

Terminal Evaluation

Latin America and the Caribbean

1. Outline of the Project

Country:

Dominican Republic

Project title:

The Project for Agricultural Development on Sloped Terrains in the Dominican Republic

Issue/Sector:

Agriculture

Cooperation scheme:

Project-type Technical Cooperation

Division in charge:

Livestock and Horticulture Division, Agricultural Development Cooperation Department

Total cost:

631 Million Yen

Period of Cooperation 1 September 1997-31 August 2002

Partner Country's Implementing Organization:

Secretaria de Estado de Agricultura (SEA)
Instituto Agrario Dominicano (IAD)

Supporting Organization in Japan:

Agricultural Production Bureau, Ministry of Agriculture, Forestry and Fisheries of Japan

Related Cooperation:

Project-type Technical Cooperation "Pepper Culture Development Project Phase 1"
"Pepper Culture Development Project Phase 2"

1-1 Background of the Project

The Dominican Republic has long had a high market demand for pepper, but has relied fully on imports. The Government of the Dominican Republic decided to introduce and cultivate pepper as a cash crop and requested the Government of Japan to provide Project-type Technical Cooperation to develop and extend pepper cultivation techniques. In response, the Government of Japan through JICA implemented the "Pepper Culture Development Project Phase 1(July 1987 - June 1992)"; cooperation on development of cultivation techniques for young pepper trees under four years age, as well as its continuation "Phase 2(July 1992 - July 1997)"; and technical cooperation on a range of cultivation techniques for production-stage pepper trees. Based on the results of these projects, in August 1996, the Government of the Dominican Republic requested the support of Japan in implementing a project that would (1) introduce a sustainable farm management system with pepper as the key product and (2) improve the management skills of small-scale farmers on sloped terrains along with the fostering of the farmers' association.

1-2 Project Overview

In order to improve economic conditions of small-scale farmers in sloped terrains, the Project (1) developed a farm management system for pepper cultivation and demonstrated farming techniques, (2) organized the farmers' association and established a commercial sales system and (3) improved the training system to extend the techniques to the farmers.

(1) Overall Goal

Living standard of small-scale farmers in sloped terrains will be improved.

(2) Project Purpose

Economic condition Agricultural economy of small-scale farmers in sloped terrains in three target areas (Yamasa Sub-zone, Tojin and La Majagua) will be improved.

(3) Outputs

- 1) The farm management systems and farming techniques, including those for pepper cultivation will be developed and introduced to the farmers.
- 2) The Farmers' associations will be organized and commercial sales system by the associations for agricultural products will be established.
- 3) Training and its extension to farmers will be improved.
- 4) Farm production will be increased.

(4) Inputs

Japanese side:

Long-term Experts	10	Equipment	48 Million Yen
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Short-term Experts	14	Local Cost	66 Million Yen
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Trainees received	19		
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Dominican Side:

Counterparts	14	Other managing staff	12
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Local Cost	2.44 Million Pesos (19 Million Yen)		
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2. Evaluation Team

Members of Evaluation Team

Team Leader: Noriaki NIWA, Director, Livestock and Horticulture Division, Agricultural Department Cooperation Department, JICA
Cultivation/Farming: Katsuhiko KAMIKATA, Section Chief, International Affairs Office, Administration Division, Agriculture Production Bureau, Ministry of Agriculture, Forestry and Fisheries
PCM Evaluation: Hiromi OSADA, IC Net Limited
Planning Analysis: Koji SUNAZAKI, Livestock and Horticulture Division, Agricultural Department Cooperation Department, JICA

Period of Evaluation	13 January 2002 - 27 January 2002	Type of Evaluation:	Terminal Evaluation
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3. Results of Evaluation

3-1 Summary of Evaluation Results

(1) Relevance

In the Dominican Republic, the increasing disparity in income between urban and rural areas has triggered a continual migration of the rural population to the cities, contributing to the expansion of city slums and stagnancy of rural villages. This Project is aimed at ending this vicious circle by improving farm management with pepper as the key crop, thereby ensuring the farmers' income and raising their standard of living. Therefore, the Project is consistent with the social needs of the target group. The current Mejias administration, inaugurated in August 2000, has emphasized correcting the inequality in the social welfare system for the poor. Its "Technology Development Strategies for the Profitability and Competitive Strength of Agriculture and Livestock 1995" regards the sloped terrains as major development areas and aims at diversifying and sustaining agricultural production. Based on these facts, the Project is in line with the policy of the Dominican Republic Government.

(2) Effectiveness

No clear change were observed in the 12 indicators, such as Engel's coefficient, share of farm income to the total income of a household, number of produced crops, and per capita agricultural income which was set and benchmarked before the Project's commencement. This is partly due to the fact that young pepper trees were damaged by a hurricane, and that it takes four years for pepper tree crops to ripen. However, the farmers who introduced pepper trees through the Project and have observed modern pepper cultivation practices (the farmers who introduced pepper trees during the previous phase or earlier stage of the

Project) improved their standard of living, remodeled their homes, and purchased furniture and other household goods, indicators that pepper cultivation is becoming a stable income source. There remain some issues such as the level of achievement of Project outputs in the target areas for extension activities (Tojin and La Majagua), added during the third year of the Project. However, at the Yamasa sub-zone, the major area for extension from the beginning of the Project, all four outputs have been accomplished and the Project Purpose is almost achieved, although it has yet to gain the level of the pre-set indicators.

(3) Efficiency

Among the four activity fields of the Project, Experts were dispatched in three fields only the first two years: farm management (1 Expert), cultivation (2 Experts) and extension (3 Experts). In the third year, Experts in the field of four which were collection and shipping Experts were dispatched instead of three extension Experts. For establishment of the commercial sales system of the farmers' association, it would have been more effective to have dispatched Long-term Experts or Short-term Expert to cover the field from the beginning of the Project.

The provision of equipment, trainees' acceptance, local cost burden by the Japanese side and the allocation of counterparts by the Dominican side were for the most part appropriate. However, the Dominican side did not bear local costs to the extent expected due to financial difficulties.

(4) Impact

Among the farmers who introduced pepper in the target areas, their Engel's coefficient was reduced and lifestyle changes such as remodeling their homes and the purchase of furniture and electronic products were observed. With a sufficient income from the harvest, some farmers concentrated on pepper cultivation full time and no longer went to the cities to work, which formerly had been necessary in order to earn a living. These indicators are regarded as achievement of the Overall Goal: the improvement of the standard of living.

Moreover, the following impacts were observed:

- 1) The number of farmers introducing the agricultural technology developed in the Project is increasing.
- 2) The women in rural communities became interested in pepper agronomy and participated in various training sessions and courses. In some regions, women's groups in rural areas are cultivating pepper in home gardens.

(5) Sustainability

The Project is carried out by two implementing institutions: SEA and IAD. SEA and IAD cooperated in the activities of the Project team which is composed of counterparts from both institutions, but had difficulties in collaborating in the targeted area. This is because IAD conducted extension activities in immigration area and SEA in the others, according to their jurisdiction. To ensure the sustainability, an integrated project implementation system should be built also on-site at the field activities. In Tojin and La Majagua, it is necessary to establish a commercial sales system, because the farmers' association such as the agricultural cooperative has not been properly established.

The Project budget was also divided between SEA and IAD. The chronic shortages of budget on the part of the Dominican Government hindered project activities, especially extension and training activities, which required systematic implementation. However, the budget system was changed in FY2001, and the budget is now allocated to the Project directly, which ensures the Project sustainability. Financial sustainability should also be ensured by pepper seedling sales.

3-2 Factors that promoted realization of effects

(1) Factors concerning Planning

The Project promoted farming techniques that small-scale farmers on the sloped terrains can easily adopt. The following characteristics of pepper made the collection and shipping easy and contributed to the increase in farmers' income: Pepper is suitable for well drained land in sloped terrains, it is small, light and preservable.

(2) Factors concerning the Implementation Process

The activity plan included training for women in the rural areas, which led to the empowerment of women in those areas. Training the leaders of farmers improved the pepper farming techniques.

3-3 Factors that impeded realization of effects

(1) Factors concerning Planning

Although extension was indispensable to accomplishing the Project Purpose, it was settled as an external factor of the Project in

the initial plan. The Project Purpose was attained by actually including and conducting extension activities, however, as additional consideration of the framework was necessary after commencement of the Project.

(2) Factors concerning the Implementation Process

Sufficient pepper seedlings were not produced, for which the Dominican side was responsible, since the Dominican side did not set an action plan for the above-mentioned production including its goal and other necessary items such as personnel, budget and system. This was a major obstacle to increasing the number of farmers that starting pepper cultivation.

3-4 Conclusion

Judging from the Five Evaluation criteria, Relevance and Impact are on at a satisfactory level. Effectiveness is also almost satisfactory despite some delays.

3-5 Recommendations

(1) The Dominican side should make the position of pepper production clear in the national policy and should prepare an action plan for widespread extension of pepper cultivation widely.

(2) The Government of the Dominican Republic should allocate a budget and personnel, install and maintain equipment and conduct extension activities.

(3) It is necessary to establish a cross-organizational system for implementation of project activities, which are currently divided between SEA and IAD.

(4) The budget and number of personnel should be appropriate, and the farmer's association should be strengthened with the support of the Government of the Dominican Republic to enhance the collection and shipping system and sales activities of the farmers' association.

3-6 Lessons Learned

(1) In order to introduce farming techniques to poor farmers, a production system characterized by low cost input is effective and useful for sustainable agricultural development.

(2) It is important to consider the climate and environment of extension and target areas and crop characteristics (cultivation and management, harvest and ease of preservation) in selecting new crops to introduce.

(3) It is effective in the extension of farming techniques, to increase the positive impact through the farmer's leaders, who formed part of the direct beneficiary group of the Project.

3-7 Follow-up Situation

N/A