Summary of Terminal Evaluation Results

1. Outline of the Project

Country: Sri Lanka		**Project Title:** The Project for Increasing the Capacity of Integrated Management in Irrigated Agriculture in Dry Zone
Issues/Sector: Rural Development		**Cooperation Scheme:** Technical Cooperation Project
Division in Charge: Rural Development Department		**Total Cost :** 240 million (JPY) (at the time of the evaluation)
Period of Cooperation	(R/D):1 June 2007 – 31 May 2011 (4 years)	**Partner Country's Implementing Organization:** Ministry of Irrigation and Water Resources Management (MIWRM)
		Supporting Organizations in Japan: Ministry of Agriculture, Forestry and Fisheries

Related Cooperation:
The Study on Increasing Integrated Management Capacity on Irrigation Sector
Pro-Poor Economic Advancement and Community Enhancement Project

1-1 Background of the Project

In the dry zone in Sri Lanka, that covers about 70% of the total land area and contributes about 80% of the national rice production, many small- and medium-scale farmers remain at low income level, having very limited employment and income opportunities in non-agriculture sector. Their livelihood depends largely on irrigated paddy cultivation, yet with problems including low rice productivity, poor operation and maintenance of irrigation facilities, and inefficient water management. In order to address these problems, farm families require an integrated improvement approach that combines measures for reducing production cost, increasing land productivity by improving water use efficiency, diversifying agricultural production by introducing non-rice crops, and increasing crop productivity by strengthening farmers organizations.

Responding to the request from the Government of Sri Lanka (GOSL), Japan International Cooperation Agency (JICA) carried out "the Study on Increasing the Capacity of Integrated Management in Irrigation Sector" from 2005 to 2006 in Anuradhapura, Kurunegala and Puttalam districts. The Study identified major problems and countermeasures for irrigation, agronomy and marketing & processing in the area, and formulated a plan to increase the capacity of government officials (Central Level- Irrigation Department, Irrigation Management Department, Department of Agriculture, Ministry of Agricultural Development and Agrarian Services/Provincial Level- Agriculture and Livestock related officers) and farmers organizations for the integrated management in irrigated agriculture.

In July 2005, in order to put the plan into practice, GOSL requested to the Government of Japan (GOJ) to carry out a new technical cooperation project called "the Project for Increasing the Capacity on the Integrated Management in Irrigated Agriculture", and in accordance with the R/D signed in March 2007, it has been implemented since June 2007 for a period of four years.

1-2 Project Overview

(1) Overall Goal

Agricultural income of the farm families in the target area is increased.

(2) Project Purpose

An integrated mechanism is established to improve agricultural productivity through capacity building of government officers and farmer organizations (FOs)

(3) Output:

Outputs in the model sites

1) Capacity of the government officers and FOs is enhanced in the field of management of FOs.
2) Capacity of the government officers and FOs is enhanced in the fields of irrigation facility management and water management.
3) Capacity of the government officers and FOs is enhanced in the field of agricultural production.
4) Capacity of the government officers and FOs is enhanced in the fields of marketing and processing.

Outputs in the training institutes

5) A mechanism is proposed for the government officers and training institutes to disseminate the improved training/facilitation skills developed in the model sites, to other officers and institutes.

(4) Inputs

Japanese Side: 240 million (JPY) (at the time of the evaluation)

Long-term Experts: 4	Equipment	21,048,114 Japanese Yen
Short-term Experts: 4	Local Operation Cost	74,594,668.64 Sri Lankan Rupees
Sri Lankan Experts: 5		

Trainees Received:13 (4 are to be dispatched)

Sri Lankan Side

Counterpart personnel 129

Land and Facilities

2. Evaluation Team

Members of the Evaluation Team	Team Leader	T. OTSUKA	Senior Representative, JICA Sri Lanka Office
	Agricultural Production / Marketing & Processing / Extension Services	H.KANAMORI	Senior Advisor, JICA HQ
	Farmers Organization/ Irrigation Facility & Water Management	E. NOMURA	Deputy Director, Overseas Land Improvement Cooperation Office, Rural Development Bureau, Ministry of Agriculture, Forestry and Fisheries, Japan
	Evaluation & Analysis	K. ITAGAKI	Researcher, Social Development Department, Global Link Management, Inc.
	Planning Management	H. SONOYAMA	Project Formulation Advisor, JICA Sri Lanka Office

Period of Evaluation	25 November 2010 – 15 December 2010	Type of Evaluation: Terminal Evaluation

3. Results of Evaluation

3-1. Project Performance

(1) Project Purpose

As for the trained government officers, the degree on satisfaction on the training among the respondents of the questionnaire survey reaches 99% in aggregation, while 100% of the farmers who

responded to the questionnaire survey expressed their satisfaction. The results of the Capacity Assessment of the FOs in the model sites, which assessed the performances and managerial aspects of the FOs, also show a considerable degree of improvement (Compared to the Baseline Survey conducted in November 2007, there was in average 154% increasing rate in average of three model sites).

In response to the recommendations made by the Mid-term Review, the Project has held series of discussions with relevant institutions to build consensus on the definition of the integrated mechanism to be established, as well as to reinforce the functions of the Training Advisory Committee (TAC) through the NJCC meetings. The Working Groups[i] (WGs) i.e. Financial Management WG, Irrigation WG, Agriculture WG, and Livestock WG, have actively been involved in the planning and conduct of training activities as well as in the compilation of the training manuals.

Based on the confirmation on the above, the Team assumed that the Project purpose would likely be achieved by the end of the Project.

(2) Outputs

Output 1 has been fully achieved by the time of the Study. The Project has conducted the questionnaire surveys in 2010 to grasp the feedback on the training activities implemented by the Project, and all of the government officers who have been trained rated the training as satisfactory. As for the level of application of the trained skills and methods in the field, the rates of those who practice range from 94 to 100% among the different training. In addition, all (100%) of officers who have been trained on 2 and more subjects responded that they are utilizing the skills/methods learned in their field activities. In the model sites, all the FOs formulated Community Development Plans and CAP, and have duly been implementing those plans. All of these FOs now cover 100% of the eligible farmers in the respective areas. There have been notable improvements in the attendance of the Annual General Meeting (AGM) of the FOs, achieving the target set (At the time of Baseline Survey, the attendance rate for AGM was 10-25% but at the time of the Study, it has increased up to 46-72%). Also, there have been four sub-committees, namely, irrigation, paddy, homestead development and livestock, organized as a part of the formal structures in all of the FOs in the model sites.

Output 2 has been fully achieved by the time of the Study. In the field of irrigation and water management, the Project has conducted training for the government officers. Among the respondents of the questionnaire survey, the levels of satisfaction on the training programme were 100%, and the degree of utilization of learning in the field activities was 67-100% (in average, 86%). In the model sites, all of the FOs have reconstructed canals, farm roads, and other tail end irrigation facilities and structures. The Team also confirmed that the FOs have formulated irrigation schedules with regular monitoring on water management (At the time of the Mid-term Review, it was difficult to make sure the achievements of the output because this activity has just started,).

Output 3 has been fully achieved by the time of the Study. The Project has extensively conducted various training in the field of agricultural production for the government officers. Among the respondents of the questionnaire survey, the levels of satisfaction on the training programme and the degree of utilization of learning in the field activities were both 92-100% (in average 98%), which were already

achieved by the Mid-term Review. In the model sites, the Project has provided training to the farmers on paddy production, homestead development and livestock. The Team confirmed that the farmers utilize their learning in actual production activities. As for the diversification of farm management, the farmers have introduced vegetable production and livestock production through respective sub-committee activities in all of three model sites. It was also reported during the field interviews that some farmers in Kimbulwanaoya and Rajangana have experienced the crop diversification in the paddy filed during the dry seasons. As for the collective planning, all of the FOs have introduced the collective purchase of production inputs, which has successfully been implemented.

Output 4 has been fully achieved by the time of the Study. As for the training in the fields of marketing and processing, the Project has trained the government officers on marketing information and entrepreneurship development. All (100%) of the 36 government officers responded to the questionnaire survey rated the training programme as satisfactory and indicated that they are practicing the learnt skills/methods in the field activities.

In the model sites, the farmers were provided with the training on processing of agricultural products such as cashew, lime and rice, as well as on marketing. The farmers shared with the Team that they appreciate what they learnt and that they put these learning into practice to improve their income.

Output 5 is expected to be achieved by the end of the Project.

By the time of this evaluation study, the Project has already initiated preparatory activities to achieve this output, such as monitoring of training activities through questionnaire surveys, although the actual events to be assessed as indicators are yet to be conducted. The Project is planning to organize an integrated training programme, seminar and workshop in March 2011.

(3) Responses to the recommendations by the Mid-term review

In response to the recommendations at the Mid-term review team in November 2009, the following actionshave been undertaken.

(3)-1. Management of FOs

Training of the government officers and the farmers for the subjects of community development, leadership and farm accounting was/will be conducted. In order to clarify potential needs of the farmers, Follow-up CAP workshops was/will be conducted.

(3)-2. Irrigation facility and water management

1) In order to update and apply the GIS system to the Project sites continuously, GIS trainings, GIS management unit set up and GIS specialist appointment was done.

2) Due to the shortage of the staff, assignment of the project managers on the full-time basis has not realized.

3) Government of Sri Lanka shares payment for field work subsistence allowance and fuel cost in order to facilitate their involvement of the Project.

4) In order to avoid any delay in preparation of rehabilitation work, Irrigation monitoring meetings by the senior officers of Irrigation Department were conducted four times and regular weekly meetings at 3 model sites with the field officers were continuously implemented.

(3)-3. Agricultural production, marketing and processing

1) Paddy: Small groups were formed within the Paddy sub-committees for easy implementation of project activities. In addition, training/OJT for government officers and farmers of collective marketing and processing were conducted based on request of FOs

2) Homestead Development: A package of farming techniques in small scale home gardening was introduced in order to improve quality of life through increasing net income and improving nutrition condition.

3) Livestock: Further trainings on the record keeping and farm accounting, quality improvement of daily products, entrepreneurship for small scale farmers and reparation of curd and milk toffees were implemented. In addition, trainings on small scale compound animal feed production and compost making were implemented.

(3)-4. General

1) District JCC and National JCC were conducted and the definition of 'Integrated Mechanism' was approved.

2) "Progress Activities and Systematic Monitoring" paper was prepared by the Project for the systematic monitoring of training results and Questionnaire survey to government officers, FO office bearers and farmers were conducted for two times.

3) The District JCC meetings were held quarterly and the National JCC meetings were conducted once, after the Mid-term review.

4) Counterpart training, Group training, Training for Entrepreneurship for small scale businesses, Leadership/Community development training and GIS training were conducted in order to promote Capacity building of the government officers.

5) All manuals were (will be) authorized at District JCC and printed and delivered to relevant organizations and institutions.

6) A committee was appointed to discuss and propose a mechanism for dissemination. Also, 6 new sites have been identified as potential dissemination sites and basic information was collected on the present status of these sites. In addition, a workshop will be held to propose a mechanism to disseminate improved training/facilitation skills at March 2011.

7) Representatives of several training institutes related to agriculture and livestock will be included in the next Working Committee.

8) Modified PDM was approved by the National JCC at December 2009.

3-2 Summary of Evaluation by Five Criteria

3-2-1 Relevance

The Relevance of the Project is evaluated as high.

(1) Relevance to the policies of the GOSL

The Project is still consistent with the policies of GOSL, as there has not been any major change in the Mahinda Chintana (2006-2016) and the plans and programmes of the implementing agencies.

(2) Consistency with the Japanese Aid Policy

Poverty reduction and minimization of the poverty gap have been the priority areas of the country assistance policy for Sri Lanka, and agricultural and rural development is considered as one of the vital

cooperation strategies. In the Rolling Plan of JICA for Sri Lanka in 2009, the Project is assumed to contribute to the cooperation programme on "Agricultural and Fishery Community and Rural Community Development," the main focus of which is put on eradicating the economic and social imbalances. Thus the Project is considered to be quite consistent with the Japanese aid policies.

(3) Relevance of the Project design

There is a strong need to increase agricultural productivity and income of the farm families in irrigated areas in the Dry Zone. The Project is aiming to enhance the technical capacity not only of the government officers both in irrigation and agricultural sectors but also of the farmers' organizations. This approach is thus considered to be a practical and appropriate response to the needs of the capacity improvement to further promote irrigated agriculture.

(4) Relevance to the needs of target beneficiaries

In the target areas, there were not much organizational activities and there had been the problems of water distribution and low productivity, resulting in the low income of farmers. Through the Project activities, the water distribution has improved through rehabilitation of irrigation facilities, and with the introduction of organizational activities by respective sub-committees of the FOs, productivity of their farming activities have conspicuously been increased. Thus, the Project is evaluated as an appropriate response to the needs of the beneficiaries.

3-2-2 Effectiveness

The effectiveness of the Project is evaluated as high.

(1) Achievement of the Project purpose

Both of the degree of satisfaction on the training and the rate of application of the learning among the government officers and farmers are high, implying the usefulness of the capacity building programme of the Project. As to the integrated mechanism to improve agricultural production, preliminary discussions have been held to set an agreed definition as well as the consensus on the actions to be taken, thus it is anticipated that the Project would be able to propose feasible and effective mechanism. Since the Project will continue further discussions to examine and to realize the mechanism, the Project purpose would likely be achieved by the end of Project.

(2) Contribution of outputs to the achievement of the Project purpose

The logical sequence between the outputs and Project purpose is appropriate and the outputs contribute to the achievement of the Project purpose in a mutually interrelated manner.

3-2-3 Efficiency

The efficiency of the Project is evaluated as moderate.

(1) Japanese and Sri Lankan Experts

Both Japanese long-term and short-term experts have properly been dispatched. Japanese and Sri Lankan Experts carried out their expected roles and worked closely in harmony with the counterpart personnel and other stakeholders.

(2) Equipment and machinery

The equipment and machinery required for the Project activities and technical transfer have duly been provided and most of the equipment provided has fully been utilized and kept in good conditions.

(3) Training of counterpart personnel in Japan

The duration and subjects of counterpart training in Japan were adequate. The learning from those training has been evaluated as helpful in carrying out not only the activities of the Project but also their regular duties in the future. However, it was unfortunate that no counterpart personnel was sent for training during the first two years, as these training opportunities could have helped not only to enhance

the capacities but also to promote the motivation and commitment of the personnel at earlier stage.

(4) Inputs from the Sri Lankan side

Provision of the office space with office equipment, water and electricity facilities, and so forth has contributed to the smooth implementation of the Project. Although a large number of counterpart personnel were assigned, the designation of coordinators in the respective institutions did not function as expected. It was also pointed out that there were delays in the assignment of some counterpart personnel especially at the field level, which affected the processes of the initial activities of the Project.

3-2-4 Impacts

The Impact of the Project is evaluated as positive.

(1) Impact on the overall goal level

Positive impacts on the agricultural productivity and income of the farmers are anticipated, yet under the condition that the necessary interventions for dissemination of approaches, methodologies and technologies that the Project has introduced to the other parts of the target areas would continuously be extended through the efforts by GOSL.

(2) Positive Impacts

Farmers have enjoyed better yields and possession of more capitals, leading to the improvement of their household economies. There have also been social and behavioral changes such as better understanding among co-farmers, self-confidence gained through the exposure to external institutions, and so forth. Other ripple effects of the Project to the neighboring areas are also reported, such as the voluntary involvement of a FO in the downstream areas in the rehabilitation work in the model site and technology transfer to other farmers.

(3) Negative Impacts

There has not been any negative impact of the Project reported or observed at the time of the terminal evaluation.

3-2-5 Sustainability

The sustainability of the Project is evaluated as moderate.

(1) Policy and Institutional Sustainability

Since the irrigation development for the improvement of agricultural production is given high priority in the current policy of GOSL, the policy support would continuously be secured for the coming years. As for the institutional sustainability, there would still be some questions related to the dissemination of the achievements in the model sites to the other areas by identifying proper entities to take over the roles to integrate various services rendered by different government institutions. Therefore, the sustainability in policy aspects is assessed as high, while further efforts should be made to secure institutional sustainability.

(2) Organizational and Financial Sustainability

The activities of the Project have been carried out in line with the existing organizational structures of the implementing agencies within the scopes of their mandates but in an integrated manner, thus the coordination would be a challenge in the future. Their limited financial resources would inevitably lead to the scale down of the activities. The insufficient human resource allocation against wide geographical coverage is another constraint. These factors would cast some questions in the organizational and financial sustainability for the part of the implementing agencies. On the other hand, the organizational and financial sustainability at the beneficiaries' level would adequately be secured, as the FOs in the model sites have been equipped with the trained office bearers and accumulated enough experiences to properly manage their

activities to continue their revolving funds operations.

(3) Technical Sustainability

The farming techniques introduced are the basic ones that have been proven to bring positive results in the productivity. The levels of adoption of these techniques among the government officers and the farmers are satisfactorily high. The FOs have already been equipped with necessary technical knowledge and experiences to continue the operation by their own. Hence the technical sustainability is generally assessed as high.

3-3 Factors that Promoted Realization of Effects

(1) Factors concerning the Planning

The Project has mobilized the local experts in carrying out its activities. As the number of Japanese experts was limited despite of the wide scope of the Project activities, involvement of these local experts has contributed to the smooth implementation of the Project

(2) Factors Concerning the Implementation Process

The group approach of the Project was appreciated as one of the keys to effective and successful implementation. The government officers have seen that the approach has made it easier for them to communicate with and serve to their clientele farmers, while the farmers realize that they can achieve and benefit more as a group rather than as individuals.

3-4 Factors that Inhibited Realization of Effects

(1) Factors concerning the Planning

Accessibility to and the scattered location of the model sites were considered as the major factors that created difficulties in the day-to-day operations of the Project, which affected the frequency and degree of the involvement in the field activities by the Project personnel. The Project has made much efforts for smooth coordination and frequent contacts through mobile phones and e-mails.

(2) Factors Concerning the Implementation Process N/A

3-5 Conclusion

The Project has successfully been implemented without any major or critical problem and will achieve its outputs by the end of the technical cooperation period. Prospect of achieving the Project purpose is evaluated high, thus, it is concluded that the Project will be terminated as stipulated in the R/D.

3-6 Recommendations

(1) Efforts to be made to ensure the attainment of the overall goal

It is recommended for GOSL to continuously utilize the outputs of the Project in various dissemination efforts, such as:

1) A short-term application: Tangible outputs of the Project such as manuals and handbooks may promptly be utilized in any relevant training to be conducted by the respective institutions.
2) A medium-term application: There should be existing programmes and activities of the participating agencies where the Project's outputs can be integrated and utilized with proper alignments.
3) A long-term application: All of the components of the Projects would be implemented.

(2) Designation of full-time coordinator with institutional authority and necessary budged for the dissemination of Project's outputs

The GOSL should ensure the proper institutional arrangement for future dissemination of the Project outputs that are composed of the activities mandated to different line agencies and institutions at different levels. It is recommended for the GOSL to assign full-time personnel with institutional authority and necessary budget to coordinate the participating agencies and farmers in the future efforts

to be made for dissemination.

(3) Continuous monitoring and evaluation of the Project's outputs

In order to sustain the good practices and effective operations of activities introduced by the Project and to further expand the benefits, continuous monitoring and evaluation should be undertaken by implementing agencies as well as JICA.

3-7 Lessons Learned

(1) Fair distribution of benefits among the FO members

Among the FOs in the model sites, the feeling of belonging and recognition of benefits among the members are found as key elements of sustainable operations. In all of the FOs participated in the Project, the revolving fund schemes have successfully been managed and the funds are increasing in volume, which has made it possible for them to provide revolving fund to a larger number of members. Such fair distribution of benefits among the members can be considered as one of the vital means to foster the cohesiveness and to promote performances of the FO.

(2) Transparency of the Project implementation

It was pointed out with appreciation that the Project has publicly opened up in a transparent manner the information on the implementation including inputs such as the cost of rehabilitation by putting the information on the signboards. This kind of transparency is considered to contribute not only to mobilize trusts from the target beneficiaries, but also to avoid any conflicts caused by the lack or possible manipulation of activity-related information.