

The Project for the Restoration of Rural Areas in Zapotitan



Project Site

Zapotitan (La Libertad Province)

1. Background of Project

In January 1992, in El Salvador, a peace agreement was concluded between the government and antigovernment rebels and twelve years of civil war ended. During the war, the highway system, socio-economic infrastructure and agriculture-related facilities were destroyed. As a result, agricultural productivity in the major agricultural areas established during the 1970s declined dramatically. Under these circumstances, the Government of El Salvador formulated a restoration plan for agricultural infrastructure and facilities in Zapotitan, one of the major agricultural areas, for the revitalization of suburban agriculture, and requested Grant Aid from Japan.

2. Project Overview

(1) Period of Cooperation

FY1995-FY1997

(2) Type of Cooperation

Grant Aid

(3) Partner Country's Implementing Organization

Directorate General of Natural Resources, Ministry of Agriculture and Livestock

(4) Narrative Summary

- 1) Overall Goal
Domestic Agricultural Community Model is established through diversification of agricultural products (promotion of import-substitution crops and expansion of cash crop production) and the establishment of farmer's production cooperatives.
- 2) Project Purpose
Agricultural infrastructure is established in Zapotitan.

3) Outputs

- a) Irrigation facilities are constructed.
- b) Small-scale bridges are constructed.
- c) An agricultural marketing center is constructed.
Equipment for the operation and maintenance of facilities is procured.

4) Inputs

Japanese Side

Grant	Total 1.03 billion yen (E/N amount)
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El Salvador Side

Land

3. Members of Evaluation Team

Facilities Study:

Narihide NAGAYO, Development Specialist, JICA

Operation and Maintenance Study:

Norio YONESAKI, Project Monitoring and Coordination Division, Grant Aid Management Department, JICA

Interpreter:

Aki HIGUCHI, Japan International Cooperation Center

4. Period of Evaluation

18 March 2000-27 March 2000

5. Results of Evaluation

(1) Efficiency

It was necessary to revise the construction schedule due to adverse weather conditions resulting from El Nino in 1997, and damage and theft of equipment and resources were frequent. However, it was evaluated that the project was completed within the project period as initially planned.

(2) Effectiveness

As planned, irrigation facilities and related equipment were established including 18 wells and pumps, three diversion weirs, a 12-kilometer irrigation channel, two small-scale bridges for access of circulation, and the agricultural marketing center. As such, the agricultural infrastructure was established in Zapotitan, and it was considered that the project purpose was achieved.

(3) Impact

As a result of the project, the amount of water nearly doubled in the areas where renovation work of the irrigation canal was carried out and this enabled farmers to secure sufficient water for irrigation in the dry season. However, the definition of Domestic Agricultural Community Model set in the overall goal was unclear, reflecting that the government had not considered concrete measures to achieve this goal. In terms of volume of agricultural production, the government had not made concrete plans for establishing and extending the cultivation technology system for expansion of production volume, enhancing the activities of farmer's organizations or establishing a circulation system. As such, there were few impacts recognized as relating to the overall goal.

(4) Relevance

The project was considered relevant in the respect that the purpose corresponded to the national policy as it was based on the agriculture sector plan in the Five-Year Economic and Social Development Plan (1989-1994). The plan was aimed at diversification of the production base, improvement of the self-sufficiency ratio of agricultural production, food security, stable provision of products to the domestic market, production of export crops, and expansion of third-country markets. However, the agricultural policy of the government of El Salvador lacked a concrete, effective strategy as it did not indicate target crops nor set numerical indicators for the expansion of production. Therefore, it was difficult to identify in detail the relevance of the project plan to the concrete policy of the partner country.

(5) Sustainability

It was difficult for the evaluation team to confirm whether the budget and personnel of the implementing organization of the project, the Ministry of Agriculture and Livestock, were secured, as the government of El Salvador promised, since the collection rate for water fees was low at 40 percent and the government staff in the agricultural sector was reduced as a result of the World Bank's structural adjustment. In addition, there were some

problems regarding operation and maintenance, such as an irrigation pump whose operation was temporarily suspended in the first year after the delivery of facilities in 1998/99 because the budget for electricity fees was not allocated by the government of El Salvador, and the theft of one vehicle. Furthermore, although the construction of the marketing center proceeded despite there being no concrete measures on the part of the government of El Salvador for the long-term issues, such as organization of farmers and increase of vegetable production, and the fact that a plan for utilizing the marketing center had still not been prepared two years after delivery. Also, most of the maintenance activities of the constructed irrigation facilities, wells and bridges as well as construction equipment were left to the water user's associations without clarifying the sharing of responsibilities. As such, many issues remained in terms of sustainability.

6. Lessons Learned and Recommendations**(1) Lessons Learned**

In this project, there were problems, such as the reduction of personnel due to the structural adjustment of the World Bank, and constructing a marketing center without having any plan for its use. Therefore, it is important to set the scale of cooperation in consideration of the future use of facilities and the condition of the partner country. Expected external factors should be also taken into consideration and a feasible and highly relevant plan formulated accordingly.

(2) Recommendations

The definition of "model agricultural community" and national irrigation area should be clarified in the agricultural policy. Also, further direct and indirect assistance by Japan is recommended. Direct assistance might include the continuation and enhancement of guidance by JOCV, which had been assisting the activities of farmer's cooperatives and vegetable cultivation. Indirect support might take the form of allowing the members of water user's association to attend the training and seminars of the Project-type Technical Cooperation project on Strengthening of Agricultural Technology Development and Transfer, implemented in Zapotitan as a model area.