

Summary of ‘Thematic Evaluation on Poverty Reduction / Community Development’

1-1 Background and Objective of the Study

The issue of poverty has received high priority in the context of cooperation to developing countries for a long time, leading to global efforts and initiatives for poverty reduction. In 2000, poverty-related issues were included in the Millennium Development Goals; thus reaffirmed as a common fundamental goal of development assistance among donor countries.

Poverty reduction has been recognized as an important development issue within Japan International Cooperation Agency (JICA) and various efforts were made through community development projects. Up to the 1980s, poverty-related projects assisted by JICA were mainly based on two approaches: the direct problem solving approach applied for projects with specific village-level target groups and the technical transfer approach applied for projects designed to develop the capacity of civil servants such as administrative and technical staff. Characteristically, these two approaches provided development interventions at a single level, such as the government and the community level.

The direct problem solving approach was effective in providing quick development solutions as well as empowering the target population. However, the projects based on this approach often brought impacts to a specific target area, thus limiting the number of beneficiaries. This aspect raised certain questions regarding the post-project sustainability of the activities introduced as well as equity in the selection of target areas and populations.

The technical transfer approach was effective in strengthening the capacity of institutions involved in community development. However, the replication of cooperation activities to the local people was left to the discretion of the counterpart organization. It is difficult to assess local needs directly as well as evaluate the impact of activities conducted by the counterpart organization. (see Figure I-B)

As an alternative to the above two approaches, JICA introduced a more comprehensive approach towards poverty reduction called the multi-level cooperation approach. In this approach, each project incorporated interventions at multiple levels, such as central and regional government, community, university, and NGO. Furthermore, this approach enhanced collaboration by creating linkages among above mentioned stakeholders. JICA-supported projects based on the ‘multi-level cooperation approach’ began to appear since early 1990s in various countries. (see Figure II)

In order to learn from past experiences, the Office of Evaluation of JICA conducted “Thematic Evaluation on Poverty Reduction/Community Development”. The study is composed of a comprehensive review of relevant projects as well as the extraction of lessons learned for improving the planning and management of JICA’s poverty-reduction projects. For this purpose, projects based on the multi-level cooperation approach to poverty reduction were specifically highlighted.

1-2 Scope and Method of Evaluation

The following ten projects conducted in seven different countries were selected for this study. These technical cooperation projects in the areas of poverty reduction and community development adopted the multi-level cooperation approach.

Table 1 List of Projects Selected for This Study

No.	Country	Project Title	Abbreviation	Project Period
1	Indonesia	Project on Strengthening Sulawesi Rural Community Development to Support Poverty Alleviation Programs	Sulawesi Rural Community Development Project	1997/03-2002/02
2	Bangladesh	Participatory Rural Development Project	Bangladesh PRDP	2000/04-2004/04
3	Philippines	The Rural Livelihood Generation Project	Philippines Livelihood Generation Project	1991/01-1996/09
4	Philippines	The Cebu Socio-Economic Empowerment and Development Project	Cebu SEED	1999/03-2004/02
5	Philippines	Training Services Enhancement Project for Rural Life Improvement	Philippines Training Service Project	1996/06-2001/06
6	Sri Lanka	Joint Study Project on Strengthening Capacity for Participatory Rural Development through Mobilization of Local Resources	Sri Lanka Participatory Rural Development Project	1998/07-2001/06
7	Indonesia	Integrated Agricultural and Rural Development Project in Southeast Sulawesi Province	Southeast Sulawesi Integrated Agricultural and Rural Development Project	1991/01-1998/02
8	Laos	The Agricultural and Rural Development Project in Vientiane Province	Vientiane Agricultural and Rural Development Project	1995/11-2002/10
9	Nepal	Community Development and Forest / Watershed Conservation Project	Nepal Community Development and Forest Project	1994/07-2004/07
10	Tanzania	Project on Sokoine University of Agriculture Center for Sustainable Rural Development	Sokoine Rural Development Project	1999/05-2004/04

In this thematic evaluation study, the multi-level cooperation approach was cross-examined from the perspective of its effectiveness in reducing poverty through multi-level interventions at the local government and the community levels to create linkages between them. The following hypotheses were employed to clarify the points under discussion during the evaluation study and were subject to verification. Thus, the framework of the study was designed as to verify these hypotheses.

- 1) *The multi-level cooperation approach could generate synergy in community development, by building linkages between regional governments and community members.*
- 2) *If the synergy model in community development proposed through the multi-level approach could be extended to other geographic areas by the counterpart institution, the impacts of development initiatives may be enhanced.*

The evaluation study began with the analyses of individual projects based on literature reviews and interviews with relevant individuals. In exploring the above hypotheses, evaluation questions listed below were considered. Individual project analyses were then followed by the comparative analysis of all projects selected for this study.

- 1) Planning Stage: What were the project goals and the logical sequence applied to achieve such goals? Were they clearly stated?
- 2) Implementation Stage: What activities and inputs were introduced and what were the changes (or effects) were generated as a result of implementation?
- 3) Post-Project Stage (sustainability and replication of synergy models developed): Was the synergy model accepted and sustained at the project area? If so, how? How was the replicability of the synergy model outside of the project area? What were the impacts (or expected impacts) of these

project with regard to poverty reduction?

As a part of this evaluation study, a field survey was conducted on Sulawesi Rural Community Development Project (No.1 of the above list) where detailed information and data was collected through interviews and focus group discussions with government officials and community members. This field survey focused on how synergy model developed by the project was expanded (sustainability), as well as what changes were brought about within the government and local communities (impacts).

The evaluation study was conducted between the end of July 2003 and the end of February 2004. The field study was conducted between November 28 and December 20, 2003.

1-3 Findings

1-3-1 Planning Stage

(1) Background and Objectives of the Multi-level Approach

Several common characteristics were found through the literature review of the ten projects selected for this evaluation study. All of these projects aimed to promote community development in seven different countries through the capacity development of various stakeholders. These countries, despite the differences in the degree of decentralization and the types of administrative systems, were generally characterized as having a top-down approach towards development planning and administration. The needs of the local people were rarely incorporated in the planning of projects, nor popular participation secured during implementation. Often times public services failed to reach those in need at the grass-roots level. The people had been passive and indifferent, and the sentiment of government distrust was prevalent among them. Under such circumstances, each project had a clear aim for promoting bottom-up community development in a participatory manner.

Each project tried to achieve such an aim by developing a synergy model in community development through the involvement of local administrations and other relevant agencies. Each project attempted to empower community members in selected model villages or pilot areas by launching small-scale activities based on their needs. People learned to identify and prioritize their problems, to establish activity plans to solve them, and to manage the activities themselves.

In relation to poverty issues, only Philippines Livelihood Generation Project included a clear concept of poverty alleviation. The other projects did not specifically their targets for the poor, but expected indirect impacts in poverty reduction by vitalizing the entire regional society.

(2) Mechanisms of Synergy Models for Community development

Selection of Counterpart Organizations

The counterpart organization (implementing agency) of each project was central government, local government or university of the partner country. Although the level or type of the counterpart organization varied based on administrative system in a country and assigned responsibilities for community development, they were deemed appropriate for materializing the aims of the multi-level cooperation approach. However, whenever the projects assigned implementing agencies new organizational roles necessary for adopting the proposed community development models, securing the appropriate funds and institutional mechanisms

became problematic when continuing with pilot activities upon completion of the projects. Therefore, this study proposed that a prior organizational assessment of the counterpart organization is needed for the activities to be sustainable.

Approaches to Counterpart Organizations

The counterpart organization of each project varied in levels such as the central, provincial, and line ministry levels. Most projects intended to build the capacity of administrative officers, particularly in relation to participatory planning and management skills. The projects were expected to provide hands-on training for officers by involving them at every stage of pilot activities. In addition, building new administrative system which is bottom-up system in a government, especially planning and management was emphasized so that the needs of local community can be incorporated.

Selection of Target Areas

In selecting target areas for the adoption of the multi-level cooperation approach, several issues were taken into consideration. Selecting target provinces and prefectures was often based on suggestions by the counterpart organizations, while also considering local characteristics and socio-economic conditions. With regard to town and village-level target areas, target projects were selected more than one site for the purpose of comparison. The selection was made based on socio-economic conditions, compatibility with project goals, presence of previous JICA cooperation, and political reasons. In selecting the beneficiaries of rural development activities, which were conducted as the community level component of the multi-level cooperation approach, most projects identified them as any existing community groups in the target areas. This rather broad approach proved effectiveness in spreading the benefits of projects to a large number of beneficiaries.

Development of Synergy Models

Some projects had predetermined strategic and step-by-step processes for developing synergy models. Such processes were incorporated throughout all phases of the project, starting from the planning stage to the final stage where the developed synergy models were replicated outside the original target areas to test their applicability. All this was considered a part of the project design. Meanwhile, some of the other projects took a less structured approach where synergy models were formulated as a result of trial-and-error processes during project implementation. In such cases, the scope of the projects did not extend beyond model development; thus, the responsibility for the replication of models rested upon the counterpart organization after the completion of projects.

1-3-2 Implementation stage

(1) Activities for Regional Governments

Demarcation of Roles and Responsibilities among Stakeholders

It was observed that many of the projects did not clarify the roles and responsibilities of stakeholders, thus had limited success in gaining their participation including technical and financial support from them. As such, these models did not work well. Further observation was made that even when the demarcation of stakeholder responsibility was unclear at the outset of the project, the function and sustainability of the synergy model was ensured with the adoption of appropriate measures during the course of the project. In other words, the synergy model can be effective when stakeholder roles and responsibilities were adjusted according to the reality on the ground.

Capacity Building Activities for Regional Government Officials

Activities for capacity building and human resource development of regional government officials in the projects are shown in the following table. Projects that went beyond OJT and attempted to institutionalize or internalize the synergy models into the existing administration system such as by issuing a new decree or regulation, or forming guidelines and manuals to operate models, tended to demonstrate relatively high levels of sustainability and replicability of the synergy models.

Table 2 Activities for Regional Governments

Capacity and human resource development	Project Title	Result
Technical transfer though OJT	All projects except Sokoine Rural Development Project	Improved knowledge and techniques
Besides OJT, institutionalization or internalization of training system	Sulawesi Rural Community Development Project, Philippines Training Service Project	Led to continuous human resource development for operating synergy models
Making guidelines and manuals on how to operate models	Sulawesi Rural Community Development Project, Bangladesh PRDP, Philippines Training Service Project, Nepal Community Development and Forest Project	Helped to understand activities and to apply synergy models by counterparts themselves, and to efficiently replicate them in other areas.
Third-country-training, field trips to more advanced areas	Vientiane Agricultural and Rural Development Project, Nepal Community Development and Forest Project	Improved counterpart staff morale and initiatives at field levels
Accumulation of experience in print or on web-sites.	Cebu SEED, Nepal Community Development and Forest Project, Sokoine Rural Development Project	Unidentified.

Utilization of Facilitators

Some projects, instead of developing the capacity of existing institutions, temporarily hired project facilitators to achieve results quickly. This was conducted to facilitate the process of project implementation through understanding local needs, coordinating opinions, and monitoring activities at village levels. This was effective in making the synergy model in a short-term. This evaluation study reported that when facilitators were stationed at the community level, project implementation tended to be more effective. This was due to the sense of reliance and expectation generated among community members towards the facilitators and the projects. However, in most cases the lack of financial and institutional mechanisms to maintain the presence of facilitators became a constraint when the projects were completed.

Involving Community Stakeholders

In most projects except for one, various stakeholders representing regional governments, NGOs, universities, private sectors, research institutes, cooperatives, etc., were tapped as catalysts for improvement. When their roles and responsibilities in community development were clearly outlined, they functioned well. The sustainability of these projects was higher than that of the other projects.

Sharing Project Expenses

While most project expenses were borne by the Japanese side, financial sustainability became an issue after the completion of projects. In the case of Sulawesi Rural Community Development Project, Japanese experts approached the regional government attempting to gradually reduce the local cost burden and to institutionalize the synergy model within the government. As a result of this, all project expenses were borne by the district government by the end of the project. In most of the other projects, such problems

were not adequately dealt with. As a result, financial sustainability became an issue in these projects.

(2) Activities for Local Communities

Introducing Social Preparation

Some projects introduced social preparation activities for the target population in order to increase their participation in pilot projects. Field trips to more advanced areas were conducted to keep motivation levels high in pilot projects. In most projects, facilitators also played an important role in motivating people. Without such measures and incentives to raise motivation levels, participation in pilot projects proved inadequate.

Motivating Local Communities Towards Participation

When projects managed to motivate people through adequate social preparation and when appropriate techniques were introduced in pilot projects planned by the people, the overall motivation levels seemed to be relatively higher. The sustainability of activities also seemed to be higher. Also, in some projects where people were required to share expenses for pilot project activities, the sense of ownership at the community-level was generated. As a result, such projects worked in a more desirable manner. The following chart lists the activities conducted for local communities and their results.

Table 3 Activities for Local Communities

Activities	Project Title	Results
Conscientization through social preparation	8 projects except Philippines Livelihood Generation Project and Vientiane Agricultural and Rural Development Project	People were able to understand their problems. Also, their motivation to participate in pilot projects and their planning ability community development were improved
Organization of community people	Bangladesh PRDP, Sri Lanka Participatory Rural Development Project, Southeast Sulawesi Integrated Agricultural and Rural Development Project, Vientiane Agricultural and Rural Development Project, Nepal Community Development and Forest Project	Community representatives were able to voice their suggestions to regional governments
Capacity building through training and technical guidance	Sulawesi Rural Community Development Project, Philippines Livelihood Generation Project, Cebu SEED, Philippines Training Service Project, Vientiane Agricultural and Rural Development Project, Nepal Community Development and Forest Project	Knowledge and techniques related to pilot projects were improved. Furthermore, incomes of some groups increased.
Creation of forum or venue linking regional governments and local communities	Sulawesi Rural Community Development Project, Bangladesh PRDP, Cebu SEED, Sri Lanka Participatory Rural Development Project	Access to government services by targeted people improved; thus, increased the number of service recipients.
Introduction of targeted approach for vulnerable people	Nepal Community Development and Forest Project (phase two)	Introduction of target approach on women caused them to organize themselves as a group. Their socio-economic activities became active. Furthermore, their voice became stronger within the community. On the other hand, target approach on discriminated professional castes did not achieve an adequate level of pilot project participation.

(3) Activities for Generating Synergy through Linkages between the Regional Governments and Local Communities

Setting a Venue or Forum linking Government Officials and Local Communities

An important component in most projects was to set a venue or forum to facilitate regular dialogue among government officials and local communities. By sharing these venues, vertical networks were developed between the government and local communities. As a result, community members were able to

voice their suggestions to regional governments and to access government information on development planning, including budgets, among others. In the case of Cebu SEED, frequent consultation meetings between regional governments at the provincial and municipality levels and communities functioned as a platform for dialogue. Their rapport was strengthened through the process of pilot project planning towards community development backed by active participation of people. In Bangladesh PRDP, village committees were formed to organize opinions in a village, and committee representatives spoke on their behalf at the regional government level.

Creating Vertical and Horizontal Networks

Also in the case of Bangladesh PRDP, a horizontal network among the extension workers of the regional government led to efficient service provision. Besides that, the horizontal network expanded beyond village boundaries, leading to the creation of an inter-village network for sharing experiences and lessons learned from each other. Thus, the multi-level cooperation approach for creating vertical and horizontal networks generated a stronger sense of responsibility and commitment towards community development among the stakeholders. This enhanced the synergy of the cooperation. Specifically, it is worth noting that three projects¹ generated the following impacts. These are: 1) 'Activation of community development activities' 2) 'Improved transparency of regional government' 3) 'Improved delivery of government service'. These impacts were achieved through the multi-level cooperation approach in which venues or forums between regional governments and local communities were set up in addition to separate interventions targeting regional governments and communities.

Table 4 Activities for Generating Synergetic Through Linkages Between Local Governments and Communities

	Activities	Project Title	Result
1	Setting a venue or forum at the community level where villagers shared information and coordinated opinions while receiving government services.	Bangladesh PRDP, Sri Lanka Participatory Rural Development Project, Southeast Sulawesi Integrated Agricultural and Rural Development Project, Vientiane Agricultural and Rural Development Project, Nepal Community Development and Forest Project	When sufficient social surveys and conscientization of community members were done prior to introducing a venue or forum, activities using such venue or forum were enhanced. This was observed in Bangladesh PRDP, Sri Lanka Participatory Rural Development Project, Southeast Sulawesi Integrated Agricultural and Rural Development Project.
2	Setting a venue or forum for government officials and universities to convey needs.	Sri Lanka Participatory Rural Development Project, Sokoine Rural Development Project	Community development projects based on needs were formed
3	Setting a venue or forum at the government level where government officials and local communities have regular contact to share information and opinions.	Bangladesh PRDP	By sharing these venues, a horizontal network of regional government and communities was formed. Service delivery by regional governments improved. This enhanced the sense of trust among community members towards regional government officials. Various synergetic effects were generated especially in Bangladesh PRDP.
	Setting a venue or forum at the community level where the government and local communities formed plans for community development and shared information and opinions	Cebu SEED	

¹ Sulawesi Rural Community Development Project, Bangladesh PRDP, Southeast Sulawesi Integrated Agricultural and Rural Development Project

	Activities	Project Title	Result
	Setting a venue or forum at the government level where government officials and local communities reviewed application forms.	Sulawesi Rural Community Development Project	

1-3-3 Sustainability and Replication of the Synergy Models

The synergy models of Sulawesi Rural Community Development Project and Philippines Training Service Project were categorized as having higher levels of sustainability in terms of institutional set-up, budget, and expertise. On the other hand, the synergy model of Philippines Livelihood Generation Project was categorized as having a lower level of sustainability due to the lack of the support of governmental organization as well as motivation to continue with pilot projects. The synergy models of other projects were categorized as having inadequate sustainability. In these projects, synergy models were verified as being effective at the community level, but lacked policies and budgets to sustain the synergy models.

While most synergy models were verified as being effective at the community level, only three out of the ten projects² successfully extended the framework of the synergy models beyond original project areas. Based on the results of this study, following are the primary factors deemed necessary to extend synergy models beyond original project areas:

< Sulawesi Rural Community Development Project: An example where the replication of the synergy model was intended from the outset >

- (1) Designing a Synergy Model that is Easy to Apply Outside of Project Areas (Internal Factors³)
 - (i) As the model was based on a thorough field study conducted jointly by Japanese experts and their counterpart, it was well accepted by the counterpart organization and villagers.
- (2) Approaching the Surrounding Environment of the Project (External Factors⁴)
 - (i) Capacity-building training for regional government officials was formally established with the intention to attract personnel for the implementation and management of the synergy model. The importance of the synergy model was acknowledged among the staff of implementing organization and others as a result of this.
 - (ii) The Japanese side, in consultation with the counterpart organization, gradually reduced its share of the project costs so that the counterpart organization may eventually self-finance the costs for operating the synergy model
 - (ii) Various stakeholders including politicians were involved in the implementation process. Politicians were invited to attend training courses in Japan. As a result, these politicians introduced policies to institutionalize the synergy model.
- (3) External Conditions Promoting the Replication of the Synergy Model
 - (i) In accordance with decentralization policy in the country, the authority of the implementing institution (local government) was expanded to include development planning and budgetary issues. This created a politically and structurally conducive environment for the implementing institution to expand the synergy model. (Sulawesi Rural Community Development Project).

< Philippines Training Service Project: An example where the replication of the synergy model was intended

² The synergy models of Sulawesi Rural Community Development Project, Philippines Training Service Project, Southeast Sulawesi Integrated Agricultural and Rural Development Project

³ Internal factors refer to factors internal to the synergy model

⁴ External factors refer to project efforts that meant to influence the conditions surrounding the synergy model

from the outset >

- (1) Designing a Synergy Model that is Easy to Apply Outside of Project Areas (Internal Factors)
 - (i) Manuals and implementation procedures were simplified to facilitate the replication of the synergy model by the counterpart organization.
 - (ii) Possibilities for the replication of the synergy model were explored and verified during the project period.
- (2) Approaching the Surrounding Environment of the Project (External Factors)
 - (i) The project encouraged the counterpart organization to legitimize the synergy model by a ministerial ordinance.
 - (ii) The project arranged pilot site visits by concerned central government personnel so that the effectiveness of the synergy model could be recognized by them.
 - (iii) The project secured support from local governments that were in charge of community development.
- (3) External Conditions Promoting the Replication of the Synergy Model
 - (i) The counterpart organization was the training institute of central government that had 33 regional training centers. Such an organizational set-up facilitated the process of model replication.
 - (ii) Due to the establishment of Agriculture Fishery Modernization Law in 1997, collaboration between the counterpart organization and local governments became legitimate. This provided the counterpart organization with access to the local governments' community development budgets, offsetting its lack of rural development budgets.

<Southeast Sulawesi Integrated Agricultural and Rural Development Project: An example where the synergy model was extended beyond the project area even though the original project plan did not include such a process>

- (1) Designing a synergy model that is easy to apply outside of project areas (Internal factors)
 - (i) As the synergy model was straight forward, it was easily accepted by the counterpart organization within the existing framework of rural development.
- (2) Approaching the surrounding environment of the project (External factors)
 - (i) Through OJT, the counterpart personnel understood the concept and characteristics of the model well. However, the project did not take any strategic action for extending the model; thus, continuous inputs for the maintenance of infrastructure and costs for community-level activities became problematic.
- (3) External conditions which promoted the replication of the synergy model
 - (i) The counterpart organization had the authority to allocate budgets for the replication of the synergy model.

All projects in which synergy models were not extended outside of project areas, except for Southeast Sulawesi Integrated Agricultural and Rural Development Project, the project scope was limited to the development of a synergy model by the end of the cooperation period. In this framework, the Japanese side expected the counterpart organizations to extend the synergy models to wider areas at their own initiative upon completion of the projects. This expectation showed in later necessity of introducing policy measures as well as new budgetary allocations in extending the synergy model.

A comprehensive analysis of all projects revealed that the common factors leading to high levels of sustainability and applicability of the synergy models developed through the multi-level cooperation approach were as follows:

- (i) The objectives of the multi-level cooperation approach were clear and descriptive.
- (ii) The replication of synergy models was planned from the outset.
- (iii) Specific activities for the replication of the synergy models were included in project plans.
- (iv) Activities for capacity building and human resource development of regional government staff were emphasized
- (v) The roles and responsibilities of all relevant personnel were clearly described without duplication. Upon clarification of the roles and responsibilities of all personnel, collaboration with various stakeholders in the society (NGOs, universities, private sectors, research institutes, cooperatives, politicians, etc) were encouraged.
- (vi) Concrete activities for ensuring the financial sustainability of synergy models were included, such as by gradually shifting project costs to regional governments.
- (vii) Community members were motivated through adequate social preparation. Furthermore, appropriate techniques were introduced in pilot activities that were planned by people.
- (viii) Capacity building or activities for empowering people were included. Creating vertical and horizontal networks between regional governments and community members were also included in addition to the provision of their training.

1-4 Verification of Hypotheses

1-4-1 Verification of the First Hypothesis

The multi-level approach could generate *synergy* in community development, by building linkages between regional governments and community members.

Most projects technically supported regional governments through OJT for better implementation of participatory rural development at the community level. For an example, the capacity building of regional government officials on the skills of socio-economic survey enhanced their respect towards the opinions of community members. As a result, most community development pilot activities were implemented based on the needs. Most projects also approached people at the community level through social preparation activities including conceptualization and participatory planning processes. As a result, community members participated in pilot projects at their own initiatives, which in turn led to the formulation and implementation of community development projects that were more responsive to local needs.

Besides these activities, some projects set up forums or venues among stakeholders of community development in order to create networks between regional governments and communities, as well as among regional government officers. The synergy generated as a result of these activities included: increased transparency of regional government procedures and activities, increased expectation towards the government by community members, enhanced sense of ownership and motivation towards community development by local people, and increased number of community development projects reflecting the needs of people. In sum, the “multi-level cooperation approach” in projects generated synergy in community development when the establishment of linkages between capacity development of regional governments and community members were achieved successfully.

1-4-2 Verification of the Second Hypothesis

If the synergy model in community development proposed through the multi-level cooperation approach could be extended to other geographic areas by the counterpart institution, the impacts of development initiatives may be enhanced.

Among the ten projects selected for this study, only three synergy models were extended outside the original project areas. These were: Sulawesi Rural Community Development Project, Philippines Training Service Project, Southeast Sulawesi Integrated Agricultural and Rural Development Project. In the case of Sulawesi Rural Community Development Project, the area that adopted the synergy model was expanded from 4 pilot villages to 73 villages/towns. In the case of Philippines Training Service Project, the synergy model (set up as a training program) was institutionalized or internalized through a ministerial ordinance, and was scheduled to be adopted in 33 training centers across the country.

In the case of Southeast Sulawesi Integrated Agricultural and Rural Development Project, the synergy model was adopted by the counterpart organization upon completion of the project, and was extended outside the project areas. However, the activities of the synergy model were suspended as a result of the lack of funds caused by the Asian Economic Crisis of 1997. This unfortunate outcome was recognized as a factor that hindered the sustainability of the synergy model, thus raised as an issue of concern.

Through the field study of post-Sulawesi Rural Community Development Project, impacts from the replication of the synergy model to wider areas were observed. Such impacts were increased opportunities for community participation in development activities, increased efficiency in service delivery by extension workers, and increased number of community development projects. The impacts were further multiplied by the creation of networks among regional governments and communities. On the other hand, while the sustainability of the synergy model was institutionalized by a district ordinance, there still was room for improvement of sustainability at the implementation level. For an example, the management system did not function well since a leader in a village; implementer did not practice the rule. As such, ensuring the sustainability of synergy model in both pilot project areas and extended areas remains an important issue.

When the replication of synergy models was supported by adequate institutional mechanisms, the resultant development effects were more positive. However institutionalization cannot be automatically attained by adopting the multi-level approach or through synergy. Clear strategies for institutionalization need to be incorporated within the project from the outset. Furthermore, though minor adjustments of the synergy model may be inevitable for replication, it is important to maintain a certain degree of accuracy of the synergy model for it to be effective in new areas. In order to achieve this, adequate attention must be paid to the framework and process of replication, such as the implementation structure and the operating procedures of the synergy model. These factors need to be considered along with measures for proper institutionalization.

In conclusion, the multi-level cooperation approach can be effective in community development with above mentioned constraints. It also demonstrates high potential for being effective in poverty reduction. However, clear evidences were not identified through this evaluation study. This was mainly due to the lack of current data on past projects and long-term impact analyses of on-going projects. Nevertheless, the field study suggested the possibility of long-term poverty reduction through the overall improvement of the regional socio-economic conditions through wider application of the synergy model.

1-5 Lessons Learned

As presented above, the evidence from the case study showed that the multi-level approach was effective to some extent in introducing a new system in community development cooperation. However, difficulties were identified in implementing and extending the synergy models. The following are several lessons learned that can be useful to the planning and implementation of future projects adopting the multi-level cooperation approach.

1-5-1 Lessons Learned in Planning Stage

- (i) The aims of the multi-level cooperation approach and concept of synergy model should be clearly understood by concerned individuals of both Japan and recipient countries at the planning stage.
- (ii) When selecting a counterpart organization, it is important to analyze organization and to select a suitable organization with potential for organizational and financial capabilities to operate the community development model to be applied.
- (iii) By conducting an effective survey, ensure cooperation among all relevant individuals associated with community development activities. Also, ensure the roles and responsibilities of relevant organizations are clearly defined and interventions occur in a timely manner.
- (iv) In selecting target areas, efficiency is an important factor, such as in reference to the implementation schedule. In selecting target populations, give priority to existing organizations. Organizations formed through facilitation by development projects can also be considered as long as they were formed at their own initiative. With regard to the empowerment of socially vulnerable groups, consider adopting the target approach specifically for those that are unlikely to participate at their own initiative.
- (v) When the replication of the synergy model is expected out of a project, ensure that strategies are incorporated in the project plan.

1-5-2 Lessons Learned in Implementation Stage

- (i) In order to generate synergy, a place for direct dialogue between regional governments and communities need to be established. This is in addition to interventions at regional government (technical transfer through OJT) and community (social preparation activities and training) levels.
- (ii) When the replication of the model cannot be effectively achieved through interventions at the administrative level, it is important to consider appealing to political authorities. This was seen in the case of Sulawesi Rural Community Development Project.
- (iii) The capacity building of regional government officers with significant roles in the implementation of the synergy model is crucial.
- (iv) To ensure the sustainability of the synergy model, minimize the amount of Japanese support to project operation costs. Also, gradually shift implementation and financial responsibilities to the counterpart organization.
- (v) In implementing rural development projects, incorporate social preparation activities as well as participatory development planning processes to enhance the problem solving ability of communities. Later, facilitate activities that utilize local resources and technologies.
- (vi) Activities designed to increase the level of stakeholder motivation and initiatives are important to ensure sustainability of the synergy model within the project area as well as for extension in other areas. The activities of the synergy model should be aware of policy makers by adequate publicity measures.
- (vii) In order for the synergy model to be accepted and budgets to be secured within the counterpart organization, the model needs to be supported by a proper institutional mechanism. This is in addition to the wide-spread acknowledgement of the synergy model's effectiveness within the government.
- (viii) In order to maintain the accuracy of the synergy model upon completion of the project, rules and procedures for the management of the synergy model should be established. Also, the awareness raising and extension activities of the synergy model need to be conducted by targeting regional governments, relevant development workers and communities that will be involved in the implementation and extension

of the model.

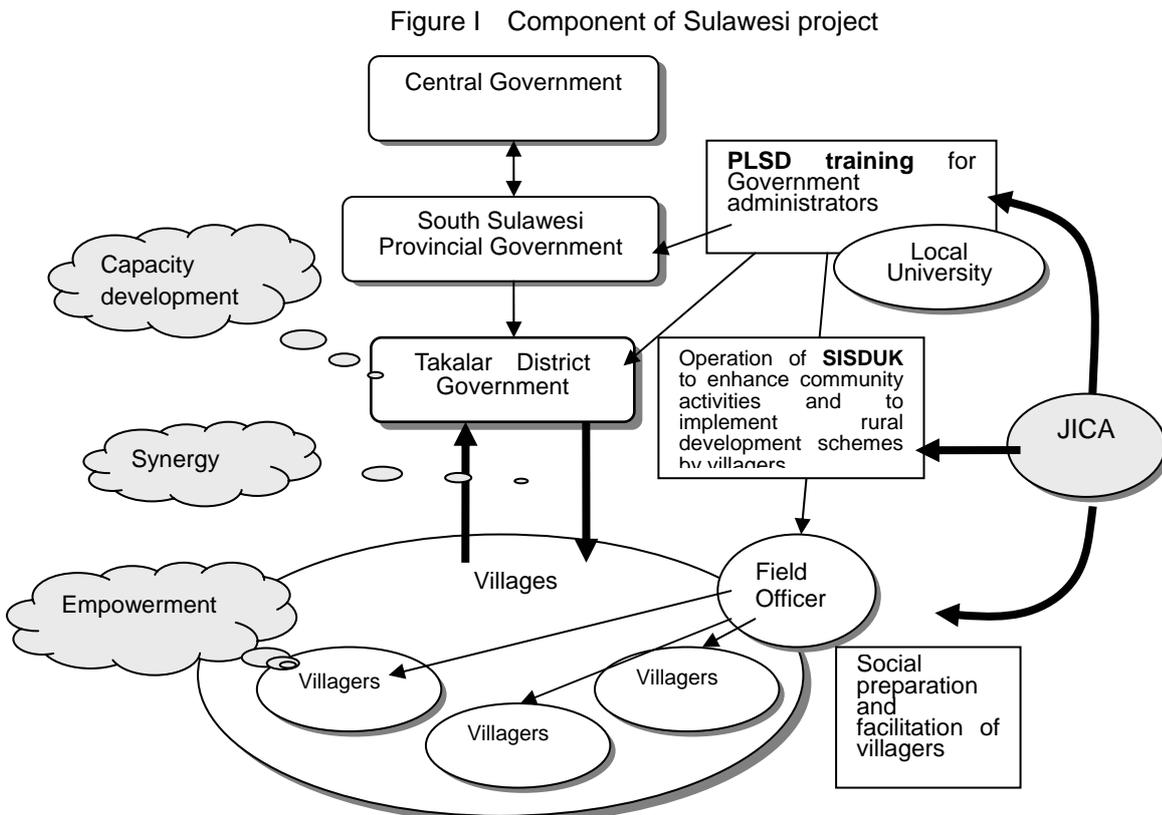
(iv) In implementing the multi-level cooperation approach, various stakeholders in community development will be involved. As such, there should be room for flexibility within action plans.

2 Case study (Indonesia : Project on Strengthening Sulawesi Rural Community Development to Support Poverty Alleviation Programs)

2-1 Overview of the Project

The Project on Strengthening Community Development to Support Poverty Alleviation Programs⁵ (hereafter referred to as “the Project”) is a technical cooperation project implemented in Takalar District of Southern Sulawesi Province in Indonesia with JICA assistance from 1997 to 2002.

The Project objectives included fostering of capabilities of local residents in identifying regional issues and needs, the establishment of a Rural Development Support System (SISDUK) ensuring that development projects are implemented based on regional issues and needs, and Participatory Local Social Development (hereafter referred to as “PLSD”) training program for personnel involved in rural community development. SISDUK and PLSD are sometimes called the Takalar Model. (See Figure III)



2-2 Project Activities and Achievement

2-2-1 Introduction of the Project

⁵ In Indonesia, this project is called PMD-JICA project.

In Indonesia as well as other developing countries, regional development was associated with the problem of urban and rural disparity in development levels. Under the conventional approach that is dominant in the country, there were limited opportunities for communities to reflect their opinions and needs on development projects. Regional development in Indonesia was characterized as follows:

- Top-down planning process was dominant
- The P5D⁷ mechanism of government did not induce aspirations
- Sector-oriented, short-term and focus on quantitative results
- Problem identification was improved through participatory approaches such as PRA, but further merits to improve individual capabilities towards self-reliance and sustainability were not achieved
- Program or project formulation was not commenced with social preparation, thus limiting conscientization of people

The Project intended to improve the livelihood of people in Southern Sulawesi through local governance, especially at the district level where collaboration between the government and people was possible. The Project recognized that the local government needed to build its capacity to reflect needs in development projects as well as in other public services. Also, the Project focused on empowering people to participate in development activities based on their own abilities and knowledge. The Project started to provide technical cooperation to the Central Office, South Sulawesi Provincial Office and Takalar District Office (of the same province) of the Directorate General of Community and Village Empowerment (PMD) in the Ministry of Home Affairs.

Using the multi-level cooperation approach, the Project attempted to establish SISDUK based on the Participatory Local Social Development theory. During the Project period, four villages in Takalar district were selected as the lab sites to establish SISDUK.

2-2-2 Activities

In brief, SISDUK had two target groups: government officials and the local community. Government officials were expected to improve their managerial capacity, develop mutual coordination and consultation with other institutions, and improve public service delivery system in a transparent manner. On the other hand, community members were expected to improve the management of their groups, respect collective rules in group activities, and utilize local resources optimally, so that rural community development can be conducted in participatory and sustainable ways.

(i) SISDUK Mechanism in Takalar District Government

The SISDUK mechanism was developed to fit into the existing government structure of Takalar district. The personnel involved in SISDUK were provided more concrete tasks and functions than those within under the conventional development mechanism. These tasks and functions are as outlined below:

- In the district government, the Coordination Team was formed by the heads of sectoral departments and concerned agencies of the district. The Coordination Team was assigned to coordinate activities and to set up a policy concerning community development proposals to be submitted by the community.

⁶ "Local government experience: Takalar District", Bappeda of Takalar District, Nov.2002

⁷ P5D is the conventional approach of rural development planned during Suharto era. In Indonesian, it is called "Pedoman Perencanaan dan Pengendalian Pembangunan di Daerah", which was referred to as P5D in the government.

- The Secretariat was placed within PMD office Takalar, and it dealt with the daily operation of SISDUK.
- Assistant Teams were formed at the sub-district level with members representing the relevant agencies of the sub-district. The tasks of the Assistant Teams were to function as facilitators, to accommodate proposals, to confirm the contents of proposals, and to discuss them with the relevant individuals.
- The village governments provided support/facilitation towards the activities of community groups and to extend them to the sub-district level.
- Members of NGOs were involved as Field Officers (FOs) to assist the community in the process of social preparation and the formulation of community development proposals.

(ii) Capacity Building of Takalar government

The Project recognized that local governments had worked under the direction of the central government for a long time, thus lacking the ability to understand local situations and the potentials of the community. First of all, the Project conducted several surveys with Indonesian counterpart personnel in Takalar PMD. Several reports and village profiles were made to grasp local resources and the capacity of community. Through this activity, the PMD staff came to recognize the needs of the community and their potentials, and understood that the local government should act as facilitator for development rather than as implementer. Also, the Project prepared guidelines and manuals for operating SISDUK. These guidelines and manuals were prepared based on the local situations on the ground; thus, the staff of Takalar PMD could operate SISDUK at their own capacity.

The Project also conducted PLSD training to the staff of Takalar PMD. Through the training, they learned the concept and techniques of participatory development, and recognized the role of local government and its responsibilities. Some staff members were sent to Japan to become the trainers of PLSD training courses.

(iii) Empowerment of Community

The Project was keen to work with existing groups as local resources for the community. However, most community members did not realize their own capacity and their right to participate in the development process. To raise the level of awareness, the process of social preparation was introduced within the community. In this process, FOs actively worked to support the community. Consequently, the community members gradually recognized their issues and problems, and they ultimately realized their needs and capacities. The community members were also helped by the FOs to seek development opportunities and prepared proposals for community development projects to submit to the district government.

(iv) Collaboration with Other Stakeholders in Regional Development

The Project involved local universities and NGOs as important contributors to the regional development of Takalar. Hasanuddin University was invited to develop the module for PLSD training. The mother modules were produced by the University for various types of trainees such as policy makers, project planners, front liners in the local government and field workers of NGOs. The Hasanuddin University, South Sulawesi Provincial Government (BPM) and a local NGO implemented separate PLSD training courses for various groups of trainees.

2-2-3 Achievements

According to the Takalar government, the establishment of SISDUK resulted in the preparation of proposals for community development projects and the provision of support for the community. SISDUK's motto is: "small-scale, easy, and tangible". This means that activities are conducted based on prior experiences and decision making by community itself⁸. At the sub-district level, the Assistant Team evaluated the proposals submitted by community members quickly. The Team discussed with community members if the proposal was clear. Community members displayed a sense of ownership towards their projects as a result of a cost-sharing measure requiring the applicants to be responsible for one-third of the total cost of project.

By introducing SISDUK, the processing time for each project proposal, starting from the submission of the proposal to the disbursement of the subsidy, was shortened dramatically from 18 months to 5 weeks. By the end of the Project cooperation period, more than 50 community groups were formed and 170 proposals of development project were submitted by the community. Consequently, 40 projects were implemented in lab villages after being approved by the district government.

As a result of project activities, Takalar District Government acknowledged SISDUK as being efficient and effective in regional development. In 2002, following decision of the Governor of Takalar, the District Parliament passed a regional regulation to extend the application of SISDUK from 4 lab sites to all of the 73 villages and towns of Takalar district.

An important factor influencing the application of SISDUK may be associated with the decentralization process within Indonesia. In 1999, two laws regarding local governance and finance were introduced, which then became effective in 2001. This structural change became a significant determinant factor in the trial of SISDUK application in Takalar District. On the other hand, because of the same decentralization policy, the provincial governments transferred their authority regarding development issues to district governments. Due to this transfer, the extension of SISDUK to other districts through the provincial government became difficult.

2-3 Field Study

2-3-1 Purpose and outline of the field study

A field study was conducted in November 2003. The field study mainly focused on the impact and sustainability of the effects generated through the multi-level approach adopted by the Project. The main data collection methods were interviews with government officials and villagers including community leaders, and focus-group discussions with former FOs of the Project. The purposes of the field study were as follows:

- To verify the effectiveness of the multi-level approach in poverty reduction, in terms of the impact and sustainability of the synergy model developed by the Project; and
- To extract useful lessons that could be used for future planning, implementation and evaluation of similar projects.

2-3-2 Results of the field study

(i) Current Situation of the Takalar Model

Since a regional regulation for the adaptation of SISDUK was issued in 2002, the year of termination of

⁸ "Local government experience: Takalar District", Bappeda of Takalar District, Nov.2002

the Project, Takalar District Government has operated the system in the whole district. The local budget allocated by the district government for SISDUK amounted to Rp. 2 billion for 2002/2003 and Rp. 2.2 billion for 2003/2004. In 2002/2003, 218 community development projects were implemented within the framework of SISDUK, and it increased to 618 for 2003/2004⁹.

Dealing with all of the 73 villages (including towns) in the district, the government increased the number of FOs from 4 to 13. Also, Assistant Teams were formed in all sub-districts. The district government continued to provide PLSD training for government officials and newly-hired FOs, all of them having no prior experience with the operation of SISDUK.

For 2004/2005, the Governor of Takalar district intends to double the size of the local budget in previous year. Also, the 2004/2005 plan increases the number of FOs. Eight people will be recruited from local NGOs to strengthen the social preparation process, public relation activities, and the replication of the system to wider areas.

(ii) Issues

Several challenging issues were identified with regard to the operation of SISDUK. Because of the quick expansion of target areas from 4 villages to 73, some stakeholders, both the government and villages, fully recognized the philosophy and the role of SISDUK. Also, a leader in a village was criticized by community members for alleged abuse of their political authority to employ SISDUK resources while neglecting their responsibility for facilitating community participation in the system. It was reported that such a leader in a village often intervened in the process of proposal-making by community members and tended to select proposals based on their own interests. The most serious problem was the exclusion of assistant teams from the screening of proposals.

Takalar District Government attempted to rectify the situation by providing PLSD training courses to a leader in a village and the members of assistant teams. The government also strengthened public relation activities to raise awareness among community members to ensure better monitoring of the activities of a leader in a village.

(iii) Impact

The impacts of the multi-level approach were observed at all levels of intervention, meaning the government, community, and other stakeholders. Also, synergy was generated as a result of linkages created among them.

Within Takalar Government, the Governor, PMD staff, and other departments confirmed the effectiveness of SISDUK in promoting participatory development in the region. They also acknowledged the role of SISDUK being necessary for the local government during the process of decentralization. Government officials who attended PLSD training courses became catalysts for the accurate operation of SISDUK by correctly understanding the role of local government as facilitators in participatory development. In addition, some members of Takalar parliament expressed that SISDUK can be run self-sufficiently in the region and that it could induce development potentials within the community.

The community gained some benefits through the adoption of SISDUK in the region. Many villagers reported that the overall relationship between the community and the government improved. Some members

⁹ This number is counted at the end of November, 2003.

of the community started to attend government meetings to express their opinions. Meanwhile, government extension officers also increased their visits to the community. The officers listened to their opinions and incorporated them into their activities. Some community members increased their incomes through small-scale activities initiated within the framework of SISDUK. Some also went further to seek larger funding from rural credit schemes. Other community members gained the sense of ownership of village infrastructure constructed by SISDUK. Following their success in SISDUK activities, people may try for large scale activities going beyond the limitation of the SISDUK budget.

The operation of SISDUK improved the relationship between the government and community. Government staff became more sensitive community needs, and community members began to participate more actively community development. Many community members realized that the SISDUK resources needed to be utilized fairly and transparently. They also started to request transparency in village governance and even criticized a leader in a village for abusing SISDUK resources. These can be seen as synergy generated as a result of improved collaboration between the government and community.

The positive impacts of SISDUK were also apparent in the other districts of South Sulawesi Province. The follow-up team of the project¹⁰ in South Sulawesi Provincial Government supported district governments to introduce participatory development models. Through PLSD training courses, the follow-up team and the supported district government gained opportunities to communicate with each other.

Maros and Bulukunba District Governments showed the highest level of commitment for introducing participatory approach into their community upon being impressed by the potentials of SISDUK during their visits to Takalar District. Maros district had already introduced participatory development projects supported by the follow-up team and Hasanuddin University. On the other hand, Bulukunba District chose to improve the conventional P5D system instead of introducing a full-fledged participatory development model such as SISDUK. The activities of these two districts are still at a trial stage, but they have strong intentions to establish participatory development on their own.

(iv) Sustainability

SISDUK was institutionalized in Takalar District as a synergy model. In the government, legislative measures and budgetary allocations were established. The implementing team was set up and its personnel were recruited. Takalar District government operated SISDUK without any support from the project since 2002. Although the present operation of SISDUK does not fully materialize the complete feature of the system, it is likely that the government staff and community members would gradually improve the situation.

2-4 Conclusion and Lessons Learned

2-4-1 Conclusion

The project generated positive impacts within the local government and the community under the multi-level approach. As a result of the project activities, the capacity building of the local government and empowerment of community was achieved through SISDUK system. In addition, synergy was generated through collaboration between the government and community. The most significant output of the project was

¹⁰ The follow-up team was formed in 2002 by the former counterpart of the Project in the Department of Community and Village Empowerment (BPM) of South Sulawesi Provincial Government. For 2002 to 2007, the follow-up team was mandated to expand PLSD training courses as well as to support participatory development conducted by the districts of South Sulawesi Province.

considered to be the institutionalization of SISDUK through a regional regulation confirming that Indonesians alone can operate SISDUK. It can be concluded that the institutionalization of the synergy model was taken on by Indonesians themselves and that was not forced onto them by outsiders. At the same time, the multi-level approach proved its effectiveness in community development.

On the other hand, the institutionalization of SISDUK resulted in the need for an increased number of stakeholders within the government and the community in operating SISDUK. The expansion of scale resulted in the need for increased human resources in order to maintain operational effectiveness.

2-4-2 Lessons Learned

The following are the lessons learned from the project in relation to the multi-level approach.

- (i) The eventual replication process of the synergy model needs to be incorporated in the project plan from the outset. It must be planned so that the synergy model will be operated by the counterpart organization by the end of the cooperation period. Ideally, the plan should describe the process in which the synergy model will be extended by the counterpart organization as well as the required inputs such as funding, human resources, and expertise. Training for those responsible for the operation of the synergy model needs to be conducted regularly. Awareness-raising activities targeting the community is also necessary.
- (ii) With regard to implementation, the roles and tasks of all stakeholders need to be clarified. Each individual or organization must adhere to the rules of the synergy model and respect the roles of each other for it to function effectively. For this purpose, incentives may be provided to those following the rules and disincentives to those breaking the rules. It has been observed that transparency in governance can be achieved through proper operation of the synergy model. Synergy can be generated when the relationship between the government and the community is enhanced.
- (iii) To ensure the synergy model to be effective, monitoring and evaluation processes need to be strengthened. The counterpart organization needs to take on such responsibilities.
- (iv) Consideration for the poorest is important. The poorest are described as those unable to participate in project activities due to financial constraints or unable to form groups to apply for community development projects. The difficulty to involve the poorest was recognized at the village level. Target approach may be effective in solving this problem. Separate measures can be introduced to adjust project requirements to meet their eligibility.

3 Outline of Other Nine Case Studies

The following nine projects that adopted the multi-level approach were analyzed based on literature reviews and interviews in Japan. This chapter outlines each case study.

3-1 Participatory Rural Development Project in Bangladesh

(Project Period: 2000/04-2004/04)

Overview of the Project	Participatory Rural Development Project in Bangladesh aimed to establish a synergy model for participatory rural development called the Link Model. The synergy model was designed to improve the efficiency and effectiveness of government service delivery by linking local governments and communities. The project targeted all stakeholders of community development in target areas. Bangladesh Rural Development Board (BRDP) was the counterpart organization. Four unions located at the lower sub-district level of the government
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	were selected as pilot areas.
Approach	The project established a forum called Union Coordination Committees (UCC) at the union level in order to facilitate discussion and information sharing among stakeholders associated with community development. All stakeholders were involved in the committee, such as sub-district extension workers in agriculture, health, family planning, and education, NGO members, and village representatives. Also, Village Committee (VC) was formed at the community level as a focal point for receiving government services, as well as for coordinating opinions among villagers. Union Development Officers (UDO) were hired as facilitators by the project among villagers in order to coordinate and facilitate the committees and pilot activities to build small-scale community infrastructure. Community members were expected to participate in the planning and implementation of such activities. The project set requirements for community participation in pilot activities such as the payment of union tax and 20% cost sharing of total pilot project costs. Notice-boards were set up at community focal points in order to increase the transparency of public services.
Findings of the Study	The Link Model was verified as being effective at the community level as it enhanced rural development activities. Synergetic effects, such as increased confidence towards extension officers by the community, and increase in the motivation levels of extension officers, were also observed. A number of small-scale pilot projects, such as the construction of community infrastructure and maintenance of market facilities, were implemented with active participation by villagers. Government service delivery through sub-district extension workers became more efficient. The establishment of government policies and budgets for supporting the synergy model has not taken place with only six months left before the completion of the project Training system for facilitators was not established even though facilitators had an important role in the synergy model.

3-2 Rural Livelihood Generation Project in the Philippines

(Project Period: 1991/01-1996/09)

Overview of the Project	Rural Livelihood Generation Project was the first JICA project on poverty alleviation in the Philippines aimed at improving the livelihood of the poor. The project targeted people who lived in "low-income areas" categorized by the national government. The project aimed to establish synergy models which could improve rural livelihood in low-income areas. The project verified synergy models at the community level by implementing small-scale activities in various sectors such as agriculture, animal husbandry, fisheries, handicrafts, etc., in order to create employment and income generation opportunities for the poor. Philippine Human Resources Development Center (PHRDC), which was built with a grant aid from the Japanese government, was the counterpart organization. Three low-income local government units (LGU) including municipalities and a coastal area were selected as pilot areas for project activities.
Approach	While the project constructed the synergy models that would utilize the original function of PHRDC as a training institute, it added new responsibilities of organizing pilot activities based on individual needs using a revolving fund provided by the project. Besides the revolving fund for selected groups, equipments and facilities for pilot activities were also provided by the project. Provisional branches of PHRDC were set up at the municipal level in three pilot areas for organizing and coordinating pilot activities. LGUs and NGOs in the pilot areas were expected to provide technical and financial support for the pilot activities.
Findings of the Study	The project was unable to receive adequate support from the counterpart organization due to the lack of human resources in managing the revolving fund. Furthermore, the restructuring of the central government organizations in the middle of the project period precluded them from collaborating with the project. Therefore, Japanese experts implemented the project without the support of counterpart organization during the latter half of the project period. Also, the project was not able to gain adequate collaboration by NGOs and LGUs, because their roles and responsibilities were duplicated and they avoided being responsible for activities. Another issue was that the project introduced non-traditional techniques in most pilot projects. Some of the pilot project activities were not suitable for the target population in terms of the skills required. Even the extension officers at the municipal level were unable to provide adequate technical assistance. The synergy models did not function well due to above factors. The replication of the models was low due to the lack of organizational, financial, and technical support from the Philippine government .

3-3 The Cebu Socio-Economic Empowerment and Development Project in the Philippines

(Project Period: 1999/03-2004/02)

Overview of the Project	The Cebu Socio-Economic Empowerment and Development Project aimed to establish a synergy model in the Provincial Government of Cebu in the Philippines. In the Philippines, due to the decentralization policy, provincial governments as well as municipal governments were responsible for regional development. The provincial government allocated sufficient funds for development activities and constructed social and economic infrastructures. On the other hand, municipal governments were in charge of small-scale community activities based on local needs, but often lacked resources. Both levels of government planned and
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	implemented projects independently. As there was no coordination of government activities, communities received little benefits from regional development projects. Under such circumstances, the project developed a synergy model to enhance coordination among stakeholder activities. For this project, Provincial Planning Department Office (PPDO) of Cebu Provincial Government became the counterpart organization and sixteen municipalities were selected as pilot sites to test the mechanism.
Approach	The synergy model consisted of three key functions: 1) Platform; 2) Social Network and Partnership; and 3) Knowledge Management Bank (KMB). The role of the Platform was to organize consultation meetings among provincial, municipal, community and other stakeholders such as NGOs and Universities. PPDO conducted large-scale consultation meetings with these stakeholders to identify issues and solutions in community development. Following the discussion and agreements in the consultation, municipal governments and communities implemented several small-scale activities financed by the provincial government. Through the Social Network and Partnership, the provincial government and NGOs supported community groups and provided technical assistance for implementing the small-scale activities. Field Assistants were also employed by the project to monitor and report on small-scale activities. PPDO accumulated the experiences of all project activities that involved community groups in the form of KMB. KMB was accessible through the internet in order to share the experiences of the synergy model among stakeholders of regional development.
Findings of the Study	Through the synergy model, 67 small-scale activities for improving rural livelihood were implemented. Relationships among the province, municipalities and community improved dramatically. The roles and functions of different government levels were clarified. By sharing the vision for regional development and through collaboration, local governments and the community built confidence for each other. Although the provincial government recognized the effectiveness of the developed mechanism, authorization by the Governor of Cebu Province is required for it to be officially adopted in addition to the present duties of the provincial government.

3-4 Training Services Enhancement Project for Rural Life Improvement in the Philippines

(Project Period: 1996/06-2001/06)

Overview of the Project	This project aimed for the development of a participatory training program for the community and government extension officers in order to improve rural livelihood in the Philippines. Pilot activities were implemented to develop a training program reflecting local needs. With the application of the training model, the problem-solving ability of the community was expected to improve with support from the local government. The Agriculture Training Institute (ATI) in the Department of Agriculture was the counterpart organization. Five villages in four municipalities were selected as pilot areas.
Approach	First, the project developed a participatory training program for rural life improvement (RLI) with a model training center in Bohol province. Based on the experiences accumulated through pilot activities during the first half of the project period, the first draft of a training manual was prepared. Municipal governments supported the pilot activities, both technically and financially. The counterpart staff later introduced the training model at three other training centers. The first draft of the manual was revised based on the experiences through the new training centers. This took place during the latter half of the project period. The project planned to introduce the training program in three additional training centers every year after completing the project with budgets provided by the Philippines.
Findings of the Study	ATI counterparts acquired skills to develop training courses reflecting local needs. The municipalities became responsible for implementing community development projects in accordance with individual needs as a result of this. Meanwhile, the local people became more self-reliant through the pilot activities. The training program and the manual were developed based on the pilot activities in four training centers. As the training program was institutionalized through a ministerial ordinance at the end of the project period, the sustainability of the training program seems to be high. The training model was scheduled to be adopted in additional three training centers each year. In 2004, the total of 16 training centers out of 33 adopted the training model.

3-5 Joint Study Project on Strengthening Capacity for Participatory Rural Development through Mobilization of Local Resources in Sri Lanka

(Project Period: 1998/07-2001/06)

Overview of the Project	This joint study project aimed to establish a participatory rural development approach in Sri Lanka. Colombo University was the counterpart organization. Prior to the project, regional development was conducted under the Integrated Rural Development Program (IRDP), and provincial governments were responsible for implementing IRDP. IRDP concentrated mainly on the construction of infrastructure and failed to address community needs as well as to induce community potentials. With the introduction of the new project, the key issues of rural development such as human resource development and effective utilization of physical resources became emphasized. Six villages were selected in North West province for pilot activities.
Approach	In this project, Colombo University was assigned a new mandate as a supporting agency for rural development

	alongside the government and the community. Project Management Board was set up in the University. The task of the Board was to make decisions on implementing small-scale activities in pilot villages as well as to consult with the provincial government on matters related to community development. In pilot areas, Rural Development Committee was formed in each village. The committee represented the community in dealing with the provincial government and Colombo university. It also became responsible for coordination at the community level. Some university graduates were sent to each village as facilitators. They resided in villages to support community members in forming agricultural groups and identifying problems related to development. The facilitators acted as a catalyst between the university and the community, while the university implemented small-scale activities reflecting community needs..
Findings of the Study	Community members gained experience in identifying problems and searching for solutions through discussions. Through study tours to other villages, they discovered local resources which had been available to them, renovated conventional fishery and agricultural works, and tried to reach external markets. In addition, youth and women's groups, which had been regarded as minority groups in the community, joined the development process. The provincial government became motivated by the project and started to visit villages frequently. Colombo University confirmed the effectiveness of the new participatory development approach upon observing such positive results. However, it should be noted that the involvement of the provincial government remained weak.

3-6 Integrated Agricultural and Rural Development Project in Southeast Sulawesi in Indonesia

(Project Period: 1991/01-1998/02)

Overview of the project	Southeast Sulawesi province had been recognized as an underdeveloped region in Indonesia. Small farmers lacked skills and resources to carry out effective and sustainable rural development activities. The project was planned to introduce a participatory approach into conventional agricultural and rural development processes. The regional office of the Ministry of Agriculture, which was in charge of such development projects in the region, encouraged the introduction of the new approach by JICA. Eight villages were selected as pilot sites where agricultural conditions were worse compared to other areas.
Approach	The new participatory approach to agricultural and rural development aimed to involve the community at all stages of rural development projects (planning, implementation and operation). At the planning stage, the government and the community held workshops to discuss rural development issues. Draft development plans were presented to the community to share the vision and to collect their opinions. At the implementation stage, community members joined in the construction of rural infrastructure as laborers. At the same time, they were recommended to form farmers groups or cooperatives for activities such as irrigation water management and agricultural machinery management. Approximately 30% of the payment received by community members was saved as stock funds, which was later used as part of the budget of these groups and cooperatives. In the operation of rice and vegetable cultivation, a demonstration field was maintained in each pilot village where community members easily accessed and acquired agricultural skills. Government extension workers regularly visited pilot sites providing advice to the farmers.
Findings of the Study	The pilot villages developed dramatically through the project. Cultivation areas expanded to more than 1,000ha and agricultural production, especially rice, increased. In eight villages, 67 agricultural groups and cooperatives were formed to access the stock funds, and remained active. Because of such success, the Ministry of Agriculture adopted this approach in the other areas of Southeast Sulawesi province. Also, a development assistance project of another donor introduced the approach in three other provinces.

3-7 The Agricultural and Rural Development Project in Vientiane Province in Laos PDR

Project Period: 1995/11-2002/10)

Overview of the Project	Sustainable community development had been an important theme of regional development in Laos PDR. This project aimed to develop a participatory and sustainable rural development approach through pilot activities in five pilot villages. The Agriculture and Forestry Department of Vientiane District was selected as the counterpart organization. Their role was to enhance the management of Agricultural and Rural Development Center (the Center) as a training institute that had been built with a grant aid from the Japanese government.
Approach	The project intended to involve the community at all stages of rural development, from planning to evaluation. Experimental groups verified new techniques for cropping and cultivation. The capacity development of district and sub-district government officers through OJT was planned in order to make public services reflect local needs. Meanwhile, village development committees were formed in the pilot areas to enhance the planning ability of the community in regional development.. The Center carried out capacity-building training courses for community members as well as for government staff.
Finding in	By adopting the developed approach, a community irrigation system was built in a participatory manner. As a

the project	result of the training for community members, rice production increased to the level of self sufficiency. Various cash crops were introduced and incomes increased. Recognizing the effectiveness of approach introducing cultivation techniques were transferred on to other farmers. While the approach was verified as being effective at the community level, its institutionalization did not take place before the terminal evaluation of the project. Sub-district level support, although considered important for facilitating the approach, was not available because of unclear roles and responsibilities of the sub-districts. This delayed approaches at the sub-district level. Another issue was that institutional mechanisms for the management of the Center was not clarified yet at the time of the terminal evaluation.
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3-8 Community Development and Forest/Watershed Conservation Project in Nepal

(Project Period: first phase:1994/07-1999/07, second phase:1999/07-2004/04)

Overview of Project	Community Development and Forest/Watershed Conservation Project aimed for natural environment conservation of the hilly areas of Nepal. The project developed a community development model that could be applicable in such areas. As natural environment conservation is closely linked to communities, the improvement of livelihood was crucial. The main component of the model was small-scale sub-projects to satisfy individual needs before introducing the concept of natural environment conservation. The counterpart organization was the District Soil Conservation Office (DSCO) of the Ministry of Forestry and Soil Conservation in Kaski and Parbat Districts. Ten villages in these districts were selected as project sites.
Approach	The project introduced a participatory approach for community resource management with active involvement of people in planning, implementation, monitoring and evaluation processes. The project provided technical assistance to DSCO in implementing small-scale sub-projects. Although groups were targeted in the implementation of sub-projects during the first phase, Ward Conservation Committee which is structured by local people was set up in each ward below the village level. The second phase of the project targeted Ward Conservation Committees in order to make community activities more sustainable. Two community members per village were employed as facilitators to mobilize people and to facilitate community activities. In each village, community resource management plan and annual action plan were made, and communities prepared their sub-projects according to those plans. In the second phase, besides approaching the whole community, the target approach was utilized for the lower professional caste and women in order to empower the vulnerable people of the area.
Findings of the Study	Community development activities became active through the project. Eighty-eight ward conservation committees were formed in the project sites. More than 400 sub-projects were implemented by February 2002, such as the construction of rural feeder roads, water facilities, and sanitation facilities. Also, 190 capacity-building programs such as literacy education and study tours were implemented for the empowerment of the community. Meanwhile, the project prepared technical guidelines for managing sub-projects that might have been utilized in extending the model to other areas of the country. However, there was no budgetary allocation and set policies to support the model at the time of the mid-term evaluation of the second phase.

3-9 Project on Sokoine University of Agriculture Center for Sustainable Rural Development in Tanzania

(Project Period: 1999/05-2004/04)

Overview of the Project	The Center for Sustainable Rural Development (SCSRD) was established by this project within Sokoine University of Agriculture (SUA). SCSRD aimed to experiment a new sustainable community development approach called the SUA method. The characteristics of the SUA method include its basis on fieldwork as a matter of principle, respect for realities of rural areas, and search for endogenous development based on indigenesness and uniqueness of each locality. It was expected that the method would be a useful approach in Tanzania as well as in neighboring countries. SCSRD chose Mbinga and Morogoro districts as pilot areas, and two villages in each district were selected for the implementation of small-scale activities using the method.
Approach	In this project, SCSRD had several functions as the implementing body of the SUA method. SCSRD conducted research through field studies, and became the catalyst between the local government and the community. At first, SCSRD conducted a basic socio-economic survey in a participatory manner. The results of the survey were discussed at workshops to form community development plans. Participants for the workshop included district government staff, community members, and NGO staff. Based on the plans agreed at the workshops, community members began to operate small-scale activities. SCSRD supported these activities by financing and providing technical assistance. Also, SCSRD monitored the activities. The results gained through monitoring were analyzed by SCSRD and reported at stakeholder workshops. When necessary, a community development plan was revised based on discussions at the workshops. Also, SCSRD offered technical assistance to Mbinga District Government in which its district development plan was supervised by the center. On the other hand, Mbinga District Government appointed a coordinator to collaborate with community members on small-scale activities.

Findings of the Study	<p>According to the implementation result of the SUA method by SCSRD, community development plans were formed at workshops. Community members in the pilot areas implemented several small-scale activities utilizing appropriate and indigenous technologies. These projects were reported as being well operated and showed sustainability due to a strong sense of ownership in the community. Also, the district government provided continuous support to the community. SCSRD is being expected to publish the experience and the technical manual of the SUA method for future replication in the other area of Tanzania as well as in neighboring countries. SCSRD is expected to expand the SUA method to other areas through collaboration with another institution that also has JICA support..</p>