

Summary of the Result of Terminal Evaluation

I. Outline of the Project	
Country : Bosnia and Herzegovina	Project title : The Project for Confidence-Building in Srebrenica on Agricultural and Rural Enterprise Development (SACRED)
Issue/Sector : Agriculture	Cooperation scheme : Technical Cooperation Project
Division in charge : Rural Development Dept. Field Crop Based Farming Division 2	Total cost : Approximately 240 million yen
Period of Cooperation	Partner Country's Implementing Organization : Srebrenica Municipality
(R/D): September 2008 – September 2011	
(Extension):	
(F/U) :	
(E/N) (Grant Aid) 2	Supporting Organization in Japan :
Related Cooperation : “Human Security on Sustainable Return, Reintegration of Returnees and Rural Development Issues” (2006-2008)	
<p>1 Background of the Project</p> <p>Bosnia and Herzegovina (hereinafter referred to as BiH) severely suffered from its 3.5-years-long conflict lasted till 1995 and the number of victims and that of refugees including IDP (internally displaced people) reached as many as 200 thousands and 2 million respectively. Srebrenica Municipality which experienced an enormous tragedy of massacre was one of the most seriously devastated areas during the conflict. The significance of tragedies was widely shared in the international community. Japan, which has been playing a positive role in the state-building process of the newly established country as a member of the Steering Board of the Peace Implementation Council (PIC), has been laying emphasis on the confidence-building among the ethnic groups in the war-torn city of Srebrenica.</p> <p>Even after the conflict ended, people still had to have hard time being deprived of their families, properties and the way of life. There was a great need for the Municipality to restore its economy including its agricultural industry. The Municipality had also been faced a serious challenge of little sense of confidence among its people because of the emotional conflict among several nationalities.</p> <p>Japan International Cooperation Agency (JICA) started its support for the Municipality in March 2006, dispatching an agricultural and rural development expert to Skelani for 2 years, eastern part of Srebrenica, to carry out field surveys and pilot activities. A wide range of development potential was identified through these activities to contribute for re-building confidence between the nationalities through restoration of agriculture in local area. Through these activities, agricultural and rural development had been promoted in the targeted area of 6 MZ. (“MZ” stands for “Mjesna Zajednica” meaning “local community” in local tongue.).</p> <p>However, the need for restoring the economy and the society itself had not yet been fully met,</p>	

the Government of BiH wished this cooperation to be continued. In addition, it should be considered not to expand the development gap between the targeted and other area where neither JICA nor other donors provide any support. The capacity building for related organizations such as the Municipal Office of Srebrenica and local associations was also a challenge to be tackled with.

With this recognition, both Governments agreed to implement a project through technical cooperation scheme of JICA for the duration of 3(three) years from August 2008 to August 2011.

2 Project Overview

(1) Overall Goal

- 1) The economic situation of the targeted population is improved.
- 2) Reconciliation of people in the target area is promoted.

(2) Project Purpose

Confidence among the targeted population is built through strengthening the capacity to manage agricultural and rural development joint activities.

(3) Outputs

- 1) Agricultural and rural development activities are implemented continuously by the targeted people.
- 2) Information about agricultural and rural development for re-building co-existent society is disseminated.

(4) Inputs

Japanese side :

Long-term Expert	2	Equipment	126 thousands	Yen
Short-term Expert	4	Local cost	104 million	Yen
Trainees received	11			
		Total Cost	<u>200 million Yen</u>	

BiH Side :

Counterpart	3	Equipment	0 Yen
Land and Facilities	Office space for experts		
Local Cost	1,448	Yen	

II. Evaluation Team

Members of Evaluation Team	Team Leader / Rural Development: Mr. Masanobu KIYOKA, Senior Advisor (Rural Development, Development Administration), JICA Peace Building: Dr. Keiichi HASHIMOTO, Senior Advisor (Peace Building), JICA Evaluation Analysis / Cooperation Planning: Ms. Yuka ASAKAWA, Program Officer, Rural Development Department, JICA
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Period of Evaluation	Day/ month/ Year~ Day/ month/ Year 03/April/2011 to 16/April/2011	Type of Evaluation : Terminal or Ex-post Terminal Evaluation
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III. Results of Evaluation

1 Summary of Evaluation Results

(1) Relevance

1) Policies of BiH

The Project is in line with a medium-term development strategy formulated by BiH in 2004.

2) Consistency with Japan's Assistance Policies and Country Strategy of JICA

It was stated at the Ministerial Conference on Peace Consolidation and Economic Development of the Western Balkans held in Tokyo in 2004 that "Japan will actively contribute to Western Balkans peace consolidation, economic development and regional cooperation", and therefore, the Project, which contributes to the peace consolidation, highly accords with Japan's assistance policies for BiH. Priority areas of the country strategy of JICA also include peace consolidation and human security.

3) Selection of Target Group

In general, donor assistances have mainly been targeted for Bosniacs and as a consequence, a sense of unfairness has been growing among Serbs. Based on the idea that both ethnicity were equally damaged by the war, the Project has mainly targeted returnees, fatherless families and the injured people regardless of ethnicity, which has contributed to reducing the feeling of unfairness/partiality and to growing confidence among ethnic groups.

(2) Effectiveness

1) Prospects for achieving Project Purpose

Project Purpose within the target area has been mostly achieved.

Srebrenica Municipality, several MZs, nine associations and one cooperative have been conducting a wide variety of rural development activities which covers 13 different fields. After the commencement in 2008, the Project implemented field activities such as i) herb processing, ii) raspberry production, iii) improvement of a species of kidney beans, iv) livestock fodder production, v) playroom opening/management, vi) small-scale irrigation facilities and vii) livestock market opening/management. These activities are conducted by the multi-ethnic organizations and those beneficiaries including both ethnicity have increased opportunities to communicate through joining these activities.

There is no established quantitative method to evaluate the extent of "confidence". However, according to a "Beneficiary Survey for Economic Situation and Reconciliation between Two Ethnic Groups which formulated from the interview of 268 households (hereinafter referred to as Beneficiary Survey)" shows that 51 % of the beneficiaries recognize that the number of opportunities to interact with other ethnic groups have been increased by the Project. Moreover, 38.4 % of them answered that the relationships with other ethnic groups had not been improved if the Project would not have been implemented.

2) Logic between Project Purpose and Outputs

As analyzed at the time of Mid-term Review, “continuous agricultural and rural development joint activities by the targeted population (Output 1)” contributes to “confidence building between two ethnicity”, since associations and a cooperative implementing the Project activities, in principle, consist of members from both ethnicities for common purposes. In other words, project activities contribute to increase the chances to interact and communicate with other ethnic groups. Besides this, dissemination of information by Srebrenica Municipality (Output 2) can be considered partially contributed the achievement of Project Purpose when information is considered as an important resource and fairly shared for local development. In addition to the cases found by the mid-term review in 2010, the Joint Evaluation Team observed an encouraging case of a newly opened livestock market which the Municipality and a local NGO are jointly managing. Market day is widely announced through signboards and local media and the market becomes a place of interaction and communication of residents regardless of ethnicity.

(3) Efficiency

To achieve a high level of efficiency, local environment of project implementation should be readily sound and enabling. This precondition is not always available in the case of agricultural and rural development projects. This Project is implemented in a post-conflict local environment where time-consuming confidence-building among people with multi-ethnicity is sought for as a foundation of rural development and therefore, it should be rightly noted that conventional input-out analysis cannot be simply applied for assessing “efficiency”.

The Joint Evaluation Team highly appreciates the “JICA approach” that emphasizes self-reliance. The Project has never provided spoon feeding but always requested the beneficiaries to make contribution to their own development for the purpose of enhancing self-reliance and commitment. JICA experts on site play a catalytic role between/among stakeholders including multi-ethnic local population. They also emphasized the utilization of local technology and resources so as to enhance the sustainability of development activities. This “JICA approach” should be regarded as a mechanism for enhancing efficiency in terms of minimizing resources from outside.

As analysed at the time of Mid-term Review, inputs have sufficiently been utilized for conducting activities and producing Outputs. An expert, in particular, who was dispatched as an individual expert to BiH before the Project began, is assigned to the Project as its chief advisor. This contributes to the smooth commencement and implementation of the Project. In addition, equipment such as herb driers that were provided before the Project began has been continuously utilized for the activities.

(4) Impact

1) Prospects for achieving Overall Goal

Overall Goals are: 1) “The economic situation of the targeted population is improved” and 2) “Reconciliation of people in the target area is promoted”.

With regard to the Overall Goal 1), gross revenue of the beneficiaries increased from a total of EUR38,991 in 2008 to EUR 94,086 and EUR 177,449 in 2009 and 2010, respectively. The

beneficiary survey mentioned above shows that more than 65.0 % of the interviewed households considered that the Project has contributed to the improvement of their standard of living while as much as 98.5% responded that the Project contributed to the local economic development. Table 5-1 summarizes the gross income of the beneficiaries. Not only the aggregated gross income but gross income per beneficiary also increased from EUR165.2 in 2008 to EUR232.3 and EUR302.8 in 2009 and 2010, respectively. Beneficiary's income is expected to increase further when fruit trees bear fruits and livestock grows in the improved grassland.

Regarding Overall Goal 2), there is no established method to numerically/quantitatively evaluate the progress. JICA Experts, residing in the local community, pointed out that explicit conflicts between two ethnics are not observed in Srebrenica. The following events show a positive change of both ethnics consciousness.

- A water reserve tank broken at the time of war in Osat MZ was restored by the cooperation of both Serbs and Bosniacs.
- A part of Serb and Bosniac families revived their relationship which was destroyed approximately 15 years during the conflict period. They met each other through the intermediation of the Project personnel.
- The Beneficiaries Survey demonstrates that a considerable number of beneficiaries recognize that after they got involved in the Project activities, they started to socialize with other ethnicity of community residents, having more chances to interact and communicate with them. Their voices disclose that joint activities conducted by the Project make it possible for them to get closer to each other for common interests in their daily life.

On the other hand, since the political situations both internal and external of the BiH, which had not been anticipated at the designing phase of the Project, have appeared and this could be an obstacle for achieving Overall Goal of reconciliation of people.

2) Other Impacts

The following positive impacts have been observed.

- Other donors such as UNDP and USAID have been making contact with JICA for the Project-related information.
- Some people built greenhouses by themselves without any outside assistance.

Negative impacts have not been observed.

(5) Sustainability

1) Institutional Aspects

The Srebrenica Municipality has set up a new Unit named Unit for Integrated Development Administration under the direct supervision of the Mayor. The Unit is expected to enhance the capacity of local development administration. This shows that the local environment for the Project has remarkably been improved to carry out its activities. In addition, series of activities originally carried out by the Project have already become a part of the daily life of local residents, and benefits shared among them, regardless of ethnic groups, will not be abandoned. Chairpersons of associations and a cooperative supported by the Project also stated that they

would continue and enhance their activities.

2) Financial Aspect

The Joint Evaluation Team finds the important role of the Unit for Integrated Development Administration in mobilizing financial resources both internally and externally for financing local development. First step should include information collection on terms and conditions of various resources including international funds and agencies such as the Human Security Fund.

Regarding the salary of a care taker of Play Room, the Municipality has announced to shoulder the salary of one playroom care taker during the year of 2011.

3) Technical Aspects

Technologies used in the field activities of the Project are found locally and therefore, local farmers are expected to continue using the technologies. In addition, some of the associations and beneficiaries have been transferring their skills and knowledge to others.

2. Factors that promoted realization of effects

(1) Factors concerning to Planning

While assistance projects provided in this area sometimes target only one ethnicity, the Project has targeted both ethnicity and selected beneficiaries on equal basis between the ethnic groups in accordance with fair criteria.

(2) Factors concerning to the Implementation Process

- 1) Active works with Japanese experts in the fields
- 2) Clear criteria for beneficiary selection
- 3) Emphasis on self-reliance (share of expenses by beneficiaries)
- 4) A wide range of sub-projects conducted at once targeting many beneficiaries
(this factor contributed to provide chances for interaction and communication in daily life for the people)

3. Factors that impeded realization of effects

(1) Factors concerning to Planning

Not found.

(2) Factors concerning to the Implementation Process

Not found.

4. Conclusion

There have been no significant setbacks in implementation of the Project since June 2010 when mid-term review was conducted. The Project has rather shown steady progress to achieve its objectives with concerted efforts among various stakeholders. The beneficiary survey extensively conducted in November and December, 2010 presents a highly commendable level of achievements, both in terms of confidence-building and agricultural/rural development with the total number of beneficiaries increased to 4,104 as of January, 2011.

The Municipality has established a new unit, i.e., Unit for Integrated Development Administration under the direct supervision of the Mayor as announced at the time of mid-term review in 2010. The Unit is expected to play a pivotal role in all aspects of managing development, including dissemination of information related to local development in the Municipality of Srebrenica. Local environment for the Project has thus remarkably been improved to carry out its activities towards the termination scheduled in August, 2011 and even further.

From the view point of the CPPB, even though the project purpose has been well fulfilled within the original framework, it would be preferable that the Project could cover the whole areas of Srebrenica municipality by addressing the remaining 7 MZs. This is because the following situations both internal and external of the BiH, which had not been anticipated at the designing phase of the project have appeared, would make the termination of the project at this point inappropriate and irrelevant.

Firstly, it has become plausible that the “unilateral declaration of independence” of Kosovo in 2008 and the advisory opinion of International Court of Justice (ICJ) which followed and concluded the declaration “legal” ,could be politically manipulated in BiH. Secondly, the nationalistic rhetoric and “hate speech” appeared during the campaign period of the elections in 2010. Those phenomena could deteriorate the atmospheres, especially in economically fragile areas. The Project has improved the resilience of the targeted area, resulting in the reconciliation among the inhabitants, as mentioned above. These efforts would have to be extended to the untouched remaining MZs in order that those trigger factors could bring about tensions would be got rid of in advance.

With the notion mentioned above, the Joint Evaluation Team is strongly of the opinion that the Project should enhance its impact throughout the Municipality and strengthen the sustainability of the outputs with an extended period of implementation. In the long run, the Municipality and C/Ps of the Project will transfer the acquired knowledge and skills onto the neighbouring municipalities for a wider peace and confidence building in the Region as well as in the whole of BiH so as to contribute further to the stability of the country and its preparation for the European integration.

5. Recommendations

- 1) The forthcoming period of implementation should cover three agricultural seasons that is considered appropriate: (1) to make the project outputs more firmly take root in local community of the current targeted 12 MZs; and (2) to introduce and implement development activities through “JICA approach” in the Municipality including 7 MZs that have not been included in the previous target area of the Project.
- 2) In the extended period of the Project, the current C/Ps and beneficiaries including farmer organizations should actively participate in disseminating technical know-how and lessons learned and acquired through activities of the Project in the new target areas.
JICA should favorably consider the request for training in Japan for municipal C/Ps and other personnel concerned with an aim of achieving the recommendations shown above.

6. Lessons Learned

(1) Quick launching

It would take a longer time to realize reconciliation, if mutual distrust were left untouched longer. So it would be desirable to address the issue with as short preparation periods as possible by adopting flexible interpretation of methods of technical cooperation.

(2) Combination of “quick impact” and “dividend of peace”

It is quite significant to show fruits of the projects as soon as possible to acquire trust among inhabitants. But on the other hand, it would make them realize the dividend of peace if they see the totally changed rural scenery with longer-term sub-project of agriculture. The combination of those sub-projects of different nature would make the impact bigger.

(3) Dissemination of information

Even though the selection of beneficiaries has been implemented based on fair criteria, it was inevitable that distributions of support-materials became seeds of discontent among non-beneficiaries, or sometimes even among beneficiaries. Those kinds of discontents could be easily manipulated politically, as we could see in conflict-prone situations.

So it is advisable that information on the procedures including those criteria, selection process and so forth, would be widely disseminated at an appropriate timing.