Water • Asphalt • Canal of the river • Garbage collection 	
	Duverge	Tourism	<ul style="list-style-type: none"> • Producer group • Access road to the production areas 			Potable water for all	

Source: JICA Study Team

Development needs at community level

Development needs at community level are based on the community life. Varying agricultural needs exist in daily life. Needs are great for education and recreation of the youth. Infrastructure needs are great in Independencia because it was recently hit by natural disaster.

Table 1.11 Development needs at community level

		Economy	Agriculture	Education	Health	Infrastructure	Institution
Dajabon	Los Miches			Clubs for young people		<ul style="list-style-type: none"> Electricity Road Water 	<ul style="list-style-type: none"> Police headquarter Delinquents
	Las Cayucos		Land preparation Agricultural equipment Incentives to seeds				Government support
	Monte Grande	Employment	<ul style="list-style-type: none"> Function of agro-industry Irrigation system Advising to farmers 				
	La Ceiba						
Montecristi	Villa Garcia	Factory employing cooperatives' products	Construction of lagoons			Access roads to communities	
	Laguna Verde	Factory	<ul style="list-style-type: none"> Agricultural land Support landless farmers 				
	Los Conucos		Irrigation system	Internet center and computer service		Aqueduct	
	El Baitoal	A company buy agricultural product with good prices	Lagoon for the raising cattle and				
Santiago Rodoriguez	Guajaca	Fabric companies	<ul style="list-style-type: none"> Farm Irrigation 	Sport			
	Romerillo			Furniture of school	Medical dispensary	<ul style="list-style-type: none"> Improvement of water provision Reparation of the road 	
	Los Redriguez		<ul style="list-style-type: none"> Project of cassava factory Farmers association regulates the prices Irrigation system 	Play			<ul style="list-style-type: none"> Court Satisfy the promises
	El Fundo			Construct a polyclinic		Construct a road	
Bahoruco	Cerro Medio	Free zones Supermarkets			<ul style="list-style-type: none"> Construction of health center near the community Drugstores 		
	El Estero					Water supply Improve electricity supply	
	Palanques		<ul style="list-style-type: none"> Breeding of goat and cow Loans to seed 			<ul style="list-style-type: none"> Water Road Grounds to work 	
	La Madre		<ul style="list-style-type: none"> Irrigation channels Provision of water for the harvest 				
Independencia	Solidaridad	Company to promote agriculture					
	El Invi	Factories		<ul style="list-style-type: none"> Technical courses Multi-sport 	Physiological orientation	<ul style="list-style-type: none"> Completion of the bridge Aqueduct Paving the roads Electricity River bank for disaster prevention Rehabilitation of ground 	
	Vengaver	Textile free zone					
	Baitoas		Agricultural product processor for mango juices or oregano	<ul style="list-style-type: none"> Student scholarship Education 		Houses	Courts

Source: JICA Study Team

The RRA results in Dajabon are as shown below.

Development needs at provincial level

- Water
- Employment
- Road
- Strategy for development and coordination
- Following up of the project for it to be sustainable

Development needs at municipal level

- Garbage collection
- Drainage improvement
- Park construction
- Job opportunity
- Cemetery construction
- Transportation to school
- Information to be shared among stakeholders
- A part of municipality tends to be independent in spite of the lack of its administrative capacity

Development needs at community level

- Employment, especially young people
- Agro-industry promotion
- Tourism promotion
- Market for the products
- Higher education in the area
- Infrastructure such as church, school electricity and road

Development needs at household level

Various needs are identified as shown in the Table 1.12. Especially, promotion of economic activities like job creation is demanded in many of households.



Photo 1.1 Household Interview of RRA

Table 1.12 Summary of RRA Results in Dajabon

Needs	Community	Los Michez	Cayuco	Monte Grande	La Ceyba	TOTAL
	Number of HH surveyed	7	11	9	8	35
Economy		3	3	4	5	15
	Products market					
	Place for work	3	3	2	5	13
	Incentive to marketing products			1		1
	Incentive to agriculture and livestock			1		1
Infrastructure		2	7	1	8	18
	Electricity	2		1	5	8
	Road		2			2
	Water supply services		5		2	7
	house improvement				1	1
Education		0	0	1	2	3
	Technical course for the youth			1		1
	Scholarship for the children				1	1
	University and polytechnic				1	1
	Transportation to school		2			2
Health		4	10	4	6	24
	Food	1			1	2
	Mosquito, Dengue	1	3	1	2	7
	Sanitary improvement			1	1	2
	Domestic water pollution	1	1	1	1	4
	Garbage	1	2	1		4
	Polyclinic		2			2
	Pharmacy		2			2
	Ambulance				1	1
Culture		1	4	3	1	9
	Recreation/sports place and club for the youth	1		3		4
	Recreation club		2		1	3
	Youth club		1			1
	Infant park		1			1
Institutions		0	2	1	0	3
	Strengthening government		2			2
	Neighborhood unification			1		1

Source: JICA Study Team

(3) Development Needs of the Border Region

Based on the review of the existing reports and RRA results, the needs of the Border Region development are assessed as follows:

(a) Development Needs

People's needs for the development vary from infrastructure to economic promotion. Especially, economic promotion becomes an important need at households, community, municipal and provincial levels. Especially, job creation for young people is economic as well as social needs. Weak economic base makes it difficult to invest in the social development like education. Weak economic base becomes a cause of a weakness of social development, and vice versa. Weakness of both economic and social bases creates a tendency of the people to be dependent on external assistance and the politics which causes clientarism.

(b) Needs for the Development Intervention**Stable and consistent development administration**

Local administration and development administration are weak and influenced by frequent government change. Staff of development administration change according to the government change. Political parties give their supporters jobs for public institutions. There is little continuous development administration. There is a need for the strong and continuous development administration to ensure efficiency in development.

Strategic policy for the development

There is no strategic development policy and plan for provincial development. Various institutions involved in development provide services in response to the ad-hoc demand brought about by political power. Without strategy, there is no specific direction of development. Various agencies implement projects in various ways without unified direction, which loses the efficiency in development. Without specific direction, no coordination is needed among stakeholders. Therefore, there is a need for a common development strategy among stakeholders toward a more unified direction of development. To secure the transparency and accountability, the formulation process of the strategy calls for public participation. To make the development toward the common direction, coordination and information sharing among stakeholders are indispensable.

Providing various services for the development

DGDF is basically providing services for the infrastructure development. There is a need for DGDF to support economic promotion activities, as some of DGDF staff seriously recognize. DGDF has few staff to support these activities; the need of DGDF is how to support/ train people for the promotion of various economic activities. RRA was conducted by initiative of DGDF in collaboration with other institutions such as Institute of Agricultural Development. DGDF may coordinate and facilitate to provide services to meet the various development needs in collaboration with other institutions.

The structure of issues discussed above is conceptualized in Figure 1.5.

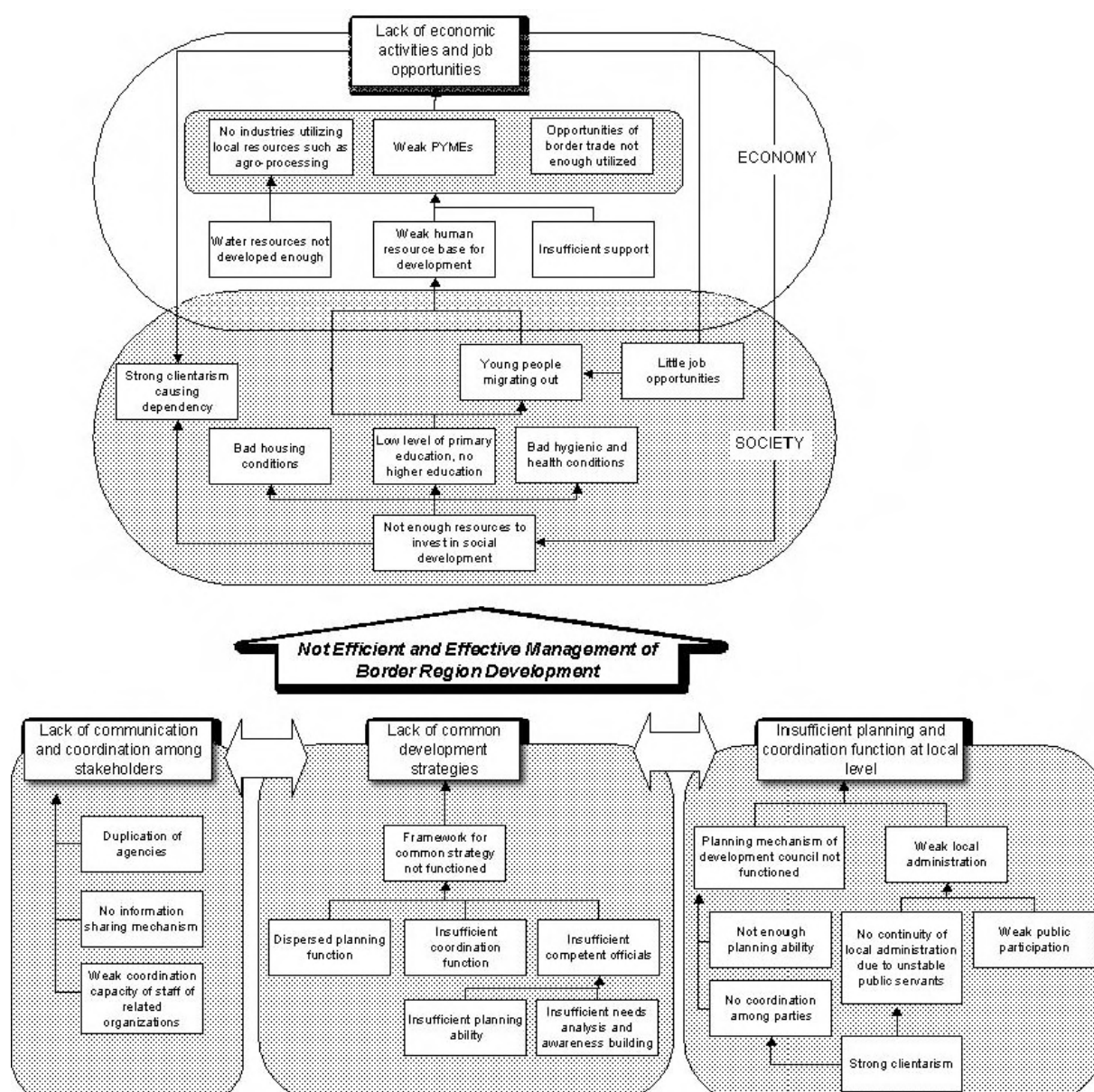


Figure 1.5 Structure of Issues in the Border Region

Source: JICA Study Team

(c) Direction of the Development in the Border Region

Combining the development needs and intervention needs, the direction of the Border Region development is shown in Figure 1.6. To meet the development needs varying from the infrastructure development to economic promotion, the development intervention should be made in a strategic manner. Following this, there is a need for the government intervention that coordinates and/ or facilitates the development as well as provides services to the people.

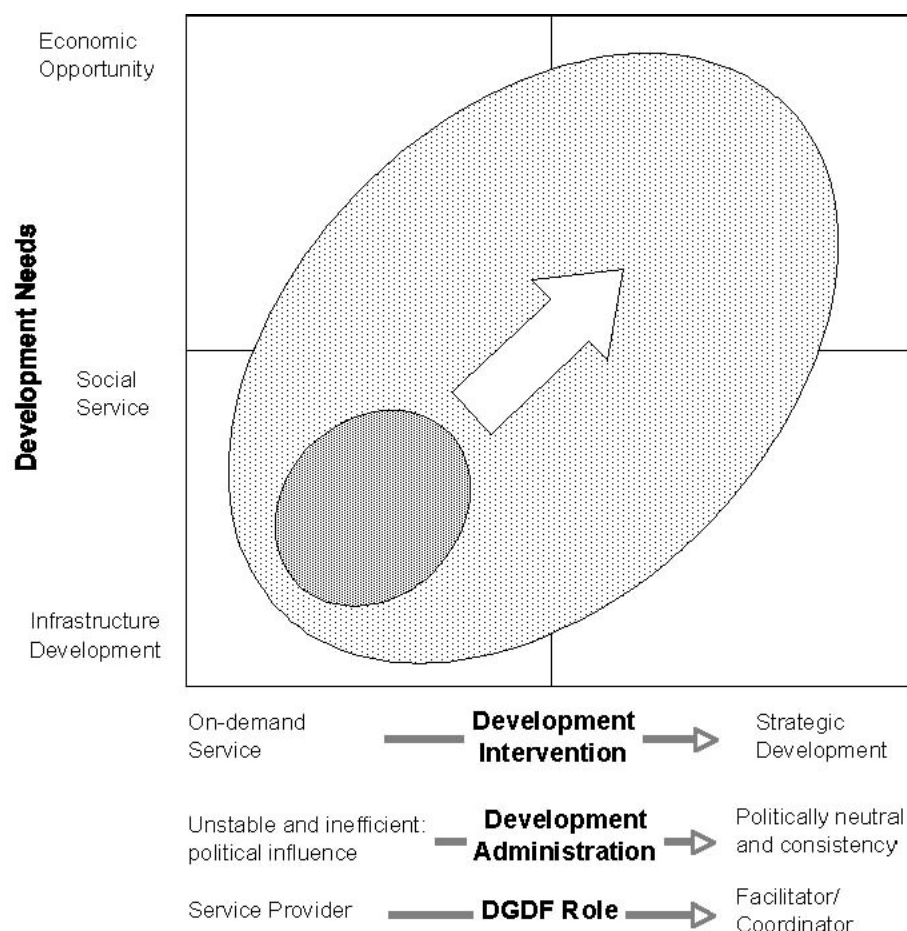


Figure 1.6 Direction of Border Region Development

Source: JICA Study Team

(4) Conclusion

The needs analysis points out that the most important needs are remedial actions for reducing unemployment and providing greater educational opportunities and recreational activities to the younger generation. These are pressing need to prevent the young generation from out-migration .and the region from being tied to the state of severe poverty,

Another needs are continuity and integrity of development actions in the region. Coordinated actions should be undertaken toward the overriding goal of "sustainable economy"

1.4 Actions Taken by the Government: Policies, Legal and Institutional Arrangements and Implementation Procedures

According to the analysis so far, the Border Region has not been able to rise from its profound state of poverty due to its fall into a vicious circle formed by unemployment and flee of local population. Another type of approach would be needed to support the effort of the local communities to achieve sustainable economy. It also emphasized the need for taking the development actions toward the common goals that are established under mutual agreement, and maintaining their actions coordinated.”

(1) Policies and Legal Arrangements

Table 1.13 is a description of the content and the current situation of policies and legal arrangements.

Table 1.13 Policies and Legal Arrangements Related to Border Region Development

NAME	GENERAL DESCRIPTION	ACTUAL SITUATION
STRATEGY AND POLICIES		
PAN-Fro	It refers to a Plan of Action for the Frontier Region (PAN-Fro) agreed in 2001 that would take into account the specific problems of the region, within the frame of action of the Global Mechanism of the International Convention on the Fight Against Desertification (UNCCD). Through the Decree No.146-03 of 2003, The Interinstitutional Technical Group (GTI) was established as an organ of national coordination. Provides a basic frame on the initiative of local development based on the sustainable management of natural resources and the use of territory on the Frontier Region.	Provision of the referred basic frame. The GTI acts as the coordinating organisms among institutions.
Poverty Reduction Strategies in Dominican Republic (ERP –RD)	It is the Dominican version of PRSP (Poverty Reduction Strategy Papers) officialized in 2003 under the government lead by Eng. Hipólito Mejía. Establishes the definitions of poverty and the strategies for poverty reduction in the country during a period of 12 years. Establishes de definition of poverty and created the Social Cabinet in the Dominican Government.	It is turning into one of the principal tools of the policies of the Dominican Government.
Objective of the Millennium Development (OMD)	In August of 2004 under the government of Dr. Leonel Fernandez the Presidential Commission was established about the Millennium Objectives and the Sustainable Development (COPDES), which monitors the progress on the achievement of OMD. In 2005 the four stages for achievement of OMD were established (elaborated the poverty map, estimation of public investment, formulation of action plans for the next 10 years and the strategies of poverty reduction for a period of 3 to 5 years.) On the first phase, la ONAPLAN and the STP published the poverty maps in 2005.	It is converting in one of the principal tools of the policies of Dominican Government.
Country Vision 2030	The General Direction of Economical and social Development (DGDES) of the SSEPLAN ordered the formulation of a development program with a long term to be implemented in Dominican Republic, who's fruit is the “Country Vision 2030.” The SEEPLAN proposed a four axis of development, understood by more efficient democracy, modernizing the economy, a more solid social and regional integration and the intellectual presence in the international context, and the CEPAL made individual contact with the ministries and other governmental institutions of the DR for the collection of information. The document is organized by each development sector. However, they considered that it was needed to reinforce the analysis of the environmental sectors, transit and commerce, for what it is soliciting the collaboration of the World Bank (Banco Mundial) for the realization of further analysis.	In February 2008, still waiting for the final approval.
National Development	The DGDES of the SSEPLAN and the Advising Unity of Economical and	In March 2008 the

Strategy (NDS)	Social Analysis directed directly by the Secretariat of State of the SEEPYD, they are studying the NDS according to the content of the "Country Vision 2030". If the revision were to be finished, the strategies would be converting the first national strategies that will govern all the governmental institutions as base of inter-institutional coordination. It is had as it puts to make official the END with use until 2030, by means of the promulgation of a law in October of the 2008. The END will be renewed every 10 years.	proceeding of the revisión and work cronogram was analyzed.
Other development plans	In the National System of Planning and Public Investment (SNPIP) that is under the revision of SSEPLAN, in addition to the previously referred Vision and National Strategies, it includes: the Plurianual National Plan of the Public Sector, Plurianual National Plan of Public Investment, Regional and Institutional Plans.	Because the superior plans have not been defined, the situation in which these plans are not clearly known. It is contemplated to make annual tests of a plurianual budget planning with the State Secretariats for a fiscal year 2008.
The National Territorial Organization Plan (PNOT)	ONAPLAN tried to formulate a part of the national development Plan with the support of the Economic Commission for Latin America and the Caribbean (ECLAC) but only the methodology of planning was explained.	It limited itself to explain the terminology of the planning process. The content of the plan has not yet been developed.
Legal Arrangements		
Law No 496-06, that creates the Secretariat of State of Economy, Planning and Development (SEEPYD). and its regulations (Decree No 231-07)	Within the frame of work of the institutional reform, disintegrating the old STP and ONAPLAN, the SEEPYD was created by the rector organism of planning of development and coordination of international cooperation. Some functions like the budget formulation were trespassed to other governmental institutions. The Law No.496-06 establishes the institutional frame and functional to the SEEPYD, whereas by means of the Decree, the internal institutional disposition and the functions of the sections are defined in detail that compose it.	The SEEPYD contracted specialized consultants and is advancing in the establishment of the proceedings of the work and operation manuals and diverse proceedings.
The Planning and the Public Investment Law. (Law No.498-06) and its rules (Decree 493-07)	This law establishes the basic frame of the planning of national development, where it is seen of more marked way, the communitarian participation. It is contemplated to put into operation a participative planning system, through the advice of municipal development, provincial and regional level, in order to reflect the opinions of the local population from down upwards. This is one of political stars of the present government.	Even though the legal disposition, the development councils have not yet been installed. On another side, the SSEPLAN is doing the necessary coordination to determine the unique rationality of the country among the governmental agencies.
Establishment of the Secretariat of State of Property (Law No.494-06)	The Law of the Secretariat of State of Property, which was transferred to Budget General Direction, which was dependent of the STP.	
Law of Public Function and Creates the Secretariat Of State for public Administration (Law No. 41-08)	It establishes the requirements of public employees and raised the ONAP to the Secretariat category of (SEAP). It is possible to indicate that by means of this law it is tried to introduce the hiring category, including designated political appointments and those that enter in the General or Specialized Administrative Race. To the second category, they would be applied the hiring of by life and competitive examination for the selection of servants. Another newness is that the same law includes to the servants public of the municipalities and the decentralized institutions (since the administrative race specialized the servants public of the Central Government was only recognized). The law contemplates to a period of transition to the new system of the handling of public servants the present to 8 years.	It was promulgated in January of 2008 and it just entered the implementation phase.
Municipal and National District Law (Law No. 176-07)	This law establishes, among others, the transference from powers to the municipalities, the structure and the internal functions of the municipal government, utility of the budget (To destine 40% of the total budget to the infrastructure development and the allowed maximum for personal expenses is 25%, etc.), the establishment of the planning office and programs in the municipal government and planning of municipal development.	It was promulgated in August of 2008.
Organic Law of Each Public Organization	Some statutory laws include the obligation to in detail define the functions of the corresponding organism, but many do not do it very clearly. In addition, according to the Constitution of the Dominican Republic, a new	The ONAP insisted that the right to evaluate the constitution of new

	single organism with presidential Decree can be created, as in the case of the DGDF, that it did not count on a corresponding statutory law at the time of his creation and the status will later be defined.	organisms was left to them, but the Law No.41-08 was not included.
Establishment of the Special Frontier Region Development (Law No.28-01)	It establishes the exemption of taxes and other privileges that are granted to the production plants which they will settle down in the seven Border provinces of the Region, in the branches of industries, agricultural product processing, trains fishery, mechanical industry metal, metallic industry, power tourism and industry. The Director of the DGDF is the president of a commission that determines the beneficiaries. However, there have been cases of companies already installed in the country like beneficiaries of these privileges, in which impact cannot be hoped by new investments. Also the case of the construction of a cement factory had been reported next to a protected area. This law is applied to all the companies that settle in the Border Zone, some of which, simply they settle, but they do not use local manual labors or they do not leave any benefit to the local population. Esto está siendo criticado como deficiencia de la aplicación de esta ley.	
Law No. 8-90 about Fomenting the free Zones and its modifications (Law No.236-05)	He establishes the privileges like the exemption of tariff taxes and other public prosecutors of the companies of goods or services that are manufactured or settle in the country. There are 56 zones designated for this purpose, including two in Monte Cristi and one in Pedernales. Nevertheless, with respect to the Border Zone, all those that settle in this region, including that they settle down outside the border frank zones, will enjoy the rights granted by the Law 28-01. In addition, the companies that settle down in the Border Zone do not have particular advantages in relation to which they settle down in the frank zones outside the Border Zone.	
Presidential decrees related to a new regional political-administration (No.2465-81, 685-00, 710-04)	One talks about the proposals of the reconstruction of the administrative political division of the country (municipalities, provinces and regions). Besides to modify the municipal and provincial divisions, new regional sets out, dividing the country in 10 regions, taking into account the regional socioeconómico conditions. The border zone will be divided in three parts: the south, center, north.	The presidential decrees were emitted, without implementing the fact. However, the SSEPLAN began to work with this subject with more persistence, because it considers it very high-priority.
General Law of free Access to public Information, (Law No. 200-04)	It forces all organisms and public organizations to provide information by to the public in general, directly or by means of its Web pages that they developed individually.	
Law No.122-05 over Regulation and Fomenting the Associations without Aims of Profit in the Dominican Republic.	It forces the ONGs to register its intentions and activities in the competent authorities. Also it forces the ONGs international to provide the pre-established information to the Dominican Government.	

Source: each laws and regulations collected by JICA Study Team

(2) Institutional Arrangements**(a) Administrative Structure**

Government administration has the following structure:

Table 1.14 Structure of Government Administration

	Territorial Division	POLITICAL AUTHORITIES	ELECTION TYPE
Municipal	154 Municipalities 1 National District	Regidores Mayor	Direct vote Direct vote
Provinces	31 provinces	Governor	Presidential designation
Regions	10 regions*1	--	--
Central Government	Central Government	Senators Deputies Secretariat of State President of the Republic	Direct vote Direct vote Presidential designation Direct Vote

Nota : *1According to the Presidential Decree No. 710-04.

Source: SEEPLAN, in April 2007.

Whereas there are four administrative levels, only the municipalities and the Central Government have substantive and independent structures. In each province there is a governor appointed by the President of the Republic, and his support personnel, but there is no substantive government. The governor is seen by the citizens, as a delegate of the Central Government and performs the function of coordinator between the municipal governments (city councils). In many countries, one of the most important functions of the municipal or regional government is the intersectorial coordination of development in its respective jurisdictions. In the Dominican Republic, however, the provinces lack financial and human resources for them to be able to assume that function in a satisfactory manner. Consequently, the regional offices of the line ministries tend to act without coordination.

The Decrees No 2465-81, 685-00 and 710-04 establish the regional deliniation, but in practice, different ministries use different deliniation.. In this circumstance, unified regional deliniation is now a major issue of SSEPLAN, with an intention to streamline inter-sectorial coordination, at the regional level, for planning at least,

The receiver and his support personnel represent the instance of municipal public administration and in that sense; they constitute the fundamental base of the democracy. That is to say, while the provincial government is the delegate of the central administration at the provincial level, the municipality is a representative from the citizens. The municipal governments have their own

revenues, they have not effectively been used, due to very low capacity of their technical personnel to plan.

Another characteristic of the political-administrative feature of the Dominican Republic is a large number of the municipalities with small jurisdiction. Although the Law of the Municipality and National District provide an increased autonomy of the municipal governments, their financial and manpower capacities are very limited because each municipality is very small.

One of the recent trends is the cooperation among neighboring municipalities to jointly solve the problems common to them. Such cooperation tends to start from action against specific urgent problems. It later take up more diversified and greater scope of activities. Meanwhile, the National Council of the State Reform (CONARE), is examining a possibility to encourage very small municipalities to merge among themselves.

Another issue is the clientelism. The political clientelism is an unofficial system of interchange of favors, in which the holders of political positions regulate the concession of benefits or manage uses through their public function or of contacts, in exchange for electoral support. This at least partly takes effect in the substantial replacement of government officials upon each election of the president and even mayor..

The clientelism is also sometimes observed in decentralized public institutions. The absence of the employment examination on competitive basis and ambiguity in job descriptions tend to be responsible for the lack of specialist staff and a large dependence on the external consultants. This dependence causes a result that the experience and knowledge in the internal personnel is not accumulated and that many organizations are set up along with similar direction but without clear specialization. In transforming this vicious cucle into a beneficial cycle, one of the keys is to enhance the efficiency of development. The Law of Public Function and Administration (Law No 41-08) aims at solving such pending issues as competitive examination, qualifications and job stabilization.

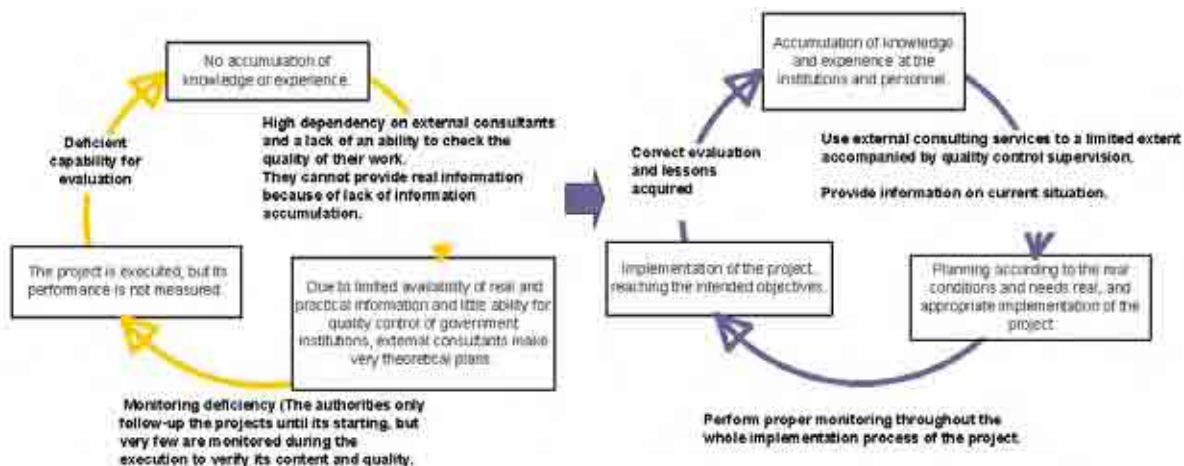


Figure 1.7 Vicious Circle of Project Management
Caused by Lack of Specialty among Implementing Agencies

Source: JICA Study Team

(b) **Organizations related to Border Region development**

State Secretariat of Economy, Planning and Development (SEEPYD)

Within a major reorganization of the Central Government, the old Technical Presidential Secretariat (STP) was transformed itself into the Secretariat of State of Economy, Planning and Development (SEEPYD) based on the Law No.496-06. Then, the structure and functions of its internal units were set out by Presidential Decree no. 231-07.

With the creation of the SEEPYD, the government clearly determines the function of the SSECI to be the window of the non reimbursable international cooperation and the function of SSEPLAN to be the window of the reimbursable international cooperation and the development with public investments by the Central Government. These two units are within the same Secretariat, forming an integrated mechanism to coordinate developmental activities with the internal financing and those with the external one.

With the new Law of Public Investments (No.498-06) and accompanying regulations (Decree no. 493-07), SSEPLAN has been authorized to technically synthesize national plans and the new development councils have been authorized to gather local needs and incorporate them in national policies. In the Dominican Republic where traditionally the development is carried out mainly on top-down basis, the introduction of this new planning system is considered as a historical transformation and will be one of the new major initiative of the Government headed by Dr. Leonel Fernandez.

The initiative to incorporate the opinions and needs of the local communities in the planning

system at the national level, has enlarged a possibility of making the process of development planning more visible and increasing the sustainability of plans.

However, it is necessary to remember that this initiative is the first experience for the country and will require the continuous practice to facilitate the process of participating planning and the capacity development therein.

General Directorate of Frontier Development (DGDF)

DGDF is a non-financial independent governmental organization created by Decree no. 443-00 in 2000.

The mission of the DGDF is to coordinate public investment policies and developmental activities to improve the quality of life in the Border Region comprising seven provinces: Montecristi, Dajabon, Santiago Rodriguez, Elias Pineapple, Independence, Pedernales and Bahoruco.

In fact, in that Decree, of a single leaf, they talk about majorities of the organisation, without clearly specifying the functions, which one can interpretate in a very broad way.

Consequently, DGDF covers diverse fields of development such as: 1) regional planning, 2) infrastructure development (houses, highways, lagoons, etc.), 3) construction, 4) coordination among organizations in the Border Region, 5) promotion of investments, 6) community empowerment, 7) agricultural production, 8) strengthening of communitarian organizations, 9) tourism development and 10) health. The problem is that DGDF has to take care of diverse projects and activities with a very limited budget, and therefore, it cannot fully satisfy needs frequently. This is an evidence of the inefficiency caused by the lack of clear organizational specialization.

The budget for DGDF in the year 2006 is shown on Table 1.15.

Table 1.15 Expenses of DGDF in 2006

	Expenses (Peso)	%	Comments
Personal services	41,772,041.53	50.7%	
Non personal services	18,684,830.72	22.7%	Operational expenses and maintenance of the office, expenses of basic services (water, electrical energy, etc.) Materials and provisions
Materials and wastable materials	19,376,404.83	23.5%	
Comun transfers	820,000.00	1.0%	
Non financial actives	1,758,209.73	2.1%	
Total	82,411,486.81	100.0%	

Source: DGDF Annual Paper, November 30th 2006

As it can be seen, half of the expenses is allocated to the personal services. Together with the

expenses for operation and office maintenance, 73% of the total budget are allocated only for house keeping purpose. DGDF owns a total of 84 heavy machineries, but it does not have fixed allocation for fuels nor maintenance of the machineries. Only the expenses for machine operators, who are a part of DGDF staff, are covered in the "personal services".

When DGDF is assigned to the projects with international financing or of the Dominican government, they can cover the expenses of fuels of heavy machineries and daily wages of the operators. If it is not assigned to project, operating expenses of heavy machineries and wages of operator, will be unnecessary expenses.

The DGDF alleges that it can carry out road works at low costs because it owns his own brigades of operating heavy machineries. But, someone say that, unlike private firms, DGDF's machine operators are not always professional. It is not always true that road works by DGDF are less costly, taking into account relatively prevailing rate of utilization of machines and operators and quality level of the works.

Talking about advantage of DGDF, it is a unique governmental organization that has branches in all of the seven border provinces and the personnel originated from the Border Region.

DGDF has approximately 320 employees. Many of them know the real situation of the Region and are familiar with the local population.

In addition, DGDF is already highly recognized by the local population through its activities. The human resources, knowledge and accumulated experiences of DGDF could effectively be utilized for the support to planning activities of municipalities and provinces, and for the advisory and coordinating activities to bridge between local authorities and national agencies.

(c) Government Organizations Involved in Border Region Development.

A problem of the border region development is not the lack of organization, but, on the contrary, the abundance of the organizations, without coordination nor unified direction. Another disadvantage is the existence of several procedures to plan development projects. One of the keys to more efficient the interventions in this Region should be a better coordination among organizations or projects.

Concerning the governmental organizations, although there are cases like the Secretariat of Public Work State and Communications (SEOPC), that orders to the private companies the implementation of projects, a problematic major is the existence of several non-financial decentralized organizations like DGDF, which implement projects for Border Region.

According to a report presented/displayed by the Commission of Rationalization and Reconstruction of the Social Sector in October of the 2006, the tendency was to create new

organisations in response to changing needs. There are already 31 organizations in the Cabinet of Social Policy of the Dominican Government, including the DGDF, and their functions sometimes overlap.

The DGDF is not the unique organization created by presidential decree without clear definition of their functions (that is, any activity can be done). Consequently, there are many scattered organisations that execute similar projects, with but very limited funds

These organizations tend to implement projects simply based not on a long-term strategy but simply on the the last years achievements. Some of them do not even periodically provide information of activities, unless precise is asked for it with much insistence. Although the annual reports or similar documents would be published, their content would vary from one institution, to another and would be difficult to let decision makers to understand a whole picture.

(d) Local People of the Border Region

Another important actor in the Border Region development is the local people. As pointed out by many donors, they show a large dependency on " external aid ". In the workshops undertaken by this project, the majority of the opinions of the local representatives of the Region, was to demand" what they want to receive" or to investigate " what other can do" in favor of them. In the exercises of community planning, they tend to mention concrete names of donors or NGOs in the "available resources" column.

This passive attitude must result from the paternalism that traditionally persists in the country, the highly centralized administrative structure and a large volume of aid flows to the Border Region.

In view of the situation above, development cannot be effective, if sense of commitment is weak on the part of the local people, despite that the government tries to promote local initiative and administrative decentralization.

On the other hand, the Dominican Republic traditionally has active incidences of civil society; for example, a school established with Japanese government assistance has been sustainably managed by a catholic group for more than 15 years.

In the pilot project of capacity development , we observed a community with leadership of its local leaders has been observed and a group of people who actually constructed a road by using construction machines of DGDF and raise funds by themselves. After completing the pilot project, they further took initiative to analyze and solve their problems.

When reviewing these community groups, we think that it would be possible to promote the Border Region development on the basis of civil society, if the groups have good leaders, basic knowledge on development and the approaches to identifying problems and plan of action.

(3) Implementaton Procedures

(a) Public Investments

The procedures are simple to implement public investment project. When budgetary allocation is approved, relevant public body is assigned to be responsible for implementation. Environmental impact is assessed, accordingly.

(b) Projects with External Financing by Donors or NGOs

Procedures vary from one donor to another. Some of them are as follows:

To agree on cooperation between donor/NGO and relevant ministry

- Municipality contact s with donor/ NGO.
- To agree on cooperation between donor/NGO, and ministry, based on requests from provincial governor/development council.
- To request via Dominican Municipal League.
- To request via a senator or deputy.
- To agree on cooperation between donor/NGO and non-financial such as DGDF.
- To request via SSEPLAN (formerly ONAPLAN).
- To request via SSECI (formerly STP)

The creation of SEEPYD and the streamlining of the process of national planning based on the new Law of Public Investments, could improve this situation drastically, producing the following changes in particular:

- Two units, SSEPLAN and SSECI, are integrated in the SEEPYD, which allows to realize the unified coordination between the local actors and the donors under the government initiative
- A mechanism has been settled down in such a way to unify the channel of formulation of budgets for the development projects. All the budgetary requests must be studied by the SSEPLAN, otherwise, they will not get allocation from the Secretariat of State of Property. This mechanism also facilitates the accumulation of project information on this unit.
- The SSECI is designated to be a single window of the non-reimbursable cooperation and other modalities of international cooperation. It began to organize the Table of Cooperación Internacional (MECI) as an initiative of the host country, in line with the Declaration of Paris.

- The new Law of Public Investments lays down the planning system of national development to formulate development strategies, by integrating and articulating sector plans.
- With the development councils, a mechanism has been established to let the local needs be reflected in the central level of the public administration.

In addition, the SEEPYD has hired consultants to elaborate regulations and manuals of the process of works, and develop information systems. In this way, a new system is being consolidated for development on a step by step basis.

The following points are still subject to improvement:

- A system, appraisal in particular, to determine priority among projects in different sector
- Considerations into recurrent cost of project
- Project monitoring

(c) Coordination

The situation of the inter-departmental coordination is as follows:

- The coordination has had the tendency to be deficient, due to the ambiguity of the process of coordination, planning and budgetary allocation.
- Due to this deficiency, not even the necessity of the coordination was perceived clearly. Therefore, procedures for the coordination were not clear. The coordination is often accomplished through informal network among officials.
- Donors have coordinated among others through meetings such as those organized by the Foundation of Desarrollo Pan-Americano (PADF) of the USAID and Interinstitutional Maintenance battalion (GTI) organized by GTZ or the World Bank. However, scope of coordination has not been limited because there is no clear structure of coordination on the part of the Dominican Government.
- Many governmental organizations, especially, those nonfinancial independent organizations, have been created by presidential decrees, without clear definition of their functions. It is very difficult to coordinate among organizations which are sometimes duplicating and ambiguous in functions.

With the creation of the SEEPYD and the new Law of Public Investments, a unified procedure of the planning of national development settled down. The SSECI established the National System of Cooperación Internacional (SINACI) and initiated the coordination and celebration of the Table of International Cooperators with the initiative of the beneficiary, in accordance with the

Declaration of Paris. In the context of the Border Region development, under this new scheme of national planning, tables of donors are held with DGDF as a coordinator.

By all these above, a framework has been provided for inter-departmental coordination, with the following tasks ahead:

- To realize national planning.
- To promote specialization of the functions of nonfinancial independent organizations,
- Respecting the SINACI, to establish the mechanism of coordination between donors and the Dominican Government.
- To ensure effective operation of the development councils, with particular emphasis on planning function at the municipal level and coordinating/monitoring function at the provincial level.

(4) Conclusion

The most remarkable action by the Dominican Government is the initiative to integrate the needs of development perceived at the local level in the national development plans. This will allow the situation in which the citizens are the main player development and the administration are the supporters.

1.5 Information Management

This section analyzes the flow and exchange of information, since they have been identified as a major cause of the inefficiency of Border Region development.

(1) Background

In the Dominican Republic, the flow of the development information is vertical with centralized administrative structure for each ministry, from local government offices, national government offices to the president office of the republic. There is little horizontal flow of information among different offices both at the local and the national level. This is due to the following reasons:

- In the Dominican Republic there is a larger number of ministries and government agencies in comparison with the other Central and South American and Caribbean countries.
- Some functions overlap among different public entities and responsibilities are not clearly defined.
- The structure of administrative organizations is complex and indefinite, and administrative functions are centralized in Santo Domingo.

The flow of information that rises vertically from the bottom to top is that of information on investment projects, from the ministries and government agencies to the president office of the Republic/ SEEPYD. It contains the application for annual budget allocation of public investment project and the monthly reports on expenditures on public investment projects.

On the contrary, the vertical information flow from top to bottom, from the president office of the Republic/ SEEPYD to ministries and government agencies is the only performance reports of monthly "budget allocations".

The figure below shows the outline of the flow of information between national and local government organizations, the President of the Republic / SEEPYD.

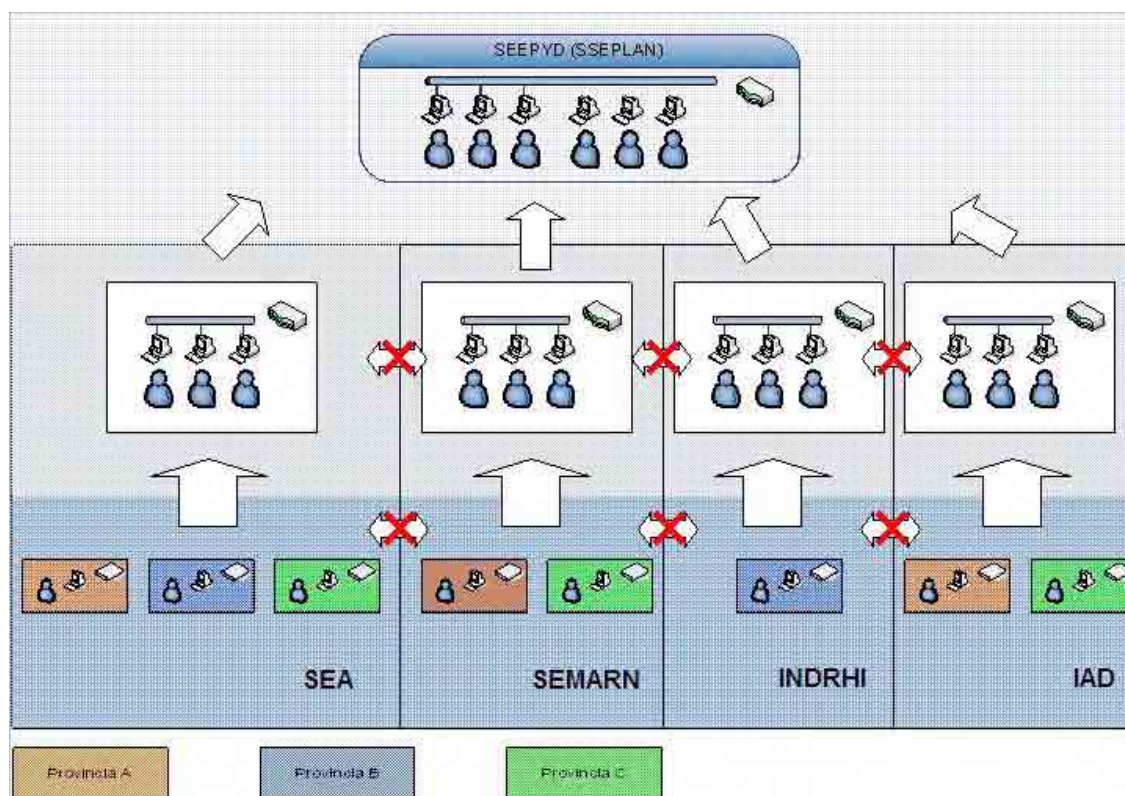


Figure 1.8 Flow of Information between the Dominican Republic National and Local Government Organizations

Source: JICA Study Team

(2) Situation and Agenda

Government organizations and international agencies implement their projects with various strategies and plans under different criteria. Government organizations also do not exchange information on their projects. Government entity has difficulties in understanding the basic information of the region and overview of ongoing projects. Hence, it is difficult for a line ministry to understand the whole picture of target regions in relation to the overall economic and fiscal policy of the country. Under these circumstances, resources have been wasted, resulting finally in ineffective development.

On the other hand, communities and the private sector can also access information on projects and statistical data contained in various fields on the websites of Secretaries of State and government agencies, although the problems are presented below:

- 1) The information needed by communities and the private sector is limited.
- 2) The information is not unified among government entities on a regional basis. The disclosure is made by each entity and based on the administrative structure upright. This situation causes difficulty for communities and the private sector in the Border Region to identify information on the development of their region.

- 3) Local communities are not always in such an environment that everyone can access the Internet service. Disclosure of information on the website does not necessarily result in disclosure in the communities.

Under these circumstances, communities and the private sector can not acquire an adequate amount of basic information about the economy and society for their own region. They are thus unaware of when, where and what governmental and other organizations are doing developmental activities. Accordingly, communities cannot take part in the development that is taking place in their region. These problems and possible solutions are summarised in Table 1.16.

Table 1.16 Information-related Problems in Border Region and Possible Solutions

Problem	Possible solution	Target
Ineffective cooperation among involved organizations for strategies and programs	Exchanging information, accumulating information, and disclosing the accumulated information through the regular meetings by relevant organizations	Organizations involved in border region development, and community
Sharing of information remains within the range of government ministries and agencies.	Developing an information system across the government ministries and agencies, and accumulating and disclosing the information	SEEPYD and all government ministries and agencies
Failure to acquire an overview of regional basic information and projects	Integrating, accumulating, and disclosing basic regional information and information about projects currently underway in border regions	SEEPYD, involved government ministries and agencies, international organizations, and NGOs
Required information is severely limited.	Identifying the information needs, and collecting, integrating, accumulating, and disclosing the information as needed	Communities and private sectors, all government ministries and agencies
Information from government ministries and agencies is not integrated for individual regions and provinces.	Integrating the information from involved government ministries and agencies for individual provinces and mapping the information on a geographical image	Communities and private sectors, all government ministries and agencies
Disclosure of information on websites fails to allow communication of information to communities.	Improving the information infrastructure to municipal facilities and considering the method for communicating the information to communities, utilizing any other information transmission media	Communities and private sectors, all government ministries and agencies

Source: JICA Study Team

As shown above, the current problems concerning the management of development information of the Border Region can be solved in the following three ways:

- 1) Developing a database to facilitate the exchange of information among organizations involved in the development of the Border Region, and provide information to municipal governments and local communities.
- 2) Establishing a framework to effectively use existing resources and to accumulate the necessary information for the Border Region development with adequate consideration to the sustainability and;

- 3) Improving the information literacy of communities and organizations to ensure that they utilize the information gathered for their programmes, and that communities understand the information on the development of their region.

(3) Conclusion

The following two points are concluded:

1. The information-sharing among governmental, international organizations and NGOs has not made much progress in the Dominican Republic. This situation is considered as one factor that prevents them from establishing "continual and effective coordination among institutions towards common goals" emphasized in the conclusion of section 1.3. It is therefore necessary to establish a mechanism that facilitates the information-sharing among related organizations.
2. The previous section noted that the government of Dominican Republic "has assumed a position highly committed to supporting the development effort itself to achieve sustainable economy (referred to in 1.2) based on local initiative (referred to in 1.4)". To complete its objectives, it is necessary for communities and local people to have the leading role in the development of their region, and providing information to them is one of the tools to support this initiative. However, providing information has not advanced in the country, which is the constraint that must be overcome for the future.

CHAPTER 2 ISSUES AND BASIC IDEAS OF DEVELOPMENT STRATEGIES

2.1 Analysis of Development Issues

Chapter 1 discussed the factors of the core problem of this study, the "inefficiency and ineffectiveness of the development of the Border Region."

This chapter, firstly, compiles the results of analysis carried out in the previous chapter. These are agenda of development of the Border Region, development approaches, development management, actions taken by the government c, and capacities needed for the development.

Then, it proposes basic ideas of development and pilot projects.

(1) Development Agenda and Approach to the Border Region Development

Agenda for Development of Border Region

As explained in Chapter 1, the Border Region has a high poverty rate. This is due mostly to unemployment, especially among youth, and migration to other regions of the country. This is a vicious cycle that prevents the region from alleviating the poverty.

The economically active population has been reduced and economically dependent population has increased in this region. Among the economically active population, the population engaged in agriculture, forestry and fisheries is relatively large. Agricultural sector gives small income and little potential to grow. Therefore, the possibility of improving the economic level of the border population is low (Section 1.1). These are also observed in the analysis of development needs (Figure 2.1 of section 1.3).

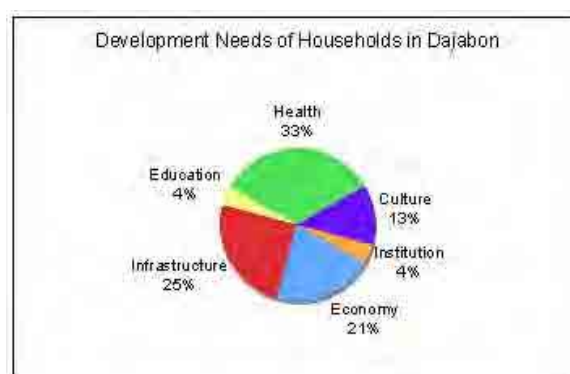


Figure 2.1 Results of Rapid Rural Appraisal

Source: JICA Study Team

The development agenda of the Border Region is "creating jobs to prevent the emigration of young people and promoting economy".

Development Approach

The mainstream of approach to reduce poverty in the Border Region has been the welfare approach to alleviate the poverty (section 1.2). With the emigration of young people, elders

remain in the Border Region. This will require a larger support in social services, which remains vicious cycle of poverty.

To improve the situation, it will require another approach "supporting self-help effort to promoting economies," besides the traditional welfare approach. This also meets the needs of communities and local people identified in the analysis of development needs.

To meet the above, the following approaches are effective:

1. The proportion of people engaged in agriculture is higher in the Border Region compared with the rest of the country. Development projects are concentrated in rural areas of the region. The promotion of agricultural production must be accompanied by good access to markets to generate positive impact to economic improvement in the region. It is, therefore, necessary to develop intermediate cities of the region, develop markets, improve access to markets and implement measures to create more jobs in urban areas.
2. Most of the projects to the Border Region was social support concentrated in less developed areas. However, it is very important to encourage the development of relatively advanced areas of the region, with improved access to markets so that its impact will spread to other parts of the region.
3. There are many community empowerment projects. It is true that the people are the main development actor of their region. It is, however, necessary to link people and public administration to connect people's needs into the national development policies.

Development Management

Factors of the inefficiency and ineffectiveness of development of the Border Region discussed are the lack of common development guideline, the lack of collaboration among institutions involved, use of different approaches and methodologies by different agencies, the duplication of development projects and the dispersal of information. According to the field survey conducted, the following factors are identified to harm effectiveness and efficiency of the Border Region development:

1. Due to the lack of common strategies and guidelines for development, projects are implemented to meet individual needs, without generating combined effects.
2. Lack of continuity of policies, projects and public administration (policies, programs, activities, human resources).
3. The information on development projects are scattered. Agencies do not know projects and policies each other. The inter-organizational coordination requires a platform of integration and sharing of information. In this sense, it becomes very difficult to make coordination between organizations.

In this regard, the methodology for development management is to be “continuing effort with effective inter-organizational coordination toward common goals.”

(2) Challenges by Government

The government is well aware of the agenda discussed above. The government is currently formulating common planning frameworks that should be effective on the overall development of the country such as "Vision 2030" and "National Development Strategies". The government is also working to establish a system for making plans such as annual plan and multi-year development plan. Furthermore, the government tries to build structures in which SEEPYD plays the role of coordinator of planning and public investment.

- The government is in the process of formulating the documents entitled " Vision 2030" and "National Development Strategies" and in the process of designing planning systems.
 - Law of Public Investments established a legal basis for development planning systems
 - A new authorization system was established as a result of organizational reform for planning and coordination (Organic Law of the SEEPYD)
 - Public Investment Act adopted a new bottom-up development planning system for connecting local needs with national development plans
- Civil Service Act established a mechanism to raise the quality of public servants by introducing requirements for appointment and to ensure continuity of public administration
- Vagueness still remains in the definition of the status and the role of DGDF. Currently DGDF mainly plays the role of providing infrastructure for the Border Region. It does not know even when its role is more clearly defined, as it depends very much on the political decision.

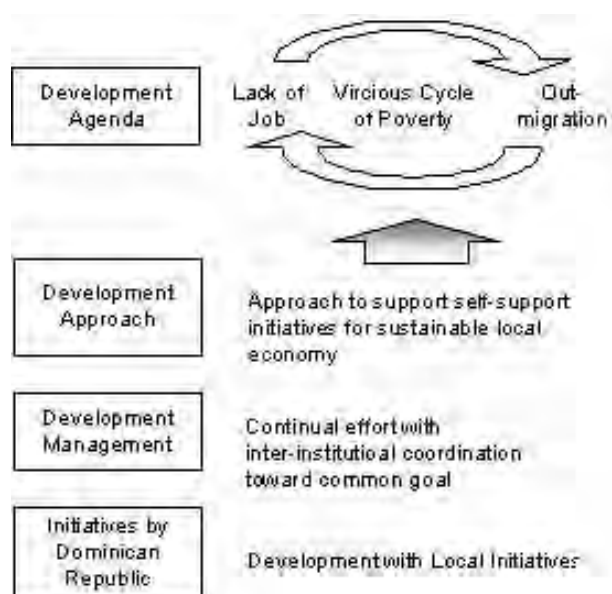


Figure 2.2 Relation of Development Agenda

Source: JICA Study Team

The most important action is the establishment of a regime that connects the needs of local communities to reflect on the

formulation of national development plans.

In the Dominican Republic where the top-down development is predominant, this can be regarded as a historic transformation. The "development with local initiative" is the great challenge assumed by the government. This could enable that empowered civil society and people play the leading role of the development in the region. Where people taking these development plans as their owns, it will build a solid foundation for ensuring the sustainability of their plans, regardless of the change of government. When they reach this stage, they can say that the country would have turned its direction toward the "supporting the self-help effort to local economic promotion".

(3) Capacity to Challenge

As described earlier, the government already changed its course to a new destination where planning process starts from local communities. JICA Study Team strongly supports this initiative. This planning system based on local initiative is a new challenge to the country. The study team analyzed the capacities of different sectors that would be involved in this new process.

The team analyzed the capacity needs for local/ central public administration and civil society to engage in this new system, from the viewpoints of individual or institutional and society.

The analysis was made by need analysis, reviewing existing documents and interviews related entities. Those results were analyzed together with the counterparts to determine the needs of each sector. The following summarizes the needs identified:

1. The new planning system requires people as a main actor. However, they tend to show dependence on outside help. This tendency is observed to deeply root in culture combined with the paternalism of society.
2. Government institutions are looking for progress on how to lead this new model of participatory planning. There is a need to accumulate a certain level of experience. They need to identify the needs to launch the system.
3. It is necessary to strengthen the capacities of stakeholders on progress, considering those points.

2.2 Idea of Development Strategy

(1) Methodology to Identify Development Strategies

From the viewpoint of the "Paris Declaration on Aid Effectiveness", the Dominican Republic is in the first phase in which efforts are being made to identify vision and national development strategies, as indicated in Figure 2.3.

In fact, the DR is in the process of developing these strategies and institutions to implement them. Though slowly, the country has firmly made progress for making common development strategies.

Under these circumstances, "national development strategies of the Border Region", which have been developed as a result of this study should therefore be consistent with the national plan such as Vision and national development strategies and planning systems. If the strategies for the Border Region are not compatible with the plans and planning systems still in process of formulation, they will neither be validated, shared among stakeholders, and thus nor be feasible.

Consequently, development strategies will be identified in the following manner under this study:

1. Supporting the effort of the government to develop a framework for formulating vision, national development strategies and implementation system, with special reference to "local initiative".
2. Promoting the strategy making process to ensure and expedite implementation.
3. Taking into account the planning process at the national level, raising the capacity of government institutions and local communities in planning and institution building.

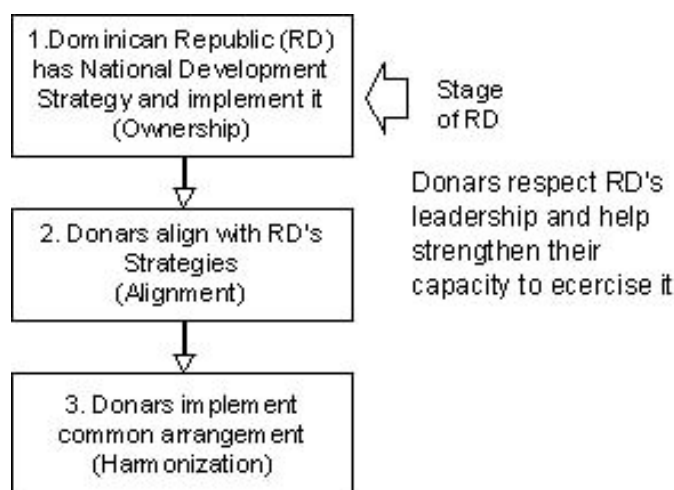


Figure 2.3 Stage of Aid Effectiveness according to Paris Declaration in Dominican Republic

Source: JICA Study Team

The result of this study can be referred to the design of the system of national development planning. Even the formulation of development strategies serves as a model for other regions .

(2) Proposal of the basic idea of Development Strategy

Based on this perception, the Interim Report of the Study presented basic ideas for Development Strategies, with a stress on administrative aspects .

A vision was presented in terms of a future image of the Border Area as described below:

The Border Region: A prosperous region with diversified economic activity based on strengthening the locals, integrated support of the government and well-managed natural resources.

A desired future image as expressed in the Interim Report is "economic growth with environmental preservation", "strengthening the capacity of institutions and local communities" and "governmental commitment to support development with local initiative."

As a means to achieve the Vision, the Interim Report proposed the following four strategies, comprising a set of "those on administration of development" including 1) to 3) below, and "that mobilizes the regional character" corresponding to 4).

1) Establishing a Framework for Long Term Development.

The coordination of development must begin from the stage of "planning", which raises the establishment of a long-term development for the Border Region and the need to maintain consistency with the ongoing process of national planning system.

2) Improving linkage among government institutions.

Mainly, SEEPYD assumes this role in the planning stage as authorized.. It will establish systems for collecting and exchanging information for this purpose.

3) Strengthening local governance and community participation.

It refers to strengthening local initiative to understand the "local needs". In order to implement the participatory planning process from the bottom up, under the new Law on Public Investments, it will encourage the involvement of public authorities and local communities to raise local initiative.

4) Promoting economic activity using local resources.

In addition to the abundant support measures as a matter of social welfare in the Border Region, it will cover strengthening of productive activities to achieve sustainable economy. Although there is still an expectation to attract foreign investment for development of industrial parks or tourism projects in the region, the strategy is proposed to harness natural resources, agriculture and tourism to stimulate the border trade and tourism, taking into account the local needs presented in the section 1.3.

(a) Proposals for Pilot Projects

Pilot projects were designed based on these basic ideas for strategy making. The pilot projects support "development efforts in the country", facilitate "a process of planning by the authorities and local communities themselves" and "make them to participate and experience a

process of identifying development strategies".

In this context, the Team has designed the Pilot Project for Capacity Development, as a means to test and demonstrate the strategy 3 "Strengthening local governance and community participation", as proposed in the Interim Report. This Pilot Project aims at implementing the

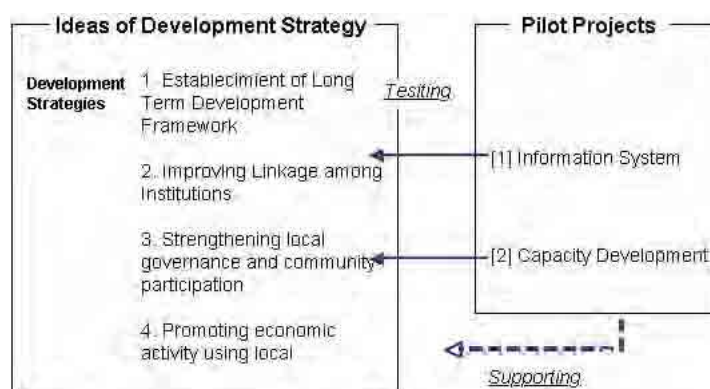


Figure 2.4 Ideas of Development Strategy and Pilot Projects

Source: JICA Study Team

model of public participation in development planning from the bottom up "with the effective involvement of local authorities and communities. From the shared experiences and practices, those involved will find the appropriate way to deploy from their positions. Through this practical trial, it will seek to raise the capacities of the authorities and local people to develop.

This pilot project is designed to integrate two study objectives through identifying strategies at the local level. These objectives are 1) formulation of development strategies, and 2) in which process, enhancement of the capacities of stakeholders (Capacity Development).

The Team has also designed the pilot project of information systems to support strategy 2: "To improve the links among government institutions," as proposed in the Interim Report, to help improve the efficiency of making plans and coordinating institutions, and raising awareness of local people.

These two pilot projects are aimed at verifying the following assumptions:

Assumption 1: Based on the analysis of information flow, integration and dissemination of information can raise the efficient implementation and coordination.

Assumption 2: By strengthening the process of planning and development with local initiative, development programs can effectively be prepared based on local needs.

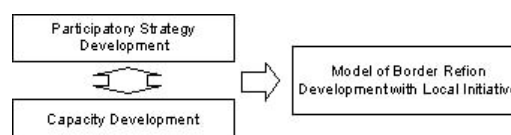


Figure 2.5 Relation between Two Study Objectives and Pilot Project

Source: JICA Study Team

(b) A Model for Promoting Development with Local Initiative

The figure below is a model for development with local initiative. The pilot projects try to test the viability of this model. The pilot projects try to implement a system and mechanism legally

outlined and facilitate stakeholder to identify, by themselves, what they need in the development process.

The experiences and knowledge gained by this trial are fed back to actors involved. In a way, the pilot projects support initiatives of the reform in ministries and related government agencies. This process of creating and building a new set-up is also a learning process in capacity development. Accordingly, the pilot project would reveal the needs to modify ongoing practice and procedures, if necessary..

The Information Systems Pilot Project focuses information sharing between central and local levels. The Development Capacity Pilot Project focuses development of the skills of actors and institutions involved in development with local initiatives.

- Information System: increasing linkage through information sharing.
- Capacity Development: trials of development with local initiatives.

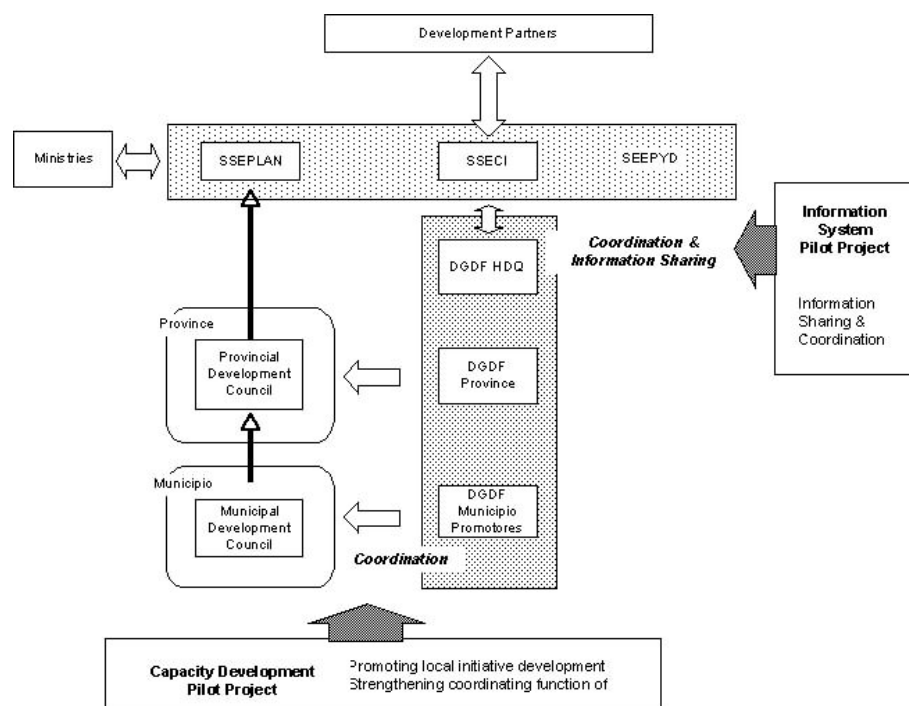


Figure 2.6 A Model for Promoting Development with Local Initiative

Source: JICA Study Team

(c) Interaction between Pilot Projects

The two pilot projects are designed so that their results are utilized as shown in Figure 2.7.

Design of interaction between two pilot projects: Results of Capacity Development (DC) are uploaded in the information systems; then it tries to diffuse the results.

Through the participatory workshops conducted in the pilot project, it provides opportunities to

local people to discuss the strategies toward sustainable economy.

The pilot projects also provide opportunities to build a "vision" on how to look at the common future of their region, thereby enhancing awareness on the strategy 1: "Establishing a Framework for Long Term Development" as identified in the Interim Report. We also encourage public participation in order to define the functions of relevant public entities, including SEEPYD and DGDF.

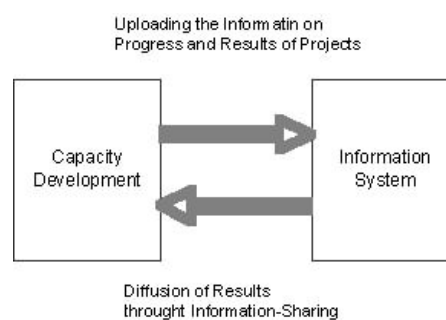


Figure 2.7 Inter-relation between Two Pilot Projects

Source: JICA Study Team

Part II PILOT PROJECTS

Chapter 3 Pilot Project: Information System

3.1 Objectives of the Pilot Project for the Information System

The ideas for development strategies as proposed in the Interim Report have four pillars being “a long-term planning framework” “inter-organizational coordination” “local initiative” and “vitalizing local economy ” Two pilot projects have been undertaken for examining the relevance of these pillars. The pilot project for information system has tried out efficient methods for the information sharing as the other side of inter-organizational coordination, being one of the four pillars.

The information system as tested under this pilot project has aimed at providing information to support the efficient coordination among SEEPYD, DGDF, line ministries and local authorities. Objective of this pilot project has been to identify to what extent the information system can attain the aims above, with presently available information, administrative and financial constraints and the technical, physical and manpower bases presently available for the information system. Specific targets of the pilot project have been as follows:

1. To propose and test a preliminary framework for information collection with a stress on the use of existing resources and the technical/financial sustainability
2. To create enabling environment for a broader information interface between administration and people
3. To determine resource needs for the information system
4. To identify issues and recommendations for building a full-fledged information system for the Border Region based on the experience of the pilot project

3.2 Scope of the Information System in the Pilot Project

The information system in this pilot project will be designed to integrate the information already accumulated by the organizations involved in border development, which is found to be required for border region development programs, focusing on the information relating to the projects currently implemented by government organizations at the border regions between the Dominican Republic and Haiti. In addition, with emphasis placed on sustainability, an information database system is to be established with the following features.

1. Simple in design without relying on any sophisticated technology;
2. User-friendly with mapping of various types of information on a geographical image; and
3. Operation and maintenance attained adequately with available human resources and

budgets from the organizations involved.

In addition, aiming to provide an information collection system which takes full advantage of the existing information flow and ensures higher sustainability, such an information system is to be created in the future that facilitates the coordination among ministries and agencies and supports international organizations in establishing a system allowing for the planning of efficient regional development projects at a nationwide level.

3.3 Designing and Planning of the Pilot Project for the Information Center

Establishing an information system is reported to require three parts: A) Development and Operation of an Information Center, B) Collection of Information, and C) Diffusing Information System.

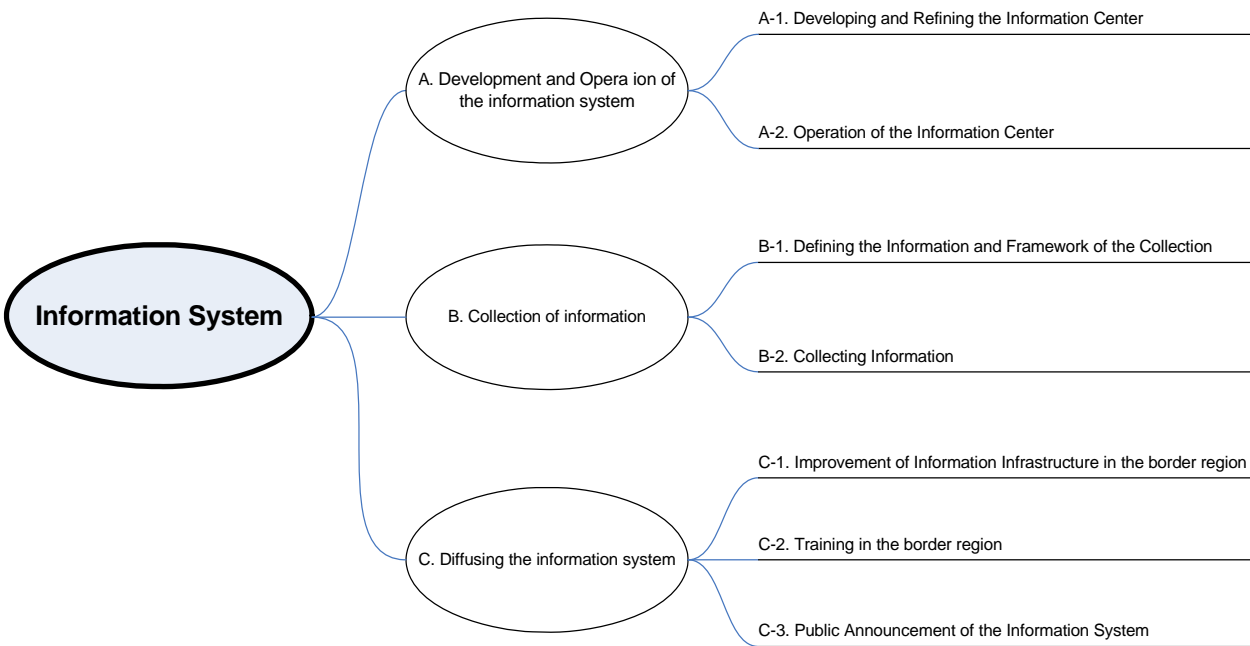


Figure 3.1 Schematic diagram of the framework for the information center

Source: JICA Study Team

With an aim to establish a highly practicable and sustainable information system, strategies for the individual modules have been defined as shown below in Table 3.1.

Table 3.1 Strategies for individual parts

	Strategy	Effectiveness ¹	Feasibility ²	Sustainability ³
A. Development and operation of the information system	SSEPLAN has already been functioning as a data bank for project information, and SEEPYD has been legally authorized to accumulate information about public investment projects. Then, such a system is to be built up that is based on the same database structure to allow utilization of the resources available in SSEPLAN, and that consolidates statistical information to allow identification of the effects of projects by plotting the projects on a map. In addition, the web-based information system is designed to offer higher versatility and compatibility.	Middle ₄	High	High
B. Collection of information	Among Central American countries, the Dominican Republic has been making efforts to gather information. The individual government ministries and agencies have already collected and accumulated a great deal of information. However, the government ministries and agencies have not established a close connection with each other and thus, the information is found to be dispersed. The information of public investment projects is accumulated at SSEPLAN, ONAPRES, and other government ministries and agencies when they make their budget requests. In consideration of these circumstances, information collection is to be implemented based on the premise that the already accumulated information and the existing information flow are effectively utilized.	Middle ₅	High	High
C. Diffusing the information system	Information literacy is found to be lower in the border regions compared to Santo Domingo. At present, the Development of computer centers is in progress under the initiative of INDOTEL and local NGOs, thus showing that the government has greater awareness of the need for increasing the information literacy in the border regions. Currently the insufficiency of information is centered on the activities of international organizations, municipalities, and NGOs that are expanding their activity programs through the border regions. Based on the understanding of the current conditions, aiming to implement training programs chiefly at computer centers in border regions and facilitate the public announcement of the information system focusing on border regions, the action program for public announcement of the information system is to be promoted. Moreover, in order to encourage the government ministries and agencies to share information and provide assistance with each other, public announcement of the information system to central government ministries and agencies and international organizations is to be promoted.	High	Middle ₆	High ⁷

Source: JICA Study Team

¹ Index to measure the effectiveness for the intended purposes² Index to measure whether a module can be implemented without delay and can achieve the intended purposes with the existing resources³ Index to measure sustainability in consideration of the political, economic, and institutional aspects⁴ Defined as "Middle" due to the lower potential for expansion of the system for matching with the existing DB structure⁵ It is impractical to gather all of the necessary data for frontier development programs due to the premise that information collection focuses on the existing available information and information flow.⁶ Diffusion of the information system at the level of provinces is to be planned, though diffusion to the whole country would be difficult due to the limited human resources for information system diffusion.⁷ Due to the limited human and material resources in the frontier, the sustainability of information system diffusion in border regions would be low. In the future, the activities in this module preferably require dispatching cooperation volunteers or other such support, allowing for involvement over an extended period of time.

A Development and Operation of the Information Center

Hardware Structure for the Information System

In the Phase I survey for this development project, it was reported that SEEPYD is superior in development and operation and maintenance of infrastructure for the information center compared to DGDF, though it is difficult to gather information in the border regions, and the information center is operated under the initiative of DGDF as well. However, in order to ensure that the information center is sustained even after this pilot project and also that the information center is extended throughout the country, the information center is to be operated and maintained as described below.

- During the period of the pilot project: Both the organizations of SEEPYD and DGDF are responsible for the operation and maintenance of the information center based on outsourcing.
- After the completion of the pilot project: The information center is moved over to SEEPYD, which takes the initiative in operating and maintaining the information center.

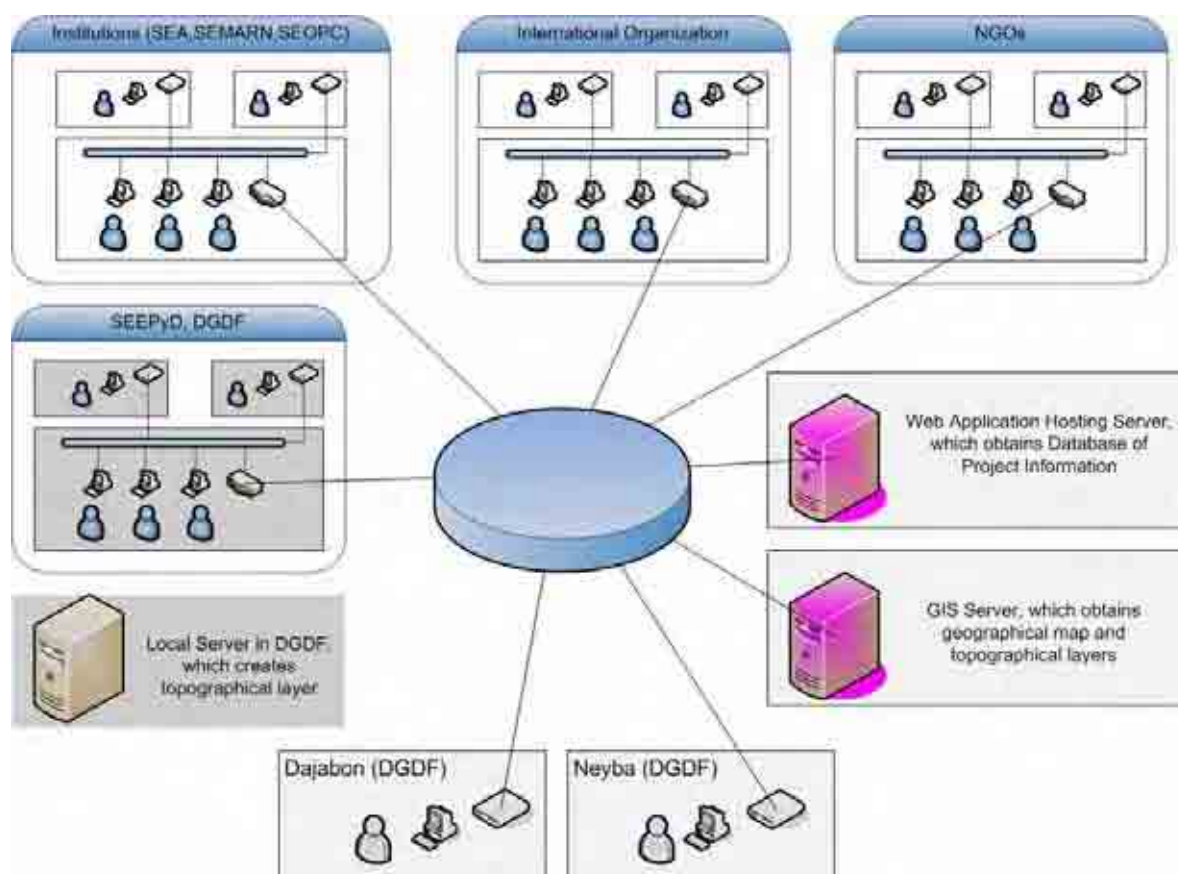


Figure 3.2 Schematic View of the Outline Design of the Information Center

Source: JICA Study Team

Processes for the Development of the Information Center in the Pilot Project and Products

The development of the web application on the information center in this pilot project is based on a simplified prototype model.⁸ In addition, at each step of the development process, a report will be developed to identify the progress of development of the web application. Development of the web application will be re-consigned to a web system development company in the Dominican Republic, and a system consultant is separately designated as responsible for system auditing. The web application development processes and expected products available at each process step are illustrated below in Figure 3.3.

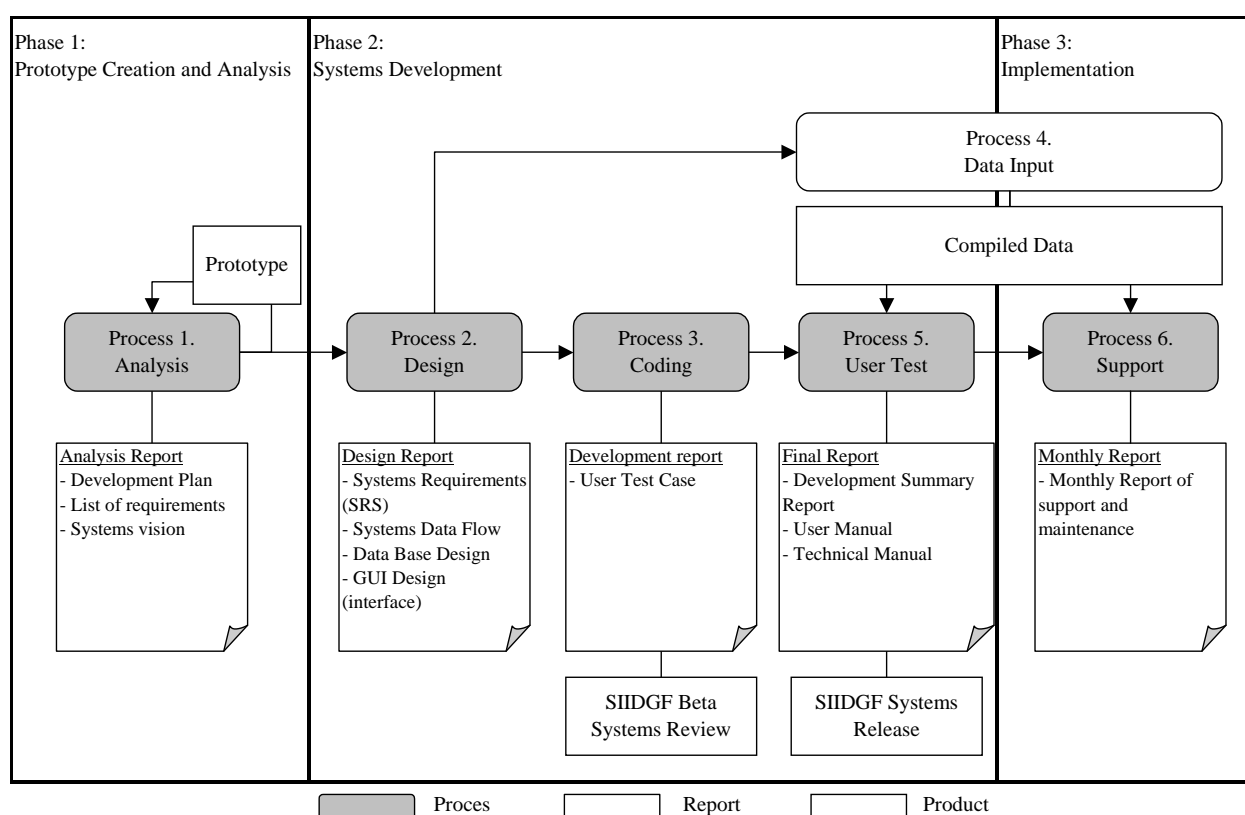


Figure 3.3 Processes for the Development of the Web Application in the Pilot Project and Products

Source: JICA Study Team

Modules of the Web Application

The web application consists of three modules. The modules provide relevant functions on the Internet. A description of the modules is summarized below in Table 3.2.

⁸ This is a method in which a prototype for the system is created and given to the user. This clarifies the user's demands and identifies any latent user demands. A prototype is created at each step, resulting in the "prototype for user requirements," "prototype for design," "prototype for implementation," and "prototype for test." The user evaluates the prototypes, which are then adjusted as necessary.

Table 3.2 Description of the Modules

	Designation of modules	Description of module functions
Module I	Project Information Browsing Module	A database system module to integrate the geographic and topographic information, statistical information, and project information and back up the border region development programs
Module II	Communities Communication Module	A module to provide the opportunity for communication between border region communities and allow individual provinces and municipalities to set up and disclose their own websites
Module III	DGDF Operation and Management Module	A module to manage the machinery and materials under the control of DGDF for supporting the operations in DGDF

Source: JICA Study Team

The modules are independent from each other and they do not exchange any data between them. Information and specification covered by the individual modules are outlined below by module.

Module I: Project Information Browsing Module

This module provides information for the development of border regions. It is the main module in this information system. A schematic diagram of the Module I is presented below in Figure 3.4.

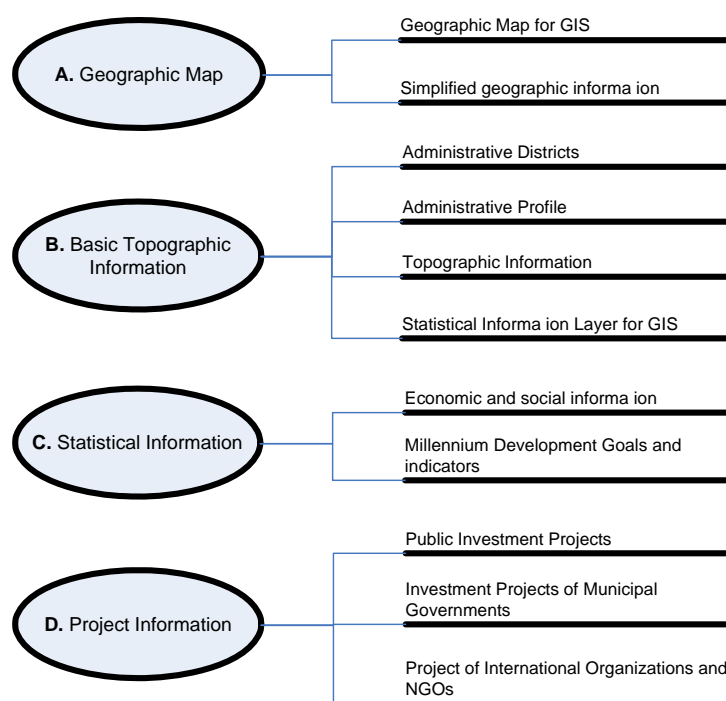


Figure 3.4 Diagram of the Module I

Source: JICA Study Team

Module I constitutes an interactive web page intended to support the strategies and action programs for the development of border regions by mapping geographic information and project information to help visually identify the conditions of development in border regions, and then additionally consolidating statistical information to identify the current conditions in the border regions. The information system integrated with the geographic features helps visually integrate a great deal of information and thus provides a useful system for the identification of various types of information. In practice, however, when used on the Internet, it takes much time to provide screen displays in the currently available Internet protocol bandwidths due to the huge volume of data transmitted between the server and user computers. For this reason, in this pilot project, the following two methods will be offered to examine which method would be more practical for formulating strategies and plans for border region development in the context of the present investigation:

Method 1: Offering information obtained through the use of a unified geographic information system;

Method 2: Offering a simplified version of information consisting of a list of information about projects and statistical data at the bottom of a map of each prefecture.

Module II: Communities Communication Module

Module II provides the potential for communication between the communities and organizations involved in border region development. The local government agencies in provinces and municipalities can design their own websites and disclose the particular local information using this module. In addition, electric forums may be provided on the websites of provinces and municipalities, which allow residents in the communities involved to exchange their opinions for the development of border regions on the Internet. Moreover, those international organizations and NGOs working in the border regions can issue information about events and training programs relating to border development by using the module. Such information is accessible in real-time by the communities on the Internet. A diagram of the Module II is shown below in Figure 3.5.

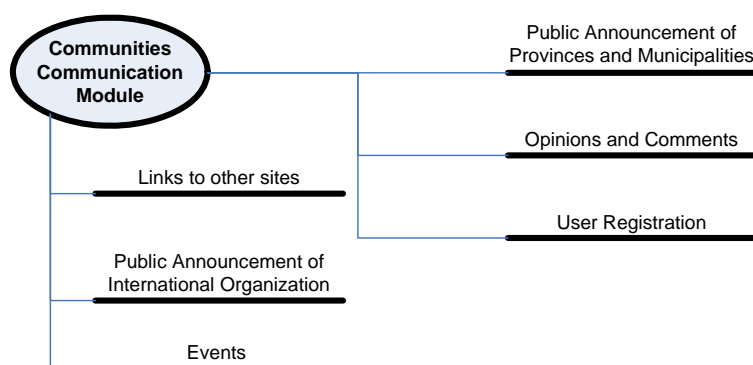


Figure 3.5 Diagram of the Module II

Source: JICA Study Team

In Module II, the services provided vary according to the proxy rights of users. The available services by proxy rights of users are summarized below in Table 3.3.

Table 3.3 User Type and Available Services

User type	Available services
General user	Can access information, posting of information, and opening of electronic forums
Registered designated user	All the services provided to general users, as well as setup, modification, and deletion of websites

Source: JICA Study Team

Module III: DGDF Operation and Management Module

Module III supports the functions in DGDF. At present, DGDF is involved in infrastructure improvement projects, including roads and wet wells in the border regions, using its own heavy machinery. It also lends the machinery and materials to small-scaled producers and provides technical guidance to them as well as coordination of border region development. However, maintenance and inventory control of the heavy machinery and machinery and materials are inefficient, and the machines and equipment are found left out from accurate identification of the conditions. In addition, most of the heavy machinery is left damaged or broken. The machinery and materials are also left out from proper checking for excess or deficiency in number, and the machinery and materials have not been effectively utilized within the limited budget allocations. As expected from the circumstances, for improvement of the management in DGDF, an urgent necessity includes increasing the efficiency of management of heavy machinery and machinery and materials in DGDF. As such, Module III is defined as a web application for the management of machines and equipment used by the functions in DGDF. A diagram of the Module III is provided below in Figure 3.6.

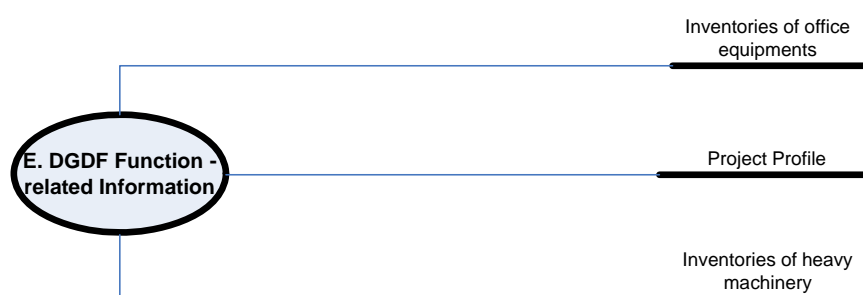


Figure 3.6 Diagram of the Module III

Source: JICA Study Team

The project information in Module III is set to only focus on the project information within DGDF and to be managed independently from the project information in Module I. The development of Module III requires reviews and re-designing of the format for management of

the machines and equipment used currently in DGDF, the development of a database for the management of machines and equipment, and the implementation of training for DGDF employees for using this module. The development of the module will be contracted out, though the other tasks will be assigned to the employees and counterpart organizations of DGDF as their capacity development in the pilot project.

B Collection of information

Information items Covered by the Information Center

The information system will cover the following types of information.

Table 3.4 Information items covered by the information system

Category	Type of information	Source of information
Geographic information	Geographic information for GIS (Vector data)	National Statistics Office (ONE)
	Simplified geographic information (Image data)	Map CD
Basic geographic and topographic information	Information about administrative districts (Provinces, municipalities)	ONE
	Geographic information (Environmentally protected areas, catchments areas, soil, etc.)	Government ministries and agencies
	Poverty Map	ONE, SSEPLAN
Statistical information	Information about administrative profile of Provinces and municipalities (Population, area, economy size, level of poverty, etc.)	ONE, Government ministries and agencies
	Economic and social information (Land improvement for farming, import/export information, tourism-related statistics, average revenue/expense, literacy rate, percentage of school attendance, etc.)	ONE, Government ministries and agencies
	Millennium Development Goals and indicators	ONE, SSEPLAN
Project Information	Information about public investment projects from government agencies	SSEPLAN
	Information about public investment projects from municipal governments	Dajabón and Neiba municipal governments
	Project information given by international organizations and NGOs	DGDF, international organizations, local NGOs
Information for Communities communication	Information about events and training led by international organizations, NGOs, and other organizations	Information to be acquired by gaining access to the websites of relevant organizations, and also by visiting the involved agencies, provinces, and municipalities Input and information collection through interfaces on the websites
	Basic information about provinces and municipalities, articles by governors and majors for introduction of their own provinces and municipalities, economic and social information of provinces and municipalities, etc.	
	Provision of information, inquiries, and opinions about municipalities from citizens	
	Links to the information sites of relevant government ministries and agencies, NGOs, and international organizations	
DGDF function-related information	Machines and equipment information	DGDF
	Project information within DGDF	DGDF

Source: JICA Study Team

C Diffusing the Information System

It would not be defined as successful for the information center to serve the intended purposes as far as the information system is developed and the collected information becomes supplied through the information system. The information center is defined to successfully fulfill the assigned roles only when it becomes practically applied by the organizations involved in border region development for efficient coordination among relevant actors. To attain successful results, the public announcement of the information system and training for the practical application of the information system must be implemented for the involved organizations and the residents in the regions under development. Action programs for the public announcement of the information system are discussed below.

Improving the Information System Infrastructure in Border Region

For the provision of information to communities and private sectors, provincial and municipal administrative agencies, libraries, schools, and other municipal facilities or local offices of DGDF are to be equipped with an improved environment that allows access to information on the Internet to offer the means for utilization of the information system for the time being. An improved environment for browsing information is also to be provided to various municipal agencies for validation during the period of the pilot project to whichever agency to install the information system for the most preferable results. The telecommunications infrastructure for public announcement of the information system will be provided to administrative organs in the two cities, Dajabón and Neiba, where DGDF local offices for border regions are located. This pilot project verifies the provision of information from whichever agency would be more effective and persistent, and provides recommendations about the improvement of information infrastructure in border regions for effective utilization of the information center.

Implementing the Basic Training on Operation of Computers in Border Region

In the local governments and relevant organizations in border regions, there are many employees who are not competent to make the most of computers. This suggests that basic training on the operation of computers is essential before public announcement of the information system for this pilot project. In addition to training on handling the information system, basic training on the operation of computers will also be implemented. The basic training on the operation of computers consists of: (1) basic usage of computers, (2) operation of Windows XP, and (3) browsing of the Internet. Implementation of the training programs requires providing each trainee with a computer during the period of training and making available an Internet access environment. As a result, it will be necessary to supply 20 to 30 computer terminals and provide a computer room where all the terminals are able to use the Internet. On the other hand, in

Dajabón and Neyba, the target cities to this pilot project, the Dominican Republic Telecommunications Research Institute, (Instituto Dominicano de las Telecomunicaciones / INDOTEL), provides the computer centers in cooperation with local NGOs and schools. Therefore, training in the border regions will be implemented by asking the local NGOs and schools to provide their cooperation and utilizing their facilities.

Launching the Promotion Campaign to Diffuse the Information System

The promotion to diffuse the information system will be implemented with the aim of not only increasing the information system literacy in border regions, but also enhancing the recognition of the information system among the residents in local communities and encouraging international organizations and NGOs working in border regions to renew their awareness of the importance of the information system and the necessity of information integration. The promotion campaign will be implemented under the lead of assistants hired by the development project team, though limited in scale, in the halls in the provincial offices of Dajabón and Neyba and other locations for October through the beginning of December 2007. The promotion will go into full-scale operation for January through March 2008. The description of the promotion is outlined in the table below.

Table 3.5 The Description of the Promotion Example 1

A presentation meeting is held for the information system each at the provincial of Dajabón and Neyba.	
Target:	Governor, provincial office employees, mayor, municipal office employees, and local international organizations
Duration:	One hour or so
Required materials:	Projector, presentation documents, and brochures
Remarks:	It is preferable to concurrently hold an event in the capacity development pilot project, if any.

Introducing the information system through the radio stations in Dajabón and Neyba	
Target:	Citizens in Dajabón and Neyba
Duration:	Several times a week for 10 seconds or so between commercials
Required materials:	Catchphrase, and the concept of the information system
Remarks:	The director of FEDA ⁹ has a connection with the radio stations in Dajabón, and the manager of Neyba DGDF local office has a connection with the radio stations in Neyba. Then, the director and the manager are to be sounded out about airing the information system during the intervals between commercials or other opportunities using the connections, though the request has not yet been made.

Source: JICA Study Team




⁹ This is an organization handling small-scale farm funds under the jurisdiction of SEA. It is involved in fund management for small-scale farm funds chiefly in response to the requests by NGOs and also in offering support in the implementation of projects by small-scale farmers. <http://www.bagricola.gov.do/informaciones.banco.programa.bagricola.feda.htm>

3.4 Overview of Planning of the Pilot Project for the Information Center

Table 3.6 Design of Information Pilot Project

Step	Objectives and action programs	Results
Phase I (Development of the Information Center and Preparing the Environment for IT)		
I.A. Development and Operation of the information system	<ul style="list-style-type: none"> - Developing an information center based on Web technology for the experiment on an information system 	<ul style="list-style-type: none"> - An information center based on Web technology for the experiment on an information system will be developed. <p>Time: Early August to end-October</p>
I.B. Collection of Information (Phase I)	<ul style="list-style-type: none"> - Collect and compile information to be offered through the information center - Clarify existing patterns of the flow of information in the course of information collection and discuss the expected pattern of the flow of information from the sources to those concerned. - Discuss and make proposals about a temporary system of managing information and the flow of information through the operation of the information center. 	<ul style="list-style-type: none"> - Information obtained through the study (including RRA) - Other information expected to become necessary for formulating strategies and plans for border region development - Temporary information flow and system of information management <p>Time: Early August to end-October</p>
I.C. Diffusing the information system (Phase 1)	<ul style="list-style-type: none"> - Investigation for planning of diffusing of the information system in border regions - Laying out a plan for the introduction of machinery, equipment, and materials to border regions - Laying out a plan for public announcement of the information system 	<ul style="list-style-type: none"> - A plan for the introduction of machinery and materials - Information system promotion program (training, public announcement, campaign) <p>Time: Early August to end-October</p>
Phase II (Installing the information center and launching the preliminary operation)		
II.A. Development and Operation of the information system	<ul style="list-style-type: none"> - Offer feedback on technology, operations management, user interface and information needs through the operations management of the information center. 	<ul style="list-style-type: none"> - Obtain feedback for the improvement of Web applications <p>Time: end-October to early January</p>
II.B. Collection of Information (Phase II)	<ul style="list-style-type: none"> - Continue collecting information based on the temporary flow of information and offer feedback on effective methods of collecting information - Manage and renew the information based on the temporary system of information management and offer feedback that would contribute to the creation of a more effective information management 	<ul style="list-style-type: none"> - Obtain feedback that would contribute to creating a more efficient system of information collection - Obtain feedback that would contribute to creating a more efficient system of information management <p>Time: end-October to early January</p>
C.2. Diffusing the information system (Phase 2)	<ul style="list-style-type: none"> - Implementing the training for effective utilization of the information system - Releasing the information system and implementing the publicity campaign about the information system 	<ul style="list-style-type: none"> - Increased competence in utilizing the information system - The presence of the information system becomes widely known. <p>Time: end-October to early January</p>

Phase III (Results of the pilot project for the information center and suggestions)

III.A. Improvement of the Information Center	<ul style="list-style-type: none"> - Improve Web applications based on knowledge obtained through the operations management of the information center regarding technical and other kinds of information needed for operations management of the system and user interface - Discuss what an ideal system of information management would be based on knowledge obtained through the operations management of the information center regarding technical and other kinds of information needed for operations management of the system and user interface; and make proposals based on items agreed on. 		<ul style="list-style-type: none"> - Create a version of Web applications improved based on many feedback - Propose a plan for an information management system <p>Time: early January to mid-March</p>
III.B. Collection of Information (Phase III)	<ul style="list-style-type: none"> - Identify more efficient methods of collecting information and amore efficient system of information management and make proposals for the most appropriate flow of information and the most appropriate system of information management 		<ul style="list-style-type: none"> - Define information needed for the border region development and the information flow - Make a proposal for an information management system <p>Time: early January to mid-March</p>
III.C Diffusing the information system (Phase 3)	<ul style="list-style-type: none"> - Proposing a more effective method and system for public announcement of the information system to facilitate the utilization of the information system at the central and local levels 		<ul style="list-style-type: none"> - A written proposal for the methods for planning and implementation of public announcement of the information system required for border region development <p>Time: early January to mid-March</p>

Source: JICA Study Team

3.5 Results of the Information System Pilot Project and Issues for the Future

The pilot project for the information system has been undertaken with a focus on the following three points:

1. Tools to share information for the purpose of smooth coordination among different organizations
2. Information tool which are simple and easy to maintain and operate
3. Possible use of geographical information

Findings from the pilot project are summarized below:

Establishment of an Information Center

An information center was established. It demonstrated, in both aspects of software and hardware, the method of the information sharing among different organizations, between national and local levels and between administration and people. Necessary programs were worked out and tested on the software side, and the local environment for information system was created in Dajabon and Neiba through collaborations between regional offices of DGDF and provincial offices. This information center has been designed specifically for the Border Region. But, at the same time, it is a pilot action for the information sharing nation-wide as well. SEEPYD and DGDF has come to a broad understanding that this information center could fully be effective when it is incorporated in a nation-wide system in the future.

Information Collection

Information has been collected and processed for geographical presentation, with reference to basic geographical conditions, statistics and public investment projects. A number of ministries have been found to maintain solid information base. The pilot project encouraged these ministries to make agreement with SEEPYD/DGDF to enable these organizations to exchange information continuously.

Extension Works

At the national level, organizational and manpower set-ups have sufficiently been created for the maintenance and operation of the information center. At the local level, training on the information system has been undertaken three times. This training has made it possible to secure the manpower that is indispensable for operating the system at the local level.

Meanwhile, the following is remaining issues. These issues are not necessarily specific to the Border Region. They should be tackled on a step-by-step basis through the process of building a nation-wide information system.

Issues for the Time Being

1. SEEPYD is expected to strengthen its administrative and technical set ups for to manage the information systems. SEEPYD should play an important role in developing the pilot project, which has mainly been carried out by DGDF, into a more full-fledged information system on nation-wide basis. SEEPYD does have a division in charge of information systems, but the division has not been adequately be staffed. Every division of SEEPYD will need to actively contact with line ministries and donors to establish effective channels for information collection without simply waiting for the information to come, especially until the nation-wide information system will be somehow developed.
2. A greater consistency should be made among ministries in managing the information on public projects. It is particularly important to ensure the consistency between on-budget and off-budget projects in the reference points of project document. This is true with the consistency among projects under the off-budget category, as well. Ongoing format of SEEPYD should also be elaborated in this sense.
3. Manpower and the expense should continuously be secured for maintaining and operating the information center at the provincial level.
4. A system should be developed in municipalities so that they can always have access to the basic statistical information on their municipalities, whereas this information have collected and simply left at the national level.

Issues in Long-term

1. Sustainable and formal channels should be established among different government agencies for their information exchange not only at the top level but also at the intermediate/technical levels, in addition to the prevailing informal channel, which are sometimes fast but unstable.
2. Information management should drastically be strengthened at the municipal level with special reference to project information. Each municipality should establish rules and staff to prepare, monitor and record project plans. The municipalities can strengthen their planning capability through this process.

The results and issues summarized above have been described in ore detail in terms of: (1) Establishment, Maintenance and Operation of an Information Center, (2) Information Collection, and (3) Extension Works

(1) Establishment, Maintenance and Operation of an Information Center

(a) Results of the Activities

The development of the information center consisted of the following three components: (1) Development of Web applications; (2) Set up of the server environment for Web application; and (3) Training. The results achieved in those areas are as follows.

Table 3.7 Results of the Pilot Project on the Development of the Information Center

	Activities	Comments
(1)	Module I (Project Information Browsing Module)	The release of the system scheduled for mid-November took place in mid-December because more time than planned was spent on the adjustment of user requirements by the SEEPYD/DGDF, which was part of the capacity development efforts by the C/P. A time period for the system analysis and the design was not enough because the time allotted originally for them was extremely short and, as a result, differences in the views regarding the requirements became noticeable. However, in the process of improving the system, the development of the Web applications was managed to complete by requesting a subcontractor to bring in more manpower.
	Module II (Communities Communication Module)	
	Module III (DGDF Operation and Management Module)	It is requested for the C/P of the DGDF to prepare document formats and analyze the method of managing materials because the document formats for the operations management at the DGDF had not been prepared and the method of managing materials had been clarified. After a while, we asked the C/P to develop an operations management module instead of asking a subcontractor to do it because the C/P had begun developing an operations management module on its own in addition to working on the above-mentioned tasks. The C/P completed development of the module using the knowledge gained during the C/P training during the experimental investigation. The function of managing projects was eliminated because it was deemed unnecessary to have a computer program to perform it and because of time limitations.
(2)	Signing up for a hosting server	The sign-up for a hosting server was delayed until January 2008 because of the delay in the release of the system. The site has been successfully uploaded. The Web site is: http://www.sigedf.gov.do
	Training in preparation for immigrating the Web application and database to its own Web server	The SEEPYD manages a Web server on its own and has no problems regarding server operations management. It will become necessary to move its Web applications and database from the hosting server to its own Web server in the process of expanding the area of operation from the border areas to the entire country. The training necessary for the switchover of servers and the entire technology transfer for the time being have been completed. Refer to supplement documents "Info_Vol_II. SIGEDF Manual de Usuario para SIGEDF" (Spanish) for details.
(3)	Operations management at the information center and training for improving Web applications	It is offered training to the staff of the SEEPYD and DGDF for improving the operations management of the information center and the Web applications. The trainees, all of whom had already possessed a degree of knowledge of information technology prior to the training, learned skills necessary to perform the following tasks: <ul style="list-style-type: none"> • Renewing and giving new information to the information center • Improving the interface on the Web applications • Adding items to a table in a database Outside help is necessary, however, for restructuring databases and adding new modules and functions.
	Web page design training	It is offered training for the staff of the central offices of the SEEPYD and DGDF on the basics of making a homepage and how to make a homepage-using HTML. Almost all trainees acquired skills and technology necessary for making a homepage and summarizing user requirements.

Source: JICA Study Team

(b) Achievements of the Activities

Table 3.8 Achievements of the Pilot Project on the Development of the Information Center

Summary of achievements	
It was behind schedule by a month or two, however; all the tasks have been completed. An enormous amount of time and effort were needed to make adjustments on the system in collaboration with the subcontractor and organizing the user requirements of the C/P, and in the end, the C/P was increasingly aware of what their problems were.	
Capacity development	C/Ps of the SEEPYD and DGDF gained skills necessary for managing and making a simple Web page and summarizing their user requirements.
	Staff in charge of managing information at the SEEPYD and DGDF gained skills necessary for the operations management at the information center and for improving Web applications.
	Staff in charge of information management and those in the operations department at the DGDF gained the abilities to develop applications for operating equipments and machineries, and improve the operations.
Products	Web application (http://www.sigedf.gov.do)
	Documents for developing the Web application and further related documents (refer to “Info_Vol_I. Documentos del Desarrollo de SIGEDF” (Spanish)).
	Operations manual and a technical manual (refer to “Info_Vol_II. SIGEDF Manual de Usuario para SIGEDF” (Spanish)).

Source: JICA Study Team

(c) Issues for the Future

The information center is now close to what it was supposed to become according to the pilot project design, but there are several unsolved issues. The issues related to the development and the operations management at the information center and possible solutions to them are listed below:

Table 3.9 Issues on the Development of the Information Center

	Issues	Solutions
1	Some functions of data input interface on the Web application have been kept to a minimum in order to make it possible for even C/Ps to make improvements on the application by themselves. For that reason, a certain level of information management skills and a certain amount of time will be necessary to make layers that include project information and statistical information by using ArcView ¹⁰ , and update information on international NGOs' projects and statistical data.	Since the C/Ps, who have acquired the skills to perform the above-mentioned tasks, have other duties also, how much time they can spend on the tasks will be an issue. The amount of work will be defined by the frequency of updates and depends on the kind of the information item. The information that is most infrequently updated would be updated once every 10 years and the most frequently updated information would be updated twice a year. Guidelines regarding the amount of time needed and the processes involved will be included below in the part on the "Guideline for operating the information system".
2	It takes much time to do what needs to be done to display information through the geographical information system (GIS). Furthermore, it is necessary to use an outsourcing GIS server, which costs US\$900 a month. It will be necessary to examine the cost-effectiveness and decide if it is necessary or worth it to use it.	Information display through the GIS has been retained as an option in the module because many different ways to use it could be imagined. Taking into consideration the pace of Internet technology advancement, it is conceivable that the delay in information display on the GIS will cease to be a problem within five years. Even if the function were to be determined to be unnecessary, it would not create any problems for the information center because a simplified version of the function for viewing projects has been prepared. It is also easy to eliminate the GIS function; all it takes to stop the GIS display is to erase the link to the GIS.
3	The database of the Web application was designed on the basis of the SSEPLAN's database, which manages investment project by the central governments. However, the databases are not completely the same, and it would be necessary to add items to several data tables when changing servers. Outside help would be needed if the database connectivity for the Web application were different from the one being used now because it would be necessary to change the database access layer of the program.	It is possible to change servers by following the instructions on how to add items to a data table and how to change servers included in the separate volume "Info_Vol_II. SIGEDF Manual de Usuario para SIGEDF" (Spanish). The following two points need to be taken into account: <ul style="list-style-type: none"> - The addition of items needs to be carried out very carefully so that the changes would not affect the investment project management system managed by the SSEPLAN. - Assistance by an engineer from outside the organization will be needed to change the database connectivity for the Web application. It takes about a week and costs from \$500 to \$600.

Source: JICA Study Team

(2) Information Collection

The objectives of the pilot project are: (1) Defining information items necessary to the planning and formation of the project for the border region; (2) Proposing a preliminary framework for the collection of information. The final status of the information collection process, problems faced during the process and the solutions applied to them have been summarized below under the heading of "Results of the activities." Summaries of the achievements of the activities and issues for the future follow.

¹⁰ ArcView is software that allows you to discover patterns, relationships, and trends in your data that are not readily apparent in databases, spreadsheets, or statistical packages. http://www.esri.com/software/arcgis/about/desktop_gis.html

(a) Results of Activities

For this pilot project, the information collection will not rely on fact-finding surveys and interviews about border regions, but focus on the acquisition of the information already accumulated in the agencies involved in the border region development in cooperation with those agencies.

Table 3.10 The final status of the Information Collection

	Name of organization (ministry/agency) (Excerpts)	No. of organizations from which information is to be collected	No. of organizations to which a visit was made	No. of organizations from which information was obtained	No. of organizations from which information was updated to DB
Dominican Republic government ministries and agencies	SEA, ONE, SEOPC, INDRHI, SEMARN, etc..	15	15	8	8
International organizations and NGOs	JICA, GTZ, DED, AECI, Embajada Francia, Cuerpo de Paz, PADF, Carita Dominicana etc..	19	19	14	14
Municipal governments	Dajabón, Neyba	2	2	2	0

Source: JICA Study Team

As a result, visits were made to 36 organizations from which data is to be collected and the approval for the provision of data was obtained. In practice, however, more time has been consumed than expected in obtaining formal approval for the provision of data and then actually acquiring the data. The availability of information varied with different organizations; from a certain organization, data could be acquired quickly in the second visit; for another organization, in the third visit, the responsible staff was changed and then a relationship of trust had to be re-established; for another organization, sending a letter with the signatures of both of the senior vice minister of SEEPYD and director of DGDF and obtaining approval was required to acquire the data. Here, in Table 3.11 below, problems involved in the individual methods for information collection and possible solutions are summarized.

Table 3.11 Problems Associated with the Collection of Information and Possible Countermeasures and Results

Categories of Information	Source of information	Problems	Solutions Proposed and Results of Applying Them
Geographic information for GIS	ONE	No particular problems	--
Simplified geographic information	Map CD	No particular problems	--
Information about administrative districts	ONE	No particular problems	--
Administrative profile information	ONE, SSEPLAN	No particular problems	--
Geographic and topographic information	ONE, SEMARN, INDRHI	Approval obtained for cooperation but delayed response	An agreement was signed between the SEEPYD/DGDF and each respective ministry providing the information.
Poverty Map	ONE, SSEPLAN	Nothing in particular.	-
Economic and social information	ONE, government ministries and agencies	It is unable to define what kinds of statistical data are necessary and what kinds of them are available.	The statistical data necessary for the development of the border region are obtained from the national statistics office (ONE). SEEPYD, DGDF and ONE have developed a cooperative relationship with it. The sources of other kinds of information have been identified in addition to the above and have likewise developed cooperative relationships with the other government ministries.
Millennium Development Goals/indicators	ONE, SSEPLAN	There was not enough information.	ONE is collecting and organizing the information and the information in question with respect to two of the seven prefectures in the border region has been prepared. ONE is making progress on the work on the information from the rest of the prefectures in the border region. It will be available from may 2008.
Information about public investment projects provided by government agencies	SSEPLAN	It was already being offered from various ministries and agencies to the SSEPLAN and the SSEPLAN had a database containing the information. It was, however, necessary to examine what kinds of information were needed.	All ministries and agencies concerned are offering information needed for planning and proposing projects and it has been proven that the SSEPLAN's database can be used as is without any problems.
Project information provided by international organizations and NGOs	DGDF, international organizations, and local NGOs in Dajabón and Neyba	Almost none of it was being offered to the SEEPYD.	Only Dajabón, which has been receiving assistance from international NGOs on its city planning projects, has offered information to us.
Information about public investment projects provided by municipal governments	Dajabón and Neiba municipal governments	Not enough was being offered to the SEEPYD. There were many local NGOs that cannot be located.	Information from international organizations has been provided smoothly because of many visits to them and MECI. Adequate information from about 80 percent of the international organizations involved in the border region development has been provided. Information from local NGOs is not provided.
Machines and equipment Information	DGDF	The document formats for presenting information were too complicated and the level of awareness among the local DGDF staff regarding the importance of information sharing was low.	The document formats for managing equipment have been reorganized and the flow of information has been improved. A new application for managing equipment has been installed at the regional office at Neiba and the amount of work involved in collecting and recompiling information has

			been reduced.
Information about events and training provided by international organizations, NGOs, and others	Information to be acquired by gaining access to the websites of relevant organizations and also by visiting relevant agencies, provinces and municipalities.	Lower information literacy of frontier residents, which have not yet fully understood the means for information provision on the Internet	To implement training aiming to diffuse the information system and increase the information literacy in border regions
Basic information about provinces and municipalities	Input and information collection through interfaces on the websites		
Provision of information, inquiries and opinions about municipalities from citizens			
Links to information sites of relevant government ministries and agencies, NGOs, and international organizations			

Source: JICA Study Team

Collecting one of the categories of information mentioned in the table above, information on public investment projects carried out by central government authorities, is very easy because the authorities submit to the SSEPLAN the information in the process of requesting budget allocations every year and the SSEPLAN's database on information on public investment projects carried out by government authorities can be used for the present purpose. On the other hand, to obtain "information on projects carried out by international organizations and NGOs" and "information on public investment projects funded by municipal budgets", it was requested for the respective entities to use document formats designed for this pilot project. As the information center became more and more well known, it became easier and easier to collect information from international organizations. However, it was extremely difficult to receive information from municipals. The only information on public investment projects funded by them was that offered by the city of Dajabón and Neyba, to which international NGOs are providing assistance on city planning projects. They are concerned about the possibility of the government authorities releasing the information to the public, and are very receptive to our requests for information; however they cannot fulfill our requests because they do not have any records of project information, and experience of project planning and formulation.

To improve the flow of information to the Communities Communication Module from respective sources, it would be necessary to strengthen efforts to publicize the existence of the information system and the training for local government staff on how to use the information system. For relevant results of experiments, refer to (3) Diffusing the Information Systems.

(b) Achievements of the Activities

Table 3.12 Achievements of the Pilot Project on the Collection of Information

Summary of the Achievements	
<p>Framework has been established for cooperation with many entities concerned with the border region development. The relationship particularly with the national statistics office, the Secretariat of State of Environment and Natural Resource (SEMARN) and the National Institution of Water Resource (INDRHI) has been strengthened, after signing an agreement on sharing information during the pilot project. Regarding the projects being carried out by the central government, the information has been obtained on 100 percent. Moreover, regarding the project of the international organization, the information has been provided from 80 percent of the organizations involved in border region development. However, it should be kept information on projects funded by municipal governments out of the list of subjects of the project pilot for the following reasons:</p> <ul style="list-style-type: none"> - Information on projects funded by municipal governments is not absolutely needed when the SEEPYD formulates proposals and makes evaluations on results of monitoring on the national level. It is necessary to monitor municipal governments to make sure that they report regularly on the status of the execution of the budgets and whether or not they are allocating the proportion of the budget designated in the law (40 percent of the entire municipal government's budget). 	
Capacity Development	<p>Thanks to the cooperation of the staff at the SSECI and the DGDF, designing document formats to be used for collecting information from international organizations and NGOs has been finished, and have received an approval from the SSECI to use them as the standard formats.</p> <p>A manual on the process of collecting and updating information from international organizations and NGOs has been realized, and training to the SSECI staff enabling them to carry on the task outlined in the manual was provided.</p> <p>DGDF staff organized document formats for managing the inventories of equipment by themselves and made improvements on the collection of information from local offices.</p>
Products	<p>A list of categories of information needed for planning and making proposals for projects and the sources of the information. Refer to "Anexo_B-1. Lista de la Informacion para SIGEDF" (Spanish)</p> <p>A flow chart on the process starting with obtaining information needed for project planning and formulation and ending with updating information on the database at the information center. Refer to "Anexo_B-2. Flujo de la Informacion para SIGEDF" (Spanish)</p> <p>Document formats for the SSECI for collecting information from international organizations and NGOs and a manual on the process of collecting information. Refer to "Anexo_B-3. Manejo de Alimentacion de la Informacion de Cooperacion Internacional y ONG" (Spanish)</p>

Source: JICA Study Team

(c) Issues for the Future

What information needs to be collected and the routes of information have been clarified, but there are issues to be solved in order to collect more information and enable the information center to offer useful information. A summary of issues related to information collection and proposed solutions is presented below.

Table 3.13 Issues for Future on the Collection of Information

	Issues	Proposed Solutions
1	The information on municipal project has not been covered by this pilot project since municipality does not keep the information on municipal project. However, this situation does not allow intra-municipal and inter-municipal sharing of the information on project information. A fundamental need is to create a system for planning and monitoring of project at the municipal level.	The DGDF should attend as a coordinator conference on making planning and monitoring at the provincial and municipal level to collect information on the projects and promote information sharing among the entities involved on the border region development. The DGDF should form a framework for sharing the information it collected at the conferences and for making planning for development projects reflect the needs of the border region communities. It is hoped that the municipal government themselves would actively disseminate information also.
2	The border region communities and provincial and municipal office staff members must play a central role in the presentation of information in the Communities Communication Module. Not enough information is being offered because the information literacy level in the border region is low and the information system is still not very well known in those areas. It is necessary to strengthen the system of offering information.	It will be necessary to offer training and promoting to the communities and the local government staff to diffuse information systems and raise the level of information literacy. Refer to the next section “(3) Diffusing of the Information System” regarding activities held for the purpose of dealing with the above-mentioned issues, the results obtained from them and solutions to problems faced during the activities.

Source: JICA Study Team

(3) Extension Works**(a) Results from Activities**

To diffuse the information system, it will be necessary to accomplish the following: (1) Construction of an Information Infrastructure; (2) Training on the Information System; and (3) Promotion of the Information System. Summaries on the progress on each of the above and what has been achieved can be found below.

Table 3.14 Results from the pilot project on the Diffusing the Information System

	Activities	Comments
1.	Construction of an Information Infrastructure (Dajabón and Neiba)	The delivery of materials to local authorities and the construction of networks that had been planned were completed. The DGDF signed agreements with provincial and municipal governments to lend computers to them on the condition that they make information available to the border region communities at large and actively provide information to them.
2.	Training on the Information System	Training sessions on the basics of handling computers that users need to know to use the information systems and how to use the information systems were carried out for the staff at entities involved in the border region development in Dajabón and Neiba from November through March 2007. For DGDF staff and provincial and municipal government staff members, among who the information literacy level is relatively high, training on how to make a simple Web page was offered. In September 2008, follow-up training was conducted for the sake of sustainable operation of the information system. The trainees were officials of DGDF local offices, provincial authorities and municipalities. Mainly staff system engineers of DGDF led it.
3.	Promotion of the Information system in the Central Region	While promoting the information system for the use inside the central government and at each international organization and asking them to offer information to be incorporated into the system at the same time, we introduced the system and exchanged opinions through the MECI.
	Promotion of the Information system in Rural Regions	A promotion of usage of the information system by those involved in the border region development in Dajabón and Neiba was realized. Promotion announcement was run on the radio in Neyba.

Source: JICA Study Team

(b) Achievements of the Activities

Table 3.15 Achievements of the Pilot Project on the Collection of Information

Summary of Achievements	
The achievements are the following:	
<ul style="list-style-type: none"> - Agreements were signed between the DGDF and provincial governments and between municipal governments in Dajabón and Neiba, creating an information infrastructure on a small scale, for supporting efforts to offer information to the border region resident at large. - In the process of organizing training sessions on the information system in the border region, teaching materials are prepared for raising the information literacy level in those areas and for teaching how to use the information system. - The Dominican Institute of Telecommunications (INDOTEL), which has been building an information infrastructure on a national level, offered its computer center for the training. While coordinating our actions with other entities, the model for the training for raising the information literacy level in the border region has been built. - Through activities to promote information systems, the level of interest and awareness was raised among provincial and municipal government staff members about the necessity of releasing information to the public and the information systems itself. The information systems of central government authorities and international organizations are becoming more and more widely known. The level of interest in the information systems was high also at the MECI. Through the above-mentioned activities, we received much feedback that would be useful in making improvements on the information systems. 	
Capacity Development	The activities were held only in two cities, but participants, generally speaking, gained the necessary basic knowledge that they needed for using computers and became interested in making their own homepages.
	The level of interest among the staff at central government authorities and international organizations in information systems is high and some international organizations expressed a desire to release digitalized information about their projects through the information center. The high level of interest has raised the level of interest at C/P organizations. The organizations are now enthusiastic about improving and promoting the information systems.
Products	Teaching materials for raising the information literacy level and on how to use the information systems. Refer to "Info_Vol_IV. Manuel para la Capacitacion de SIGEDF en Local" (Spanish)
	Presentation materials for promoting the information systems. Refer to "Info_Vol_III. Materiales para la Promocion de SIGEDF" (Spanish)

Source: JICA Study Team

(c) Issues for the Future

It will be necessary to carry out activities to promote the information systems, since the period for the promotion was limited in this pilot study. To promote the use of the information systems, there are many issues to be solved and it will be necessary to perform follow-up operations by deploying an expert of information literacy and project planning, members of the Japan Overseas Cooperation Volunteers (JOCV) and other NGOs.

Table 3.16 Issues for Future on the Diffusing the Information System

	Issues	Proposed Solutions
1.	Through the dgdf personal computers were provided for public use at provincial government offices and city halls, but publicizing it to the border region communities is not enough, and information literacy among the government officials in charge of information is still low.	It is desired that DGDF staff will provide assistance using the materials for training to raise the information literacy level and play a central role for the diffusing the information system periodically. Since the required level for the activities is the beginners' level of the information literacy, improvement of their information literacy and diffusing the information system will be realized by deploying volunteers for the development of rural villages and hamlets.
2.	Facilities for providing information to the public are built in Dajabón and Neiba only. It should be considered to extend the same facilities in other prefectures and cities in the border region.	One option is to use computer center constructed by INDOTEL to make information available to the border region communities. The necessary infrastructure has been built in cooperation with INDOTEL, many cases where it was not being used were found. It should be proposed an effective method of using it to increase INDOTEL's capacity for cooperating with relevant organizations in improving the availability of information to the border region communities.
3.	It has been provided modules that made it possible for provincial and municipal government to design their own homepages easily and use them to provide information free to the border region communities. The modules have not been put to good use because the information literacy level among the staff members in those governments is not high enough.	It will be necessary to provide on a continual basis production assistance and training on making homepages using the materials for training for raising the information literacy level. Special knowledge is not required to make a homepage using the information system. There is a need for activities involving volunteers for the development of rural villages and hamlets and others to encourage provincial and municipal governments to take initiative in making information available to the border region communities.
4.	In order for the information systems to be used to an adequate degree, DGDF and provincial and municipal government staff need to be trained on how to use the information they obtain from the system. It is also crucial to secure funds for the operation and maintenance of the information system.	Training should be undertaken to secure the manpower that can be local counterpart to the system engineers of SEEPYD/DGDF, so that the information sent from the national level could stable be shared at the local level. Regarding the information generated and sent from the local level, it is more important to strengthen the local capability to analyze, plan and monitor development rather than to operate the information system as such. Therefore, training should be intensified to analyze and generate information in parallel with the progress in capacity development for local initiative.

Source: JICA Study Team

CHAPTER 4 PILOT PROJECT: CAPACITY DEVELOPMENT

4.1 Background

(1) Why a capacity development pilot project? ~ Towards the development with local initiative

The core issue of the Border Region development is that “development activities are not efficient”. One of the major constraints to efficient management of development is “Lack of common strategies leading the Border Region toward the common direction”.

Lack of common strategies

The reasons for the lack of the common strategies are the discontinuity of the public administration and difficulties of coordination for consensus building among various stakeholders.

Public administration restarts every four years according to the change of ruling party of the government. Policies and programs are changed every four years. The projects implemented by the previous government are sometimes suspended and hardly end. Many of government staff is also changed every four years. There is no continuity in public administrations. In addition, there is a difficulty to coordinate among the major development actors across the parties. For example, some municipalities led by the mayors of opposition party do not participate in the provincial development council. This is one of the factors of lack of coordination.

The underlying factors of this discontinuity are the presence of “clientelism” and dependency among people. There is a strong political influence on public administration. Lack of political neutrality in public administration causes “paternal government”, where people support political parties in the expectation of job opportunities and/or other interests.

Consequently, people do not much trust government, and donors tend to bypass the governmental institutions to extend cooperation. There are two reasons. First, public administration does not have enough competence because they insufficiently accumulate know-how, technical skill and long-term vision. This is caused by frequent change of staff. Second, public administration is sometimes too close to politics. Thus, public participation in the development is not enough, and development management is not very transparent.

On-going effort to establish national planning system (SNPIP)

The National System of Planning and Public Investment (SNPIP: *El Sistema Nacional de Planificación e Inversión Pública*) is adopted under the Law of Planning and Public Investment (*La Ley No. 498-06, de Planificación e Inversión Pública*) enacted in the end of 2006. It tries to develop a comprehensive planning system in the country with full respect to programming of

strategic objectives, coherence between policies and actions, effectiveness, efficiency in the use of public resources, transparency, continuity, public participation and coordination among public institutions.

Especially, the system tries to employ a bottom-up planning process with public participation. It utilizes “Development Council” at each level. This system enables the government to prepare development strategies based on public demands. This feature is very important and could be a key for the sustainable development of the country since it has a potential to change the paternal nature of government administration, as follows:

- Transforming from the current top-down decision-making system in development process into a more participatory system can mobilize people for the development,
- A greater involvement of people in development process can raise people’s awareness of sustainable development. It can encourage people to watch and monitor the government activities. Consequently, it could improve transparency of public administration,
- A greater pressure of people on public administration can increase the demands for skilled and knowledgeable public administration with competency. It demands the continuity and accountability of administration, and
- Public participation in development process makes it possible to build consensus on common development strategies among various stakeholders. The common strategies based on public needs could continue over the time regardless of the change of the government.

SNPIP is designed for better and more efficient management of development. Under the law, a guideline is being processed for the details. However, as seen in the past case that former development council did not work well, it needs practical detail to make it work as well as trial and test to fit the actual situation.

How to make SNPIP work with local initiatives?

According to the Law 498-06, SEEPYD is defined as the governing body of SNPIP. SEEPYD has the mission of steering and coordinating the process of preparation, management, follow-up and evaluation of macroeconomic and sustainable development policies for the achievement of the economic, social, territorial and institutional cohesion of the nation.

- SEEPYD: main organization of SNPIP
- SSEPLAN: coordinate planning
- SSECI: manage international resources

New planning system needs local initiatives for planning at municipal, provincial and regional level. However, municipalities, provinces and regions do not have enough capacities for

planning in accordance with the SNPIP. They need guidance of SEEPYD and facilitation for planning process. The law says that SEEPYD can create territorially de-concentrated bodies for the implementation of its objectives, but it has no regional arms so far.

On the other hand, DGDF, as a “Non-financial public enterprise (*La Empresa Pública no Financiera*)”, works for the development of the Border Region and is well rooted in the local communities of the region. However, its function is only broadly. Its function could be a facilitator of development activities or be an operator of construction works.

Trial Model for Development with Local Initiative

The study makes a trial run and tests a planning process with local initiative in provinces of the Border Region. The trial emphasizes the planning process since well-prepared plan can improve management and coordination. The Study Team prepared a “Model” in which the development with local initiative is to be facilitated through the collaboration work between SEEPYD and DGDF. This model utilizes current resources rather than creating a new organization for its efficiency. These are highlighted as follows:

- SEEPYD as a coordinator for planning, guiding local stakeholders, taking up local needs, and authorizing plan, and
- DGDF as a facilitator for local initiative development in the communities, working as regional arms for SEEPYD. It assists local authorities in planning strategies and managing, monitoring and evaluating the programs/ projects.

Then, it could:

- Connect local and national levels to take local needs up to the central government,
- Guide local stakeholders in accordance with SNPIP, and
- Develop local capacities.

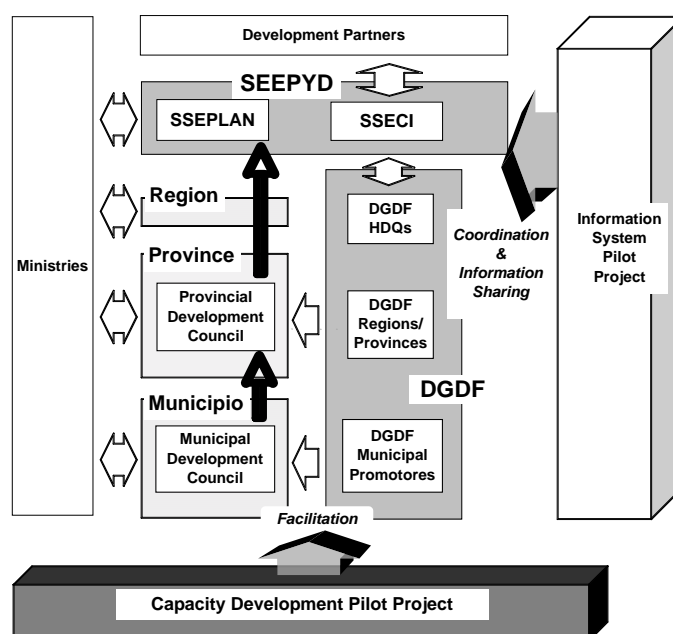


Figure 4.1 Model of local Initiative Development

Source: JICA Study Team

(2) Designing Pilot Project

Based upon the basic understanding mentioned above, an attempt has been made to implement a pilot project with the following assumption.

Assumption: Strengthening of local initiative could let development programs be effective and responsive to people's needs.

Designing the pilot project has two steps: identifying the needs and designing how to address the needs. Needs are identified by drawing a desired state of the development management and assessing a present capacity of actors involved to address themselves to the desired state.

Desired State of Development Management

A desired state of the efficient management of the development is as follows.

1. Development strategies are formulated with local initiative through public participation. The strategies are based on the consensus among stakeholders in view of the local needs. The multi-year and annual programs are developed in accordance with the strategies.
2. According to the strategies, domestic and international resources are allocated with the Dominican initiatives. Programs/ projects are well managed over the time. Then, effectiveness and efficiency of the programs are increased.
3. Capacities of the actors involved are developed. People participate in the development process and monitor the government. Development effectiveness could be increased by public participation.
4. Finally, it achieves reducing the poverty.

Capacity Assessment

To reach the desired state of development management, an assessment is made on the capacity of the actors involved in the development of the Border Region. A special reference is to be made to SEEPYD, DGDF, local authorities (provinces and municipalities) and people from the viewpoint of what they have, what they do not have, and what they need. The assessment is highlighted in the Table 4.1.

Table 4.1 Capacity Assessment

ACTORS	CAPACITY ASSESSMENT
SSEPLAN	<ul style="list-style-type: none"> •Has a legal background and documentation of planning system such as rules and regulations. •Has to make the planning system work. •Needs to develop further practical skills of planning, knowledge and analysis of needs. •Must improve inter-ministerial coordination and information sharing.
SSECI	Must complete formulation and implementation of cooperation policies and management of international resources.
DGDF	<ul style="list-style-type: none"> •Has a connection to communities of the Border Region. •Need to not have know-how skill and knowledge in development management. •Does not have legal institutional background.
Provinces	<ul style="list-style-type: none"> •A few staff. All are politically appointed. •Need to facilitate municipalities for development and consolidate proposals and demands of municipalities according to SNPIP
Municipalities	<ul style="list-style-type: none"> •Need engagement in development, especially strengthening planning abilities •Need promoting public participation in development
People	<ul style="list-style-type: none"> •Have a “Clientelism”: dependency on government and other support •Need raising awareness of sustainable development
Government institutions in general	<ul style="list-style-type: none"> •Top-down decision making and little motivation for junior staff •To be government for the people, NOT for the employment program for limited number of political supporters

Source: JICA Study Team

4.2 Project Design

In response to the needs assessed above, the pilot project is designed below.

(1) Objectives

The objectives of the pilot project are as follows:

1. To develop capacities of SEEPYD and DGDF to facilitate development with local initiative,
2. To develop the model of development with local initiative, and
3. To feed back results into the strategy.

(2) Approach

The followings are the approaches to achieve the objectives above.

1. Supporting on-going positive change toward “development with local initiative”
2. Trying one step that is likely to lead quick wins, so as to foster commitment, ownership and motivation among the actors involved
3. Sharing experience with many people so that such step paves the way to a major trend
4. Pilot project as a “learning process”

(3) Feedback to the Study Objectives

The Study has the twofold objectives: 1) to prepare a strategy for the Border Region development prioritizing poverty reduction as a common indicative guideline for all the actors involved and 2) to develop the capacities of the actors involved to increase efficiency and effectiveness in the Border Region development. The pilot project, as part of the whole study process, has the following three aspects that correspond to the Study objectives.

1. Strategic planning activities
2. Developing capacities
3. Developing models and a feedback to the Study

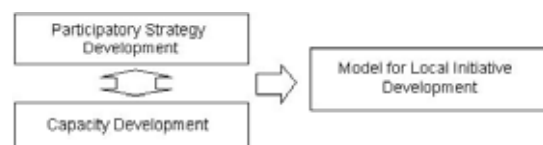


Figure 4.2 Feedback to the Study

Source: JICA Study Team

The pilot project is designed to conduct “planning strategies” and “developing capacities” at the local level, as a local level trial of two main objectives of the Study.

(4) Programs

Programming itself is in learning process. Programs are flexibly modified to the actual situation, needs and the capacities of people involved, respecting to the ownership of the actors involved. Staff of SEEPYD and DGDF is fully involved in its programming, process being a collaboration work among SEEPYD, DGDF and JICA Study Team. The programs consist of the following three steps.

Step 1 Training of SEEPYD & DGDF staff

- Fostering motivation and ownership
- Increasing basic knowledge and skill of planning
- Trial for vision development of organizations
- Trial of developing common strategies for enhancing facilitation skill

Step 2 Trial of facilitation at model provinces

- Trial of participatory “strategy development” in two model provinces
- Providing basic knowledge and skill for monitoring and evaluation

Step 3 Sharing experience in the whole Border Region

- Applying “participatory strategy development” to the other provinces
- Sharing experience and evaluation among stakeholders involved in the Border Region development

The detail programs and timeframe are as shown in Tables 4.2 and 4.3.

Table 4.2 Programs

Place	No	Date	Program	Contents	Participants
STEP 1					
Santo Domingo	1	August 9	Planning Workshop	<ul style="list-style-type: none"> • Training of planning and its methodologies 	20 persons <ul style="list-style-type: none"> • SEEPYD • DGDF
	2	August 22	Vision Development Workshop	<ul style="list-style-type: none"> • To discuss and develop future vision of organizations in relation to the border region development 	20 persons <ul style="list-style-type: none"> • SEEPYD • DGDF
	3	August 29-30	Participatory Strategy Development Workshop	<ul style="list-style-type: none"> • To analyze SWOT of the Border Region Development and to develop Vision, Strategy and Plan of Actions of SEEPYD, DGDF and other actors • To obtain the knowledge and skill of participatory strategy development method 	30 persons <ul style="list-style-type: none"> • SEEPYD • DGDF: Santo Domingo, Regional, Provincial
STEP 2					
Dajabón	4	Sept. 10-14	Participatory Strategy Development Workshop in Model Provinces	Trial of facilitation/ support by SEEPYD/ DGDF <ul style="list-style-type: none"> • To try provincial/ municipal development councils • To analyze problems, need, and SWOT and to develop Vision, Strategy and Plan of Action for the development of province • SEPPYD/ DGDF staff to obtain facilitation/ technical support capacities • To review the results obtained through workshop 	30-40 persons <ul style="list-style-type: none"> • Major Stakeholders
Bahoruco	5	Sept. 25-28	Participatory Strategy Development Workshop in Model Provinces	Trial of facilitation/ support by SEEPYD/ DGDF <ul style="list-style-type: none"> • To try provincial/ municipal development councils • To analyze problems, need, SWOT and to develop Vision, Strategy and Plan of Action for the development of province • SEPPYD/ DGDF staff to obtain facilitation/ technical support capacities • To review the results obtained through workshop 	30-40 persons <ul style="list-style-type: none"> • Major Stakeholders
Santo Domingo	6	Oct. 10-11	Monitoring and Evaluation Workshop	Training of monitoring and evaluation and its methodologies	30 persons <ul style="list-style-type: none"> • SEEPYD • DGDF: Santo Domingo, Regional, Provincial
STEP 3					
Elias Piña	7	Oct. 17-18	Participatory Strategy Development Workshop	Trial of facilitation/ support by SEEPYD/ DGDF <ul style="list-style-type: none"> • To analyze problems, need, SWOT and to develop Vision, Strategy and Plan of Action for the development of province • SEPPYD/ DGDF staff to obtain facilitation/ technical support capacities 	30 persons <ul style="list-style-type: none"> • SEEPYD • DGDF: Santo Domingo, Regional, Provincial
Santiago Rodríguez	8	Oct. 25-26	Participatory Strategy Development Workshop	Trial of facilitation/ support by SEEPYD/ DGDF <ul style="list-style-type: none"> • To analyze problems, need, SWOT and to develop Vision, Strategy and Plan of Action for the development of province • SEPPYE/ DGDF staff to obtain facilitation/ technical support capacities 	30 persons <ul style="list-style-type: none"> • SEEPYD • DGDF: Santo Domingo, Regional, Provincial
Santo Domingo	9	Feb. 20, 2008	Experience Sharing and Evaluation Workshop	Experience sharing and evaluation of the Participatory Strategy Development Workshops <ul style="list-style-type: none"> • To present the experience, results and lessons learnt through the practice of the Participatory Strategy Development Workshops presented by participants. • To discuss the problems, lessons learnt, necessary improvement and next action for better coordination 	50-60 persons <ul style="list-style-type: none"> • Major stakeholders from provinces • DGDF: Santo Domingo, Region and Provinces • SEEPYD

Source: JICA Study Team

Table 4.3 Timetable of the Pilot Projects

Programs		2007						2008		
		7	8	9	10	11	12	1	2	3
	Setting up	--								
STEP 1										
1	Planning Workshop		-							
2	Vision Development Workshop		-							
3	Participatory Strategy Development Workshop at Santo Domingo		-							
STEP 2										
4	Participatory Strategy Development Workshop at Dajabón			--						
5	Participatory Strategy Development Workshop at Bahoruco			--						
6	Monitoring and Evaluation Workshop				-					
STEP 3										
7	Participatory Strategy Development Workshop at Elías Piña				--					
8	Participatory Strategy Development Workshop at Santiago Rodríguez				--					
9	Experience Sharing and Evaluation Workshop at Santo Domingo								-	

Source: JICA Study Team

(5) Expected outcomes

The expected outcomes of the pilot project are the followings.

1. Enhanced capacities of SEEPYD and DGDF to facilitate development with local initiative
2. Developed draft visions, strategies and plan of actions
3. Tested result of the model for development with local initiative

(6) Project Design Matrix

The Project Design Matrix (PDM) of the pilot project is shown in Table 4.4.

Table 4.4 Project Design Matrix of the Pilot Project for Capacity Development

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
OVERALL GOAL 1 (STUDY GOAL)			
To develop capacities for the efficient management of sustainable development programs in the Border Region			
OVERALL GOAL 2 (STUDY OBJECTIVES)			
1. To establish a strategy for the Border Region development prioritizing poverty reductions, as a common indicative guideline instructed by the Government of the Dominican Republic for all actors involved. 2. To develop the capacities of individuals, organizations and societies for the efficient and effective Border Region development in the course of the study.			
PILOT PROJECT OBJECTIVES			
1. To develop capacities of SEEPYD and DGDF to facilitate local initiative development 2. To develop the model of local initiative development 3. To feed back the results into the strategy	<ul style="list-style-type: none"> - Enhanced capacities - Developed model for local initiative development - The results and lessons obtained. 	Observation by JICA Study team Progress report 1 & 2	Information system is established.
PILOT PROJECT OUTPUTS			
1. Enhanced capacities of SEEPYD and DGDF for facilitation in local initiative development 2. Developed draft visions, strategies and plan of actions 3. Tested result of model for local initiative development	1. Developed capacities for local initiative development 2. Developed visions, strategies and plans of actions 3. Tested model for local initiative development	1. Observation by JICA Study team 2. Workshop report 3. Observation by JICA Study team, evaluation WS	
PILOT PROJECT ACTIVITIES	INPUTS		
1-1 Setting up the organizations to implement 1-2 Planning Workshop (WS) (1) 1-3 Vision Development WS (2) 1-4 Participatory Strategy Development WS (3) 2-1 Participatory Strategy Development WS in Model Provinces (4, 5) 2-2 Monitoring and Evaluation WS (6) 3-1 Participatory Strategy Development WS in other provinces (7, 8) 3-2 Experience-Sharing and Evaluation WS (9)	<u>JICA Study Team</u> Human Resources <ul style="list-style-type: none"> - JICA Study Team members Materials and Facilities <ul style="list-style-type: none"> - Necessary budget for conducting trainings/ workshops 	<u>Dominican Side</u> Human Resource <ul style="list-style-type: none"> - DGDF staff - SEEPYD staff 	The expected number of people participates. Pre-Conditions <ul style="list-style-type: none"> - Staff is assigned at each level.

Source: JICA Study Team

4.3 Results of Pilot Project

This section describes the progress and major outcomes of the Pilot Project. First, it describes the progress of the programs is highlighted in (1). Then, the outcomes of programs in terms of “(2) *Planning outcomes*” and “(3) *Outcomes: capacities developed*” are highlighted. These are as part of evaluation of effectiveness, and followed by “(4) *other viewpoints in evaluation*”.

(1) Progress of the Programs

The progress of program is described in the table below.

Table 4.5 Progress of Programs

PROGRAMS	PROGRESS
Preparation and Operation	The Technical Team (“Equip Tenneco”) that consists of SEEPYD, DGDF and JICA Study Team is a core body for implementation of the pilot project. Under the Technical Team, the Working Team, organized as the implementation body of the pilot project, are working for program preparation and operation of a series of workshops.
1. Planning Workshop	The workshop was held on August 9 th of 2007 with of eighteen (18) participants from SEEPYD and DGDF, including Undersecretary of SSECI and Director of DGDF. Especially, many of senior staff of DGDF participated. This workshop gave the participants the basic knowledge of planning including planning method and cases in Japan and in the Dominican Republic by the classroom style lecture.
2. Vision Development Workshop at Santo Domingo	The workshop was held on August 22 nd of 2007 with twenty-four (24) participants from SEEPYD and DGDF. All senior staff DGDF, including the director, participated. As an opening of participatory style workshop, this workshop gave the participants a good opportunity to discuss and think the ideal future of each organization.
3. Participatory Strategy Development Workshop at Santo Domingo	The workshop was held on August 29 th and 30 th of 2007 with twenty-nine (29) participants from SEEPYD and DGDF headquarters and Regional/Provincial offices and NGO. All senior staff DGDF, including the director, participated.
4-7. Participatory Strategy Development Workshop at Provinces	The workshops are held as follows. Dajabon and Bahoruco are model provinces where the workshops are held at municipal and provincial levels. At Elias Pina and Santiago Rodriguez, only provincial workshops are held. <ul style="list-style-type: none"> • Dajabon: September 10-14, 2007 with 41 participants • Bahoruco: September 25-27, 2007 with 37 participants • Elias Pina: October 17-17, 2007 with 57 participants • Santiago Rodriguez: October 25-26, 2007 with 49 participants
8. Monitoring and Evaluation Workshop	The workshops are held on October 10 th and 11 th of 2007 with eighteen (17) participants from SEEPYD and DGDF.
9. Experience-Sharing and Evaluation Workshop	This workshop, initially scheduled in the middle of November 2007, is postponed to February 20 th of 2008 due to the tropical monsoon “NOEL” in the early November, especially Bahoruco and Elias Pina in the Border Region. Forty-eight participants joined workshop from Dajabon, Santiago Rodriguez, Elias Pina and central level.

Source: JICA Study Team



(2) Outcomes from Planning

Visions and strategies are the intermediate outcomes from the planning exercise in the pilot project. These outcomes need further elaboration for authorization. However, they are very good references for preparing Strategies of the Study. These are highlighted in Table 4.6 and 4.7. The visions and strategies are discussed in *3.3 Feedback to Strategies*.

Table 4.6 Outcome from Planning

PROGRAM	OUTCOMES FROM PLANNING
2. Vision Development WS	Visions of three organizations are developed with Appreciative Inquiry method. The gaps between the ideal states and the current states were recognized. Future tasks to achieve the vision of each organization are developed. (See Appendix of the Chapter)
3. Participatory Strategy Development WS	Common vision, strategies and plan of actions for the Border Region Development are developed.
4-7. Provincial WS	Common visions, strategies and plans of actions for the development of the provinces are developed. Plan of actions until December 2007 are developed as an exercise of operation of small projects

Source: JICA Study Team

(3) Outcomes: Capacity Developed

Capacities are developed throughout the pilot project process. Each program is designed to give outcome respectively. The outcomes from each program are summarized in Table 4.7.

Table 4.7 Outcome from Program: Capacity Developed

PROGRAM	ACTOR	OUTCOMES: CAPACITY DEVELOPED
Preparation & Operation	Technical Team member	Enhanced ownership, motivation and commitment throughout the preparation process.
1. Planning WS	SEEPYD, DGDF	<ul style="list-style-type: none"> • Recognition of the importance of long-term planning framework • Obtained skill and knowledge of planning • Enhanced commitment to the pilot project
2. Vision Development WS	SEEPYD, DGDF	<ul style="list-style-type: none"> • Vision, gap between vision and reality, and future task shared and internalized in each organization. • Exchanging and sharing ideas among 3 organizations • Enhanced motivation by realizing the gap between vision and reality.
3. Participatory Strategy Development WS	SEEPYD, DGDF	<ul style="list-style-type: none"> • Obtained skill and knowledge of participatory strategy development. • Vision, strategies and plans of actions shared among 3 organizations. • Enhanced motivation for provincial WS.
4-7. Provincial WS	SEEPYD, DGDF	• Facilitation capacity of provincial planning developed through practice of co-facilitators.
	SEEPYD	• Local situation and needs are recognized.
	Local authority	<ul style="list-style-type: none"> • Vision, strategies and plans of actions shared. • Skill and knowledge of participatory strategy development obtained.
8. Monitoring & Evaluation WS	SEEPYD, DGDF	Skill and knowledge of monitoring and evaluation obtained.
9. Experience Sharing and Evaluation WS	SEEPYD, DGDF	<ul style="list-style-type: none"> • Quick win gives big confidence. • Motivation developed • Next plan discussed by participants. • Facilitation capacity increased. • Coordination ability between local and central level enhanced. • Experience shared among provinces.

Source: JICA Study Team

Throughout the project process, the capacities of actors are developed step by step. The pilot project is designed to assess the following questions throughout trials of planning, operation and monitoring of small projects for the development with local initiatives.

- How does SEEPYD prepare plans based on the local needs, organize alignment between local plans and central plans, and how authorize them at the national level?
- How does DGDF facilitate planning with local initiative in accordance with SNPIP?
- Can municipalities or provinces make plans?

The results are shown below.

Capacity Developed: SEEPYD

SSEPLAN and SSECI developed own visions and shared among each organization. SEEPYD, as an organization responsible for coordinating planning with local initiative, has not fully been involved in the local level planning process. It does not have its own regional arms.

Counterpart staff of SEEPYD understands the local reality and necessities of planning with local initiative as experienced at the municipal and provincial levels. It still needs to:

- Familiarize itself with the importance of the understanding local needs in the organization,
- Institutionalize the planning with local initiative, and
- Build a consensus on strategies among ministries.

Capacity Developed: DGDF

DGDF developed its own vision, shared it among its staff and familiarized itself with the vision. DGDF facilitated planning process with local initiative. It invited local stakeholders in provinces and worked as co-facilitators in the workshops. The capacities of facilitation have been strengthened. DGDF still needs to:

- Monitor and evaluate the plan prepared in the workshops,
- Familiarize itself with and operationalize the method of planning with local initiative, and
- Institutionalize the functions of DGDF in planning system with local initiative.

Capacity Developed: Municipality and Province

Both municipalities and provinces recognized the importance of participatory planning. Planning capacities of municipalities and provinces are not enough for SNPIP to be workable. Especially, capacities of municipalities are limited. The main responsibilities of municipalities used be civil services such as civil registration, waste management, construction and maintenance of parks, fire fighting and construction of cemetery. In addition, it turned out that competent human resources are centered only in the provincial capital. The followings are thus needed:

Province

- Establishing and understanding that provincial authority works for the people but for parties.
- Being a focal point for provincial development leading and facilitating municipalities.

Municipalities

- Establishing and understanding on the importance of their engagement in development.
- Facilitating public participation and raising their awareness.

Other stakeholders

- Fostering local leaders and organizing people.
- Continuing effort to raise awareness

The capacity needs as assessed, the capacity so far developed and the needs for strengthening summarized in the Table 4.8.

Table 4.8 Capacity Developed and Further Needs

Capacity Needs	What have been done	Further Needs
SSEPLAN		
- Has to make the planning system more efficient.	- Guidelines are drafted. Recognized the necessity of procedural details of workable local initiative planning.	- Institutionalizing the local initiative planning system.
- Needs to develop further practical skills of planning, knowledge and analysis of local needs.	- At least core member of Technical Team of SSEPLAN understand the local reality.	- Internalizing the importance of the understanding local needs in the organization.
- Must improve their inter-ministerial coordination and information sharing.	- Proposing inter-ministerial consensus building for the Strategy development.	- Experience for consensus building among ministries.
SSECI		
- Does not have cooperation policies and management of international resources	- Necessity of the strategy and cooperation policy is recognized.	- Drafting cooperation policies according to the strategies.
DGDF		
- Does not have know-how, skill and knowledge in development management.	- DGDF facilitated all workshops in provinces. Obtained self-confidence and trust from stakeholders.	- Internalizing and systemizing the know-how of local initiative planning.
- Does not have legal institutional background in the development process.	- Recognized the critical importance of legal background. Started discussion inside and outside organization.	- Institutionalizing the functions of DGDF in local initiative planning system
Provinces		
- A few staff. No political neutrality.	- Some province have meetings with municipalities of opposition party	- Institutionalizing the policy and status of the province toward working for the provincial people NOT for parties.
- Need to facilitate municipalities for development and consolidate proposals and demands of municipalities according to SNPIP.	- Recognized the importance of province in mobilizing competent human resources centered in the province into the development.	- Being a focal point for provincial development leading and facilitating municipalities.
Municipalities		
- Need engagement in development; strengthening planning abilities.	- Recognized the importance of the engagement in the development.	- Internalizing the importance of the engagement in the development.
- Need promoting public participation in development.	- Recognized the importance of public participation.	- Facilitating public participation and raising their awareness; Human Resources Development.
People		
- Have "Clientelism": dependency on government and other support.	- Still have dependency. Some stakeholders start working in the project by themselves.	- Fostering local leaders and organizing people.
- Need awareness of sustainable development.	- Recognized the importance and necessity of participatory planning. - Shared visions, strategies and plans of actions among stakeholders.	- Continuing effort to raise awareness. - Human Resources Development for future leaders in development.
Government institutions in general		
- Top-down decision making and little motivation for the general staff	- Participatory planning methods involve many officials regardless of position: junior officials motivated.	- Internalizing the management and decision making system in the organizations.
- To be government for the people NOT for the employment program for limited number of political supporters	- Understand the importance. But strong culture exists.	- Institutionalizing the continuity of public administration and strengthening discipline working for the people

Source: JICA Study Team

(4) Other viewpoints in evaluation

There are several viewpoints to be mentioned such as relevance, efficiency, impact and sustainability in addition to outcome.

Relevance is whether project design is targeted to achieve the overall objectives. The overall objectives are the Study objectives that are making strategies and developing capacities. These two are built in the pilot project as mentioned in the “(3) *Feed back to the Study objectives*” of “3.2 *Project Design*”. In addition, the project programs are modified according to the progress, needs and capacities of the people involved in order to attain the pilot project objectives.

Efficiency is whether the process to convert inputs into outputs is efficient. This pilot project utilizes locally available resources as much as possible such as DGDF resources and network.

Impact is whether the outcomes of the pilot project reach beyond the project objectives, such as outside of the targeted people. The main targets are the SEEPYD and DGDF. Local entities including provinces, municipalities and other local stakeholders are within the scope of impact of the project outcomes. The pilot project has enough impacts on them.

Sustainability is whether the pilot project could sustain over time. This pilot project aims at testing the local initiative development work or not. After the government authorizes this model, it has to continue to operate the planning process with local initiative.

4.4 Feedback to Strategies: Lesson Learnt and Recommendations

Based on the progress and major outcomes from the programs above, this section tries to discuss feedback to the Strategies of the Study.

(1) Model Tried for Development with Local Initiative

The provincial workshops were undertaken as a trial of “Development Council” at the municipal and the provincial levels. Municipal level workshops had relatively limited participation and results as compared with provincial ones. Municipality, being the sole local autonomous body, is identified as the base of local planning activities, according to the new planning and investment law. However, the competent human resources are centered in the provincial capital. Provinces can utilize and mobilize these human resources for development, take leadership and give facilitation to the municipalities in accordance with the SNPIP. Provincial Development Councils could be introduced first and show a model for municipal development councils.

The strategies developed primarily expected foreign assistance, on which to local participants used to be dependent. It is necessary to guide, support and facilitate the local authorities to enhance people’s initiative and awareness and the capacity to explore opportunities for development.

The model works so far to encourage collaboration between SEEPYD and DGDF for the facilitation of development with local initiative. A remaining issue is how to authorize proposals in the development councils. This model of development with local initiative worked as follows.

- SEEPYD as a coordinator for planning, guiding local stakeholders, taking up local needs, and authorizing plan,
 - SSEPLAN: coordinate planning
 - SSECI: manage international resources
- DGDF as a facilitator for development with local initiative in the communities, working as regional arms for SEEPYD

However, capacities of major actors are not enough. The capacity development mentioned in (2) below is necessary for further elaboration of the model of development with local initiative. Above all, the followings are important.

- DGDF needs further capacities for facilitating planning process
- SSEPLAN needs further capacities to explain to the local people about new planning system.

(2) Further Capacity Development

Based on the capacity needs assessed in Table 4.1, capacity development measures are classified into those at the individual, the organizational and the institutional/ societal levels.

- Individual: human resource development
- Organizational: organizational strengthening
- Institutional: Laws and regulations
- Societal: Education and enlightening

Table 4.9 Measures for Capacity Development at each Level

Further Needs	Necessary measures		
	Organizational	Individual	Institutional/ Societal
SSEPLAN			
- Institutionalizing the local initiative planning system.			- Institutionalizing details
- Internalizing the importance of the understanding local needs in the organization	- Creating mechanism	- Human resources development (HRD) for regional planning	
- Experience for consensus building among ministries	- Setting up the coordination among ministries		
SSECI			
- Drafting cooperation policies according to the strategies.	- Drafting cooperation policies	- HRD for better coordination	- Institutionalizing cooperation policies
DGDF			
- Internalizing and systemizing the know-how of local initiative planning.	- Mechanism for facilitating local initiative development	- HRD for facilitation of local initiative development	
- Institutionalizing the functions of DGDF in local initiative planning system			- Institutionalization
Province			
- Institutionalizing the policy and status of the province toward working for the provincial people NOT for parties			- Institutionalizing the political neutrality of province
- To be a focal point for provincial development leading and facilitating municipalities.	- Mechanism for facilitation to municipalities	- HRD for facilitation to municipalities	
Municipalities			
- Internalizing the importance of the engagement in the development	- Internal mechanism for the engagement in the development	- HRD for development staff	
- Facilitating public participation and raising their awareness; Human Resources Development	- Mechanism for public facilitation	- HRD for public facilitation	
People			
- Fostering local leaders and organizing people.	- Organizing communities	- HRD for local leaders	
- Continuing effort to raise awareness; Human Resources Development for future leaders in development		- HRD for leaders at municipal level	- Awareness programs
Government institutions in general			
- Internalizing the management and decision making system in the organizations.	- Developing internal mechanism	- HRD for junior officials for competency	
- Institutionalizing the continuity of public administration and strengthening discipline working for the people	- Mechanism to strengthen discipline	- Moral education for government staff; HRD for more competent staff	- Institutionalization of continuity and discipline

Source: JICA Study Team

(3) Elaboration of Visions and Strategies

Analysis is made on the visions and the strategies so far developed.

(a) Visions on Organization

The visions on organization discussed in each organization as seen in the presentation at the cooperation table held on August 28th of 2007. These visions tell what they wish to be. However, these visions also need elaboration in the context of national planning.

SSEPLAN wishes to be an organization that is competent, responsible and efficient in managing and performing its functions to coordinate and collaborate with line ministries and local authorities.

SSECI wishes to be acknowledged as the governing body of international cooperation policy, with the commitment of integrating the different actors, for the achievement of common objectives, with the purpose of reaching effectiveness and efficiency of the official aid for development.

DGDF wishes to be an organization to coordinate, promote and facilitate the integrated and sustainable development of the Border Region.

(b) Visions

Common Vision of Border Region

Visions and strategies have been worked out the Border Region development through a participatory method. The vision in this regard is an idea on the status which participants desire. The visions vividly tell the future image of the Border Region.

The vision as developed in the workshop and the draft vision as presented in the interim report is compared below. Both visions refer to four aspects: people, economy, government and the environment. The vision as developed in the workshop describes future more vividly than one presented in the interim report.

Table 4.10 Common Vision Compared

<u>Draft in Interim Report</u>	<u>Developed in Workshop at Santo Domingo</u>
<p><i>Border Region:</i></p> <p><i>“The Prosperous Region with Diversified Economic Activity Based on the Empowered People, Government’s Integrated Support and Well-managed Natural Resources.”</i></p>	<p><i>”Prosperity and wellbeing based on integral and sustainable development”</i></p> <p>Visions developed in group discussion</p> <ol style="list-style-type: none"> 1. Policies for the development of the frontier region 2. Prosperity and wellbeing of the Border Region 3. Participative, integral and sustainable development of the Border Region. 4. Organized commerce, tourism and agribusiness development.

	<u>INTERIM REPORT</u>	<u>WORKSHOP</u>
People	<i>Empowered People</i>	<i>Wellbeing</i>
Economy	<i>Diversified Economic Activity</i>	<i>Prosperity</i>
Government	<i>Integrated Support</i>	<i>Integral development</i>
Environment	<i>Well-managed Natural Resources</i>	<i>Sustainable development</i>

This vision was developed in the workshop by integrating the visions in different groups of workshop participants. The vision is visualized below.

			
1. Policies for the development of the Border Region	2. Prosperity and wellbeing of the Border Region	3. Participative, integral and sustainable development of the Border Region	4. Organized commerce, tourism development and agro-industries.

Provincial Visions

The provincial visions well describe the ideas of future of provinces shown by participants in the provincial workshop.

The vision of Dajabon gives emphasis on the economy. That of Bahoruco emphasizes on the integration. Elias Pina emphasizes on the environment. The vision of Santiago Rodriguez shows a confidence in the development and a larger concern on the health issue.


Table 4.11 Provincial Visions

	Dajabón	Bahoruco	Elias Piña	Santiago Rodriguez
VISION	<i>“Integral and sustainable development with optimum quality of life and opportunities.”</i>	<i>“Communities unified and committed with education, ecology and production for the development of the province of Bahoruco”</i>	<i>“Elias Piña: healthy, populated, educated, productive and with access to basic services.”</i>	<i>“Healthy, skilled people integrated to the development of the province of Santiago Rodriguez”.</i>
Visions discussed in groups	<ol style="list-style-type: none"> 1. Model of Sustainable development in ten years 2. Dajabón economic industrial center of the Region 3. Strengths and development for optimum quality of life 4. Sustainable development balanced with socio-economic well being 	<ol style="list-style-type: none"> 1. Bahoruco united and committed to the integral development. 2. Efforts of the communities united in progress and development. 3. Bahoruco integrated socio-economic ally towards sustainable development. 4. Education, ecology, production, basis for Bahoruco's development 	<ol style="list-style-type: none"> 1. People of Elias Piña united for a better development 2. Developed and conservationist Province 3. Elias Piña oasis of the south 4. Elias Piña paradise of the Border Region. 5. Elias Piña healthy, populated, educated and productive 	<ol style="list-style-type: none"> 1. Integral development is sure progress. 2. Developed province, people with capacity in the right environment. 3. Healthy people that work for progress. 4. Stable and healthy city in progress





Source: JICA Study Team

These provincial visions are developed by integrating several visions discussed in the different groups of workshops. These visions developed in the group works are shown below.






Dajabon

			
1. Model of Sustainable development in ten years	2. Dajabón: economical and industrial center of the Region	3. Strengths development and optimum quality of life	4. Balanced with socio-economic well being


Bahoruco

			
1. Bahoruco: united and committed to the integral development.	2. Efforts of the communities united in progress and development.	3. Bahoruco: integrated socio-economic development.	4. Education, ecology, production, basis for the development of Bahoruco

Elias Pina

				
1. People of Elias Piña united for a better development	2. Developed and conservationist Province	3. Elias Piña: oasis of the south	4. Elias Piña: paradise of the Border Region.	5. Elias Piña: healthy, populated, educated and productive.

Santiago Rodriguez

			
1. Integral development is sure progress.	2. Developed province: skilled people in the adequate environment.	3. Healthy people working for progress.	4. Stable and healthy city in progress

(c) Strategies

Common Strategies of the Border Region

Strategies common to the whole Border Region are developed based on the participatory SWOT analysis. The participants understood about what the strategy is through this practice whereas the word “strategy” is rather a difficult concept. Some strategies are very detail and others are not since the outcomes depends on the way of understanding of the participants. These common vision and strategies can be compared with those specific to provinces.

COMMON STRATEGIES FOR THE BORDER REGION:

- 1. Integration and coordination among organizations involved in the Border Region development.*
- 2. Promoting local productive groups.*
- 3. Tourism development based on local groups and natural resources.*
- 4. Efficient programs and mechanisms of institutional and social management.*

The common strategies for the Border Region development based on the participatory SWOT analysis are discussed below. The draft strategies as proposed in the Interim Report includes a long term framework for regional/ sector planning at the national level because there are no such a framework in which strategies built up through participatory approach are to be authorized. Except for this point, there is no large difference between the strategies as proposed in the Interim Report and those developed on the participatory approach. Both of them cover the aspects of people, government and economies. These strategies are to achieve vision by empowering people, coordinating and integrating government support and promoting economies. The draft strategies as proposed in the Interim Report should be elaborated with special reference to the strategies as developed on participatory approach.

Table 4.12 Common Strategies Compared

	Draft Strategies in ITR	Strategies Developed in Santo Domingo
Framework	1. Establishment of Long Term Development Framework	
People: capacity	3. Strengthening Local Governance and People's Participation	4. Efficient programs and mechanisms of institutional and social management.
Government: Coordination and integration	2. Improving Linkage among Government Institutions	1. Integration and coordination of the organizations and institutions involved in the Border Region development.
Economy	4. Promotion of Economic Activities with Utilizing Local Resources	2. Promoting local productive groups. 3. Tourism development based on local groups and natural resources.

Source: JICA Study Team

Provincial Strategies

Provincial strategies are classified by area of intervention. These strategies vary according to the situation and characteristics of the provinces and show their views of priorities for development.

Table 4.13 Provincial Strategies Classified

	Dajabon	Bahoruco	Elias Pina	Santiago Rodríguez
People: capacity	1. Local capacity development.	3. Political- social integration of the communities in the development of the province.	1. Strengthening of the community based organizations.	2. Capacity development.
Government: Coordination and integration	3. Coordination for sustainable development of the communities	1. Coordination between local authorities and Central Government		
Economy	2. Creating employment to avoid migration to other large cities 4. Development of local Industry and commerce	2. Implementation of productive project with international support.	3. Industrialization of agro- products.	
Environment		4. Formulation of ecological projects (NGO and Orgs. Intl.)	2. Reforestation with wood and fruit trees. 5. Training of people on the management of Natural Resources	3. Sustainable use of forest resources
Infrastructure				1. Developing Hydraulic potential 4. Rehabilitation of neighboring roads.
Health			4. Proper functioning of rural clinics	

Source: JICA Study Team

Strategy development is rather difficult than vision development. SWOT analysis was tried in the workshop in Bahoruco for strategy development, but it did not work well. The participants suffered from a difficulty of distinguishing the external factors from internal factors for development of the province. The participants know about inside the province well but not much about outside of the province. In addition, in the process of identifying the “Opportunities” in SWOT analysis, participants tended to anticipate external assistance as the only opportunity. Consequently, the strategies developed in the provinces need further elaboration to be more strategic from national or international viewpoint as well.

The provincial strategies need further elaboration. Especially they need to take into account the opportunities available around the provinces. Taking Dajabon as an example, people in Dajabon emphasize eco-tourism for employment expansion. In-depth discussions are expected on the issues how to make use the border market as an opportunity together with tourism development with utilizing the strength of Dajabon.

(4) Lesson Learnt and Feed Back to the Strategy

Figure 4.3 shows 1) the outputs of each program in the pilot project, 2) the outcome from the whole process of the pilot project, and 3) feed back of the outputs/ outcomes to the strategy.

Program	Target	Outputs from Planning	Output of Capacity Development
Preparation and operation	Equip Tecnico		<ul style="list-style-type: none"> Enhanced ownership, motivation and commitment throughout the preparation and operation process.
1.Planning WS	SEEPYD, DGDF		<ul style="list-style-type: none"> Recognition of need of long term planning Knowledge and methodology of planning obtained. Commitment to pilot project
2.Vision Development WS	SEEPYD, DGDF	<ul style="list-style-type: none"> Vision of SSEPLAN Vision of SSECI Vision of DGDF 	<ul style="list-style-type: none"> Common understanding and internalization of vision of each organization, the gap between the ideal state and current state, future task. Exchanging and sharing ideas among 3 organizations. Motivation developed through the recognition the gap between the vision and reality.
3.Participatory Strategy Development WS	SEEPYD, DGDF	<ul style="list-style-type: none"> Common vision for the Border Region Strategies Plan of Actions 	<ul style="list-style-type: none"> Obtained skill and knowledge of participatory strategy development. Vision, strategies and plans of actions shared among 3 organizations. Enhanced motivation for provincial WS.
4-7.Provincial WS	DGDF	<ul style="list-style-type: none"> Provincial Vision Provincial Strategy Provincial Plan of Actions 	<ul style="list-style-type: none"> Facilitation capacity of provincial planning developed through practice of co-facilitators.
	SEEPYD		<ul style="list-style-type: none"> Local situation and needs are recognized.
	Province, Municipality, Civil Society		<ul style="list-style-type: none"> Vision, strategies and plans of actions shared. Skill and knowledge of participatory strategy development obtained.
8. Monitoring & Evaluation WS	SEEPYD, DGDF		Skill and knowledge of monitoring and evaluation obtained.
9. Experience Sharing WS	SEEPYD, DGDF, Local Authority, Civil Society	<ul style="list-style-type: none"> Results of plan of actions Lesson learnt obtained and shared. Common understanding of next action 	<ul style="list-style-type: none"> Big confident by quick win Motivation developed Facilitation capacity developed Coordination between local and central level developed Experience shared among provinces.

	STRATEGY	CAPACITY	RESULTS
Outcomes from the pilot project	<ul style="list-style-type: none"> Strategy reflect on local needs 	<ul style="list-style-type: none"> Capacity developed for development with local initiative 	<ul style="list-style-type: none"> Developing the model for Development with Local Initiative
Feedback to the Strategy	<ul style="list-style-type: none"> Feed back the vision developed into Strategy 	<ul style="list-style-type: none"> Capacity for implementing strategy developed. 	<ul style="list-style-type: none"> Feedback into implement the Strategy

Figure 4.3 Outputs of the Pilot Project and Feed back to the Strategy

Source: JICA Study Team

The outcomes from the whole pilot project are highlighted as below.

- The Border Region Development Strategy and Provincial Strategy are developed. They reflect local needs.
- Capacity for Local Initiative Development is enhanced.
- Throughout the process above, “Local Initiative Development Model” is developed.

Furthermore, these results are to be fed back to the Strategy, as follows:

- A vision is adopted based on the future image of the Border Region held in the mind of participants in the workshop of the Border Region.
- Local Initiative Development Model is utilized for implementing the Strategy
- The Strategy for the Border Region is implemented by utilizing the capacity developed through the Model.

The Section 7.2 of Chapter 7 gives a detailed description of the Local Initiative Development Model.

Experience-sharing workshop showed us that the results of the pilot project for capacity development were larger than expected. Some groups implemented the plan of actions by coordinating various actors. Coordination capacity is enhanced by local initiative development model as follows:

1. Local initiatives give good results for Border Region development, as the coordination is easier at the local than the national level.
2. There is a large difference in development needs between the northern and southern parts of the Border Region. Coordination can be advanced step by step from the provincial level, sub-regional and the regional level.