

Summary of the Terminal Evaluation

I. Outline of the project		
Country: Republic of Zambia		Project title: Project for Participatory Village Development in Isolated Areas (PaViDIA) Phase 2
Sector: Agricultural and rural development		Cooperation Scheme: Technical cooperation project
Division in charge: JICA Zambia Office		Total Cost: ¥210,000,000
Period of Cooperation	(Phase 2 • R/D) June 1, 2007 ~ May 31, 2009 (Comprehensive Note)	Partner Country's Implementing Organization: Ministry of Agriculture and Cooperatives (MACO)
	June 1, 2002 ~ May 31, 2009	Supporting organization in Japan: Yamagata prefecture
Related cooperation: Individual experts (Advisors on agricultural and rural development)		
1. Background of the Project		
<p>In the Republic of Zambia (hereinafter referred to as Zambia), approximately 70% of its total population lives below the national poverty line, of which 70% in rural areas. Zambia has a two-layered structure, including large and medium-sized farm households that produce crops for export under capital-intensive farm management and small-sized farm households that are engaged in self-supply farming (accounting for 90% of total farm households). Hence, the Zambian government emphasizes rural development with a focus on small-sized farm households for poverty reduction as its priority policy issue. In particular, small-sized farm households in so-called “isolated areas¹” are under additional strain due to the liberalization of agriculture-related services carried out in line with structural adjustments. In other words, they are faced with further deterioration in farm management due to scarce deliveries of the services transferred to the private sector in addition to the steep rise in production input prices and the abolition of subsidies. Against this backdrop, the Zambian government requested the Japanese government to provide project-type technical cooperation with the aim of alleviating poverty among small farm households in isolated areas. This would be achieved by introducing a participatory rural development method and sustainable agricultural technologies.</p> <p>This project addressed the issue of poverty in the least accessible areas of the least developed country in Africa. It was recognized that a period of five years, i.e. the standard duration of normal technical cooperation projects, would be insufficient for achieving the objectives of the project effectively. Therefore, following pre-discussions with the Ministry of Foreign Affairs, the R/D of the project was signed for phase I (of five years) after an overall picture of seven years' cooperation plan had been clearly delineated in the Comprehensive Note.</p> <p>The project targeted poverty reduction among villagers in isolated rural areas in Zambia. Phase 1 (2002~2007) was implemented to establish a village development method with the participation of residents and the persons concerned (PaViDIA²). Phase 2 (2007~2009) was executed with the aim of setting up a vision, strategy, budget and implementation mechanism (namely, a practical model)</p>		

¹ The isolated area is defined as one with 1) underdeveloped transport networks, 2) remoteness from markets and a shortage of market information, 3) immature farmers' organizations, 4) a harsh natural environment for agricultural production, and 5) fewer options in growing cash crops. (University of Zambia. (1998). *Strategy for increased rural incomes and food security in isolated areas of Zambia.*)

² Participatory Village Development in Isolated Areas (in Zambia)

necessary for the Zambian government to adopt the PaViDIA approach in future. The PaViDIA approach targets the whole village, whereby residents play the principal roles in planning, implementing and managing micro projects, thereby fostering their problem-solving abilities and enhancing the development of the village economy and society. The micro project is a comprehensive development project consisting of income generating activities, infrastructure construction and training with the need to ensure sustainability in mind. In micro projects, residents are encouraged to discover and utilize their regional resources. It is the extension workers of the Ministry of Agriculture and Cooperatives (MACO) that assist residents in the process of implementing micro projects. In order to support activities by extension workers in the field, the governments of the district, province and state monitor activities and provide technical assistance as required.

2. Project Overview

This project was implemented with the aim of establishing a practical model (strategy, budget and implementation mechanism) necessary for MACO to adopt the method for rural development (the PaViDIA approach). It involves participation towards poverty reduction among rural residents having suffered from poor accessibility and a harsh natural environment in isolated areas in Zambia.

(1) Overall goal

The model for participatory village development in isolated areas established by the project is realized and replicated in other areas for poverty reduction.

(2) Project Purpose

A practical model for participatory village development in isolated areas is established.

(3) Outputs

- 1: PaViDIA expansion strategy is established.
- 2: Primary budget source for PaViDIA is secured.
- 3: Selected staff are trained for implementation of PaViDIA.
- 4: PaViDIA Operation Room (POR) is strengthened.
- 5: Sustainable agricultural practices are integrated into Micro Projects.
- 6: Existing manuals and guidelines are improved.

(4) Inputs (at the time of evaluation)

Japanese side:

Dispatch of long-term experts: 3

Dispatch of short-term experts: 1

Acceptance of trainees: 7

Provision of equipment: ¥3,462,000³

Local costs: ¥24,830,000

³ The amount is converted at rates of 1USD=3,935ZMK (Zambian Kwacha) that is the exchange rate controlled by the JICA Zambia Office in November 2008 and 1USD=98.226JPY. The same shall be applied to the local costs.

<p>Zambian side: Assignment of counterparts: 33 Land and facilities: Two administrative offices (by MACO), one administrative office and demonstration field (by Cooperative College) Local costs: ZMK79,000,000 (¥1,972,000)</p>			
<p>II. Evaluation Team</p>			
<p>Members of Evaluation Team</p>	<p>(Specialty area, name, and position)</p>		
	<p>Team leader</p>	<p>Mr. Yoshitaka Sumi</p>	<p>Deputy Director General, and Group Director for Arid and Semi-Arid Farming Area, Rural Development Department, JICA</p>
	<p>Participatory village development</p>	<p>Mr. Yasushi Nozaki</p>	<p>Associate Professor, Faculty of International Welfare Development, Nihon Fukushi University</p>
	<p>Evaluation analysis Evaluation planning</p>	<p>Mr. Jun Totsukawa Ms. Keiko Mizoe</p>	<p>Chief Researcher, Sano Planning Co., Ltd. Staff, Arid and Semi-Arid Farming Area Division 1, Rural Development Department, JICA</p>
<p>Period of Evaluation</p>	<p>November 19 ~ December 21, 2008</p>	<p>Type of evaluation: Terminal evaluation</p>	
<p>III. Results of Evaluation</p>			
<p>1. Achievement of outputs</p> <p>(1) Output 1: PaViDIA expansion strategy is established.</p> <p>Indicator: Existence of MACO strategy paper for PaViDIA expansion</p> <p>This output can be judged as “partially achieved” as of the time of the terminal evaluation.</p> <p>That is, a national implementation strategy paper for PaViDIA was prepared in consideration of the available funds, and a table compiled according to the issues of “target areas,” “main target activities and objectives,” “funding sources,” and “stakeholders.” In meetings with MACO as well, the progress was confirmed based on the strategy paper. A review of the paper was also performed, which led to three revisions of the paper. In future, the output will be attained to a higher degree by adding specific measures concerning, for instance, the assignment and development plan of human resources required to facilitate strategy, calculate the costs potentially incurred, and an estimated increase in the number of micro projects.</p> <p>(2) Output 2: Primary budget source for PaViDIA is secured.</p> <p>Indicator: PaViDIA funding agreements signed.</p> <p>This output is deemed as having been acquired as of the time of the terminal evaluation.</p> <p>To date, the number and scope of the PaViDIA approach implementation have been expanded, funded by MACO (about 1.8 million yen), the 2KR counterpart fund (some 100 million yen) and funds from the World Food Program (about 50 million yen). This successful achievement is due to active public relations carried out and led by Japanese experts concerning the effects and significance of the PaViDIA approach as well as MACO’s sense of ownership with regard to this project. In addition, the</p>			

PaViDIA approach is spreading: an NGO has modified and incorporated the approach into its own projects, and a Finnish project (PLARD) also plans to adopt the approach.

(3) Output 3: Selected staff are trained for implementation of PaViDIA.

Indicator: Existence of at least 3 certified trainers in POR-HQ, and in each targeted province

This output is deemed as having been acquired as of the time of the terminal evaluation.

Under this project, training was provided to foster lecturers when starting the PaViDIA approach, thereby developing more than three lecturers each in the Northern, Luapula, and North-Western Provinces and four lecturers at the MACO headquarters. The training course to develop the lecturers was designed such as to include both practical training and theoretical studies. To that end, micro projects were respectively implemented in one village each in the Northern, Luapula and North-Western Provinces for on-the-job training. These lecturers have been continuing their support activities in monitoring and technical assistance and have accumulated knowledge and experiences of a series of processes in micro projects.

(4) Output 4: PaViDIA Operation Room (POR)⁴ is strengthened.

Indicator: 1) Existence of at least 5 functional program officers in POR-HQ

2) Existence of at least 2 functional program officers in POR-Province and POR-District.

This output is deemed to have been “largely achieved.”

POR has been set up at the MACO headquarters, province, and district. At the headquarters, a full-time officer and four part-time officers are assigned, which made it possible to carry out functional activities. Through guidance and technical transfer by the Japanese experts (the submission of annual, quarterly and monthly reports without fail, how to prepare an accounting report, and improvements in formats), their practical administrative abilities have improved. Conversely, at the provincial and district levels, while some PORs fulfill their functions, others are unable to do so fully. There are some cases in which POR staff members are unable to spend much time on POR activities, because they are also doing other jobs in parallel. Allegedly, at the provincial level in particular, the roles to be fulfilled have not been clearly delineated. As discussed above, the 1) indicator has been achieved to a high degree, whereas the 2) indicator’s achievement is low. Thus, our evaluation is “largely achieved.”

(5) Output 5: Sustainable agricultural practices are integrated into Micro Projects.

Indicator: Number of sustainable agricultural practices in Micro Projects

No target value is set for the indicator, but it is evaluated that as of the time of the terminal evaluation it has been “partly achieved.”

The aim was to implement the “sustainable agricultural package” formulated in phase 1 as a component of micro projects and diffuse its agricultural form and techniques to the level of individual

⁴ The PaViDIA Operation Room (POR) is installed at the MACO headquarters, and provincial and district levels. The MACO’s POR performs the role of overall control in implementing the PaViDIA approach. In other words, it has the function of facilitating the approach such as formulating a national implementation strategy, securing funds and assuming responsibilities for human resources development, revisions of manuals, appraisal and revision of proposals for the micro project, and guidance on implementation. The provincial POR is responsible for adjustment/coordination of the target districts within the province when the approach is adopted in multiple districts, collecting proposals for micro projects, providing guidance to the district, and carrying out site-visit surveys. The district POR collects proposals at the district level, provides technical assistance and guidance to extension workers in the PaViDIA approach and carries out monitoring.

farm households as well as joint farmland within a village. In response, a method of the Farmer Field School (FFS) was adopted and relevant activities were started in six villages in two districts in the Northern Province by the time of the terminal evaluation. However, the FFS activities have only been carried out for 1.5 years and are limited to a narrow scope without extending to the level of each individual farm household. Hence, our evaluation is “partly achieved.”

(6) Output 6: Existing manuals and guidelines are improved.

Indicator: Existence of revised and updated manuals and guidelines

As for output 6, it is judged that it will be “achieved (in all likelihood)” by the end of the project.

The PaViDIA approach emphasizes tailor-made assistance, follow-up to the village and monitoring with the aim of strengthening self-sustainable development. Quarterly monitoring was started in the District of Chongwe in Lusaka and Northern Provinces. As in phase 1, extension workers have been continuing constant monitoring activities according to the progress of micro projects.

It is planned that particular new activities such as FFS and women’s group activities, out of lessons learned from past activities under this project, will be inserted in existing manuals and guidelines to improve their contents. Since the PaViDIA manual is bulky, consisting of 4 volumes, there are plans to prepare a more user-friendly abridged version, which is currently being drafted with the help of the Japanese experts.

2. Achievement of the project purpose

It is deduced that the objective “of establishing a practical participatory village development model in isolated areas” will be attained by the end of this project. As discussed above, a national implementation strategy for PaViDIA, funding for its implementation, human resources development, organizations, and manuals, all of which constitute a practical model for the PaViDIA approach, are well underway. In addition, it is highly expected that MACO will officially adopt and consolidate the PaViDIA approach as one of the rural development and extension approaches in future, as well as MACO being in the process of building a system (practical model) to implement the PaViDIA approach hereafter.

3. Summary of evaluation result

(1) Relevance

This project is considered “highly” relevant in light of Zambian national policy, needs, Japan’s assistance policy, and Japan’s technical advantage.

The Fifth National Development Plan 2006-2010 for Zambia maintains that it is important to provide assistance to poor and socioeconomically weak farmers who live in isolated areas in order to accomplish the national goals of food security and poverty reduction.

Japan’s Assistance Program for Zambia lists “assistance for poverty reduction measures with a focus on rural development” as one of the priority aid issues in Zambia. It makes special mention of the following: “Japan provides assistance in the promotion of participatory rural development and capacity building in local areas, as a contribution to sustainable rural development” and “Japan will evaluate active participation in the formulation and implementation of measures (omitted) to address the issue of mitigating the two-layered structure of urban districts and isolated areas.”

Japan, led by the Japan International Cooperation Agency (JICA), has experience in providing rural development assistance under the participatory development method in Africa and other developing nations. Furthermore, Japan's methods and experiences in the livelihood improvement movement after the Second World War have been employed as components of rural development. In fact, such efforts have begun to bore fruit, particularly in women's group activities in villages.

The target group of this project is the residents who live in isolated areas where the natural environment is harsh and infrastructure undeveloped and MACO officers who are involved in rural development. The poverty rate among such residents in isolated areas is high, hence their dire need to improve their living standards. The PaViDIA approach, propelled by the project with poverty reduction in mind, indeed addressed such residents' needs. At the same time, the project met the needs of MACO, which had been required to scrutinize and promote a more effective and efficient participatory village development method, in that its objective was to establish and improve the PaViDIA approach and establish an effective and efficient implementation system.

It can be stated, based on the above, that this project was in accord with Zambian policies and Japan's assistance program. Furthermore, the project effectively employed the experiences which Japan itself had undergone as well as the experiences and knowledge accumulated by Japan through its development assistance. We evaluate the project as highly relevant.

(2) Effectiveness

It is evaluated that the project's effectiveness is "largely high."

It is deduced that the project's objective "the establishment of a practical model for participatory village development in isolated areas" will be achieved. There are high expectations that the PaViDIA approach will be officially adopted by MACO as one of its rural development and extension approaches in future. (At the time of this terminal evaluation, the officials up to the Deputy Director had given approval and there are plans to proceed with various procedures in MACO.) As for the outcome, some issues remain to be attained in terms of outcomes 4: Strengthening of POR (at the provincial and district levels) and 5: Implementation of sustainable farming practices. Nevertheless, other outcomes have been achieved. Particularly deserving of special mention is the fact that the second outcome of "securing the project's funds" has been accomplished to a far greater degree than was expected.

The project selected the two issue-based training courses "Livelihood improvement" and "One village, one product" for its counterparts to undergo. Subsequently, the counterparts actually applied their knowledge obtained in the courses to micro projects, thereby contributing to improving the PaViDIA approach. In addition, by using the 2KR counterpart fund, the PaViDIA approach was adopted in the Northern Province, home to numerous poor farmers. Thus, Japan's assistance was effectively linked with the issue of poverty reduction.

(3) Efficiency

The project's efficiency is rated as "largely high."

We observed some inefficiency as to the location of Japanese experts. Namely, considering the fact that one key point of this project lay in the implementation of micro projects in the Northern Province, it would have been more effective to dispatch Japanese experts to, say, Kasama, the capital of the Northern Province.

The Zambian side assigned one full-time officer and four part-time officers to POR at the MACO headquarters, thereby greatly contributing to the smooth implementation of the project and the achievement of its effects.

At the same time this project used training successfully. In particular, the participants in the training courses for “Livelihood improvements” and “One village, one product” wisely applied the knowledge and ideas obtained in the training to micro projects. Effects began to emerge, primarily in the activities by women’s groups.

(4) Impact

It is evaluated that the project’s impact is “very high.”

It is anticipated that the villages where “a micro project,” a rural development project through the PaViDIA approach, is implemented will increase in number from about 120 as of now to some 150 by the end of the project. Furthermore, although admittedly dependent upon various conditions and processes, there is a positive outlook on securing funding sources and hence a high possibility of increasing the number of projects in future. It is judged that the probability of achieving the overall goal is high.

A positive ripple effect has been generated in various aspects through implementing micro projects. One positive impact is that many villages have started the village’s communal fund out of sales from the micro project, while others began reinvesting in new activities from the fund. Another impact is a number of cases in which individual incomes have increased or job opportunities expanded through the components of the micro project. In addition, women’s group’s activities have boosted incomes and improved life in general.

Although there is a need for further improvement, in comparison to the pre-project period, the technical capacity of extension workers has greatly improved. In particular, their capacity to facilitate has improved such that they can now hold a workshop unaided. Proportionately to their frequent visits to villages, relationships of trust have been formed with villagers: villagers request advice on various issues as well as farming techniques, which has evidently helped facilitate the smooth implementation of micro projects.

The PaViDIA approach established in phase 1 has had a great impact on other rural development projects that had been carried out in Zambia. Namely, other donors and NGOs have decided to adopt the PaViDIA approach in their rural development activities in Zambia.

Conversely, as a negative impact, we observed some cases of conflict, chiefly caused by fund management within a village during the implementation process of a micro project. Based on past experience, some modifications have been made. For instance, the village chief plays the role of monitoring the project as an outsider without becoming a member of the project committee. In case that a conflict cannot be solved, an outsider (like an extension worker or POR, etc.) gives advice or acts as a mediator toward a solution.

(5) Sustainability

The sustainability of this project is evaluated as “moderate.”

As for the policy, it is believed that village development in isolated and rural areas will remain an important policy. Moreover, in all likelihood, the PaViDIA approach will be officially established as an extension method of MACO, thereby increasing sustainability in the policy.

As for the organization, we see no problems with the organizational structure. Nonetheless, in the light of a probable increase in the number of micro projects, it may become difficult to deal with them sufficiently as an organization, based on the present manpower. Similarly, in the provincial POR, the division of roles to be performed at each level of POR has not been clearly delineated. Even now, the shortage of staff in comparison to the vast areas under jurisdiction is highlighted. Under such circumstances, all persons concerned are strongly urged to hold discussions and make decisions as to the clear demarcation of functions/roles in the POR work.

Technical sustainability will be maintained at the central level. Conversely, there is a need to build capacity further at the provincial and district levels in consideration of the increased number of micro projects in future.

Financial sustainability is evaluated as adequate, reflecting the comparatively high possibility that funds will be secured by the year 2012 when the overall goal is to be achieved.

Social sustainability will be basically high because the micro project planned based on the initiative of residents has extremely high social acceptability. However, as pointed out by some, there is considerable potential for conflict within a village, primarily concerning fund use and management. It is necessary for outside persons, such as extension workers, to take proper control of this situation.

4. Factors that promoted realization of effects

(1) Factors concerning to Planning

• Site of the office

In this project, Japanese experts and Zambian counterparts did their office work in the same building within MACO. As a result, daily communication was enhanced, promoting mutual understanding and exchanges and sharing of information. There are only very few cases among other donors in which experts and counterparts work in offices so closely situated, visit sites together, and maintain tight communication when implementing a project. The counterpart highly evaluates this operational approach.

• Input of individual experts

The team leader of phase 1 was working for MACO as an advisor on agricultural and rural development and could thus grasp the intentions of MACO executive officers and make an effective input of the project's effect as well as deciphering even slight hints of agricultural policies in MACO. It is worth emphasizing that this advisor, who had a deep understanding of phase 1, indeed fulfilled a mentor-like role in the implementation of phase 2.

(2) Factors concerning to the Implementation Process

• Participatory evaluation survey for phase 1

In this project a participatory evaluation survey was conducted at the end of phase 1. The survey extended over a period of six months, and required considerable time and discussions on both the Zambia and Japan sides. However, it was very effective in that all relevant persons could fully share the outcomes and issues of phase 1 and agreed that the result of the evaluation would be effectively utilized in phase 2. At the same time it produced a good effect in fostering the ownership of the Zambia side.

• Promoting the achievement of effects through monitoring; early detection and solution of problems

The monitoring activity emphasized by this project boosted the effect of activities in the village

and the level of sustainability. It also enabled people to detect and solve any problems at an early stage. Accordingly, the effects of monitoring were highly evaluated by the persons concerned, and quarterly monitoring got underway. Villages without any experience in carrying out a project tend to face various problems in terms of its planning, implementation and management. With timely assistance provided, however, projects tend to progress smoothly thereafter. Hence, the emphasis on monitoring was effective.

- Linkage with other schemes

In the implementation of this project, a solid collaborative system was built; not only with JICA but also with the Embassy of Japan in Zambia, which was key to the smooth operation of the project. In particular, in terms of securing funds for implementing projects, the invaluable help rendered by the Embassy of Japan in Zambia in obtaining the 2KR counterpart fund and the WFP fund greatly contributed to achieving the effects of the project.

- Promotion of communication among the persons concerned

This project made special efforts to enhance smooth communication among the related parties through the PORs of the MACO headquarters, of provinces and of districts. In particular, as an effort to mutually confirm the progress of projects, quarterly monitoring, an annual meeting and the PaViDIA Day were used. Also noteworthy is the measure to provide information to key persons who were unable to attend various meetings by issuing and distributing a newsletter called “Weekly Bulletin”, describing the project activities.

5. Factors that impeded realization of effects

There are no deterring factors that should be specially mentioned as to this project.

6. Conclusion

The project has been smoothly implemented. It can be concluded that the project’s objective “a practical model for participatory village development in isolated areas is established” will be accomplished by the end of the project. The project has brought about a good outcome in securing external funding sources to implement the PaViDIA approach, which has also been adopted in projects carried out by other donors and NGOs. It may be stated that the project took a firm step forward towards achieving its overall goal, namely that “the model for participatory village development in isolated areas established by the project is realized and replicated in other areas for poverty reduction.”

The Zambian side has a strong sense of ownership: MACO assigns a full-time counterpart and uses its budget to implement the PaViDIA approach as its projects, which are also highly rated from the perspective of sustainability.

7. Recommendations

【Towards higher effectiveness】

- Add information on, for instance, relevance to MACO’s measures, staff assignment plan, budget plan and basic data on the target provinces, to the PaViDIA national strategy paper (output 1).
- Confirm and clearly delineate the division of functions and roles of the POR of the MACO headquarters, the provincial POR, and the district POR and share such information with all persons involved.

【Towards a higher impact】

- There were positive reports such as increased village's communal fund, increased individual incomes, and expanded job opportunities from the villages where the PaViDIA approach had been adopted. However, no wide-ranging surveys have been conducted. In order to demonstrate the effects of the PaViDIA in specific detail, design a survey plan to grasp changes in livelihoods and life in general, changes in activities in the village, the ways in which the communal fund is used and so on.

【Towards higher sustainability】

- Accumulate and share among the persons concerned and know-how on the implementation of micro projects obtained through quarterly monitoring
- The POR of the MACO headquarters need to strive to build capacity for securing external funds to carry out the PaViDIA approach to a greater extent. For instance, it can engage in public relations activities concerning the effects of the PaViDIA approach and assign additional staff members.

8. Lessons Learned

- When project activities are carried out in rural areas, it is essential to pay social considerations: have a clear understanding of the society in the target area and, based on this understanding, explore suitable methods. In the PaViDIA approach, villagers plan, implement and manage a project and take control of funds. The social structure, power structure and organizations of the village considerably affect such activities. A project will be smoothly implemented when a social survey on the social structure, power structure, organizations, and gender issues, etc. of a given village in the target area is conducted at an early stage of the project to understand its characteristics.
- When a participatory rural development project is undertaken, it is rare that residents and villages with few experiences of implementing such projects proceed successfully with the project without any problems. Hence, the project will get on the right track and sustainability will be enhanced by detecting any problems through monitoring at an early stage, supporting efforts to solve them and giving advice for achieving greater effects. In order to reflect residents' initiatives properly in the project and implement a sustainable project, it will be effective to incorporate a technical support system and continual monitoring by external sources into the project design.