

Country Name	Project for the Development of Culture-Oriented Tourism in Sigiriya
Democratic Socialist Republic of Sri Lanka	

I. Project Outline

Background	Sigiriya is one of the six UNESCO World Cultural Heritage Sites in Sri Lanka and has been attracting tourists. On the other hand, local residents received limited benefits from the tourism based on the Heritage as the length of tourists' stay was likely to be short. In such circumstance, the Japanese government had been implementing several projects in the area for construction of the Sigiriya Museum and provision of equipment to the Museum through ODA loan and grant aid. While, in order to increase the effect of these projects, capacity development of public and private tourism organizations in the field of tourism development, marketing promotion, and operation and management of the Museum was necessary.												
Objectives of the Project	<ol style="list-style-type: none"> Overall Goal: Promotion of tourism in Sigiriya and Dambulla area. Project Purpose: Synergetic enhancement ^(Note 1) of the museum activities and the tourism in the Sigiriya area. <p>(Note 1) Definition of synergetic enhancement: the operation of Sigiriya Museum and the tourism promotion activities for Dambulla–Sigiriya are executed with a close coordination.</p>												
Activities of the project	<ol style="list-style-type: none"> Project site: Sigiriya, Central Province, Main activities: <ol style="list-style-type: none"> training of staff of the museum, 2) preparation of museum operation and management plan, tourism promotion plan and marketing plan, 3) preparing of promotion materials, 4) establishment of Tourist Information Center (TIC), 5) establishment of ADSTP ^(Note 2), 6) implementation of pilot project <p>(Note 2) ADSTP: Association of Dambulla-Sigiriya Tourism Promotion. The association was formed by private-public partnership with the support of the Project and registered to the Divisional Secretariat.</p> Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Sri Lankan Side</td> </tr> <tr> <td>1) Experts: 11 persons</td> <td>1) Staff allocated: 11 persons</td> </tr> <tr> <td>2) Trainees received: 6 persons</td> <td>2) Land and facilities: Project office</td> </tr> <tr> <td>3) Equipment: Van with 15 seater, PC, software, LDC projector, digital camera, printers, laboratory equipment, etc.</td> <td>3) Cost for ADSTP meeting and new year festival</td> </tr> </table> 					Japanese Side	Sri Lankan Side	1) Experts: 11 persons	1) Staff allocated: 11 persons	2) Trainees received: 6 persons	2) Land and facilities: Project office	3) Equipment: Van with 15 seater, PC, software, LDC projector, digital camera, printers, laboratory equipment, etc.	3) Cost for ADSTP meeting and new year festival
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Ex-Ante Evaluation	2008	Project Period	July 2008 – December 2010	Project Cost	282 million yen								
Implementing Agency	Ministry of National Heritage and Cultural Affairs (MNHCA) Ministry of Economic Development (MED)												
Cooperation Agency in Japan	Kokusai Kogyo Co. Ltd., KRI International Corporation												

II. Result of the Evaluation

1 Relevance	<p>This project has been highly relevant with Sri Lankan development policy for “development of tourism sector and increase in number of foreign tourists” as set in policy documents including, the 10 Years National Development Plan (2007-2016) and the Tourism Development Strategy (2011-2016), development needs of tourism development in Sigiriya area through public-private partnerships at the time of both ex-ante evaluation and project completion. It is also consistent with Japan's Country Assistance Plan for Sri Lanka (2008) at the time of ex-ante evaluation. Therefore, relevance of this project is high.</p>
2 Effectiveness/Impact	<p>The project aimed to promote the tourism development in Dambulla–Sigiriya area with a close coordination between the operation of Sigiriya Museum and the tourism promotion activities by private-public partnership through improvement of operation and management of the Sigiriya Museum, tourism promotion and marketing, and establishment of tourism development mechanism in collaboration with public and private sectors.</p> <p>The project purpose was achieved at project completion. The number of visitors to the Sigiriya Museum during August 2009–July 2010 was 140,000, which is 78% of the target of 180,000 per year. The visitors' satisfaction with the Museum was around 90%, which fully met the target. Tourism Information Centre (TIC) at the Museum has data bases, which could provide information on accommodations, restaurants and shops, various kinds of maps, information brochures and pamphlets to the visitors. Also ADSTP and Central Cultural Fund (CCF) ^(Note 1) have jointly carried out two cultural events, traditional dance competition and a New Year festival in 2010.</p> <p>Since the project completion, the declining trend in number of visitors to the Museum has been observed. The possible reason for this is that the dispersion of tourist-destination occurred between Sigiriya and other tourist sites in the North and East of the country such as Arugampe beach and Jaffna as a result of conflict ending in year 2010. However, the number of tourists in 2013, especially number of foreign tourists, was increased.</p>

It was also observed that, around 90% of the visitors have been consistently satisfied with the Museum since project completion to the time of ex-post evaluation. The joint events such as cultural events at the Museum, traditional exhibitions, New Year festivals, Clean-up campaigns have been conducted continuously with the cooperation of ADSTP, Divisional Secretariat and CCF.

For the overall goal, it was found as achieved to some extent. The number of visitors to the Sigiriya Heritage site in 2011-2013 met the target of 600,000 per year. On the other hand, the satisfaction level of visitors to Sigiriya and Dambulla area could not be verified due to non-availability of data. The possible reasons for increase in the number of visitors to the Sigiriya Heritage site are: (i) attractive tourism promotional programs and marketing promotion activities in Dambulla-Sigiriya conducted by ADSTP and other local tourism agencies including Hoteliers etc., (ii) Infrastructure development in Sigiriya area financed by Japanese ODA loan, (iii) development of tourist facilities and infrastructure in Sigiriya area such as increase in number of hotels and guest rooms and various types of accommodations such a home staying, lodges, tree top rooms, etc., and (iv) restoration of peace and security of the country.

As for impact, it was observed that the Public and Private Partnership (PPP) model developed by the project has been explored at the Anuradhapura Museum under CCF, in which Anuradhapura regional chamber and Museum are closely working on tourism development of the area. There was no negative impact and the project did not associate with land acquisition and resettlement of people.

Therefore, effectiveness/ impact of the project is high.

(Note 1) Central Cultural Fund (CCF) is a government organization under the Ministry of National Heritage and Cultural Affairs (MNHCA), which is responsible for managing and conserving all heritage sites in Sri Lanka including operation and maintenance of the Sigiriya Museum.

Achievement of project purpose and overall goal

Aim	Indicators	Results																				
(Project purpose) Synergetic enhancement of the museum activities and the tourism in the Sigiriya area.	(Indicator 1) The number of visitors (both foreign and domestic visitors) to the Sigiriya Museum is increased to 180,000 per year.	(Project Completion) Mostly achieved • It was 140,000 visitors during August 2009-July 2010. (Ex-post evaluation) <table border="1"> <thead> <tr> <th></th> <th>2011</th> <th>2012</th> <th>2013</th> </tr> </thead> <tbody> <tr> <td>Foreign visitor</td> <td>18,868</td> <td>31,071</td> <td>39,359</td> </tr> <tr> <td>Domestic visitor</td> <td>90,828</td> <td>62,335</td> <td>80,659</td> </tr> <tr> <td>Total</td> <td>109,696</td> <td>93,406</td> <td>120,018</td> </tr> <tr> <td>Achievement against the target</td> <td>61%</td> <td>52%</td> <td>67%</td> </tr> </tbody> </table>		2011	2012	2013	Foreign visitor	18,868	31,071	39,359	Domestic visitor	90,828	62,335	80,659	Total	109,696	93,406	120,018	Achievement against the target	61%	52%	67%
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(Indicator 2) More than 70% of the visitors to the Museum are satisfied with the Museum.	(Project completion) Achieved • According to the visitors' survey, around 90% of the visitors are consistently satisfied with the Museum. (Ex-post evaluation) • According to the sample interview survey to 12 visitors to the Sigiriya Museum, all respondents (100%) rated the Museum as Excellent or Good.																					
(Indicator 3) Tourism Information Centre (TIC) at the Museum makes public available more than two kinds of information collected by ADSTP.	(Project completion) Achieved • Four data bases, many kinds of maps, information brochures and pamphlets are available at TIC. (Ex-post evaluation) Achieved • Same status as Project completion																					
(Indicator 4) ADSTP and CCF carry out joint-events more the two times in 2010.	(Project completion) Achieved • ADSTP and CCF jointly carried out two cultural events, traditional dance competition and a New Year festival. •																					
(Overall goal) Promotion of tourism in Sigiriya and Dambulla area.	(Indicator 1) The number of visitors to the Sigiriya Heritage site is increased to 600,000 per year.	(Ex-post evaluation) Achieved <table border="1"> <thead> <tr> <th></th> <th>2011</th> <th>2012</th> <th>2013</th> </tr> </thead> <tbody> <tr> <td>Total</td> <td>665,046</td> <td>546,534</td> <td>663,068</td> </tr> <tr> <td>Achievement against the target</td> <td>111%</td> <td>91%</td> <td>111%</td> </tr> </tbody> </table>		2011	2012	2013	Total	665,046	546,534	663,068	Achievement against the target	111%	91%	111%								
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(Indicator 3) ADSTP carries out tourism promotion	(Ex-post evaluation) Achieved • ADSTP has successfully managed to regularly conduct its tourism																					

activities regularly by getting fund.

promotional activities by getting stable funds such as membership fees, government subsidies and donations.

Source: Terminal Evaluation Report, Interviews with counterparts.

3 Efficiency

Both of the project cost and period were within the plan (ratio against the plan: 98% and 96%). Therefore, efficiency of the project is high.

4 Sustainability

In terms of policy aspects, there is no significant change in the tourism development policy of the government such as increase of number of tourists, human resource development, improvement of service standards, marketing and promotions, and so on.

Regarding institutional aspects, CCF Sigiriya Heritage Site Office is in overall in charge of operation and maintenance of the Museum. The Museum has 25 full time staff and one part time staff. Out of them, 11 staff are in charge of operation and maintenance (O&M) of the Museum, and it is considered the number of O&M staff is sufficient. ADSTP is in charge of planning and implementation of tourism promotion and marketing activities in Dambulla- Sigiriya area. ADSTP is a voluntary organization with the public-private partnership (PPP) established by the project, which consists of chairperson, committee members, working group, and committee/WG administration. The members of ADSTP are represented by officials of Dambulla District Secretariat and other government organizations, the guest house association, the Cultural Triangle hoteliers association, and women's union in Dambulla- Sigiriya area. The regular meetings of ADSTP are held in a monthly base. On the other hand, the responsibility of each stakeholder of ADSTP was not clearly defined at the time of its formulation. For example, ADSTP was originally located at the District Secretary (DS) office of the central government. However, benefit to DS office was negligible, whereas expenditures such as office administration cost were originally borne by the DS office. Due to this status, ADSTP office was proposed to be moved to the information center of the local government, but full time administrative staffs are not yet assigned. ADSTP functions as a secretariat for tourism promotion, such as conducting effective promotions via web, arranging tour packages or even being a local agent for travel agents where revenue could be generated. But it is not fully exploited due to this lack of full time staffs. As a result of this, revenue of ADSTP is mainly depending on member fees as mentioned below. In case, revenue would be generated, there was possibility in increasing further promotional activities in the area.

In terms of technical aspects, the regular orientation program under the OJT program is provided for trainees and new graduates employed by the Museum, but there is no regular training system to disseminate the know-hows introduced during the project period to other museums. In general, technical levels of CCF Sigiriya Heritage Site Office is sufficient in planning and organizing special lectures at the Museum Auditorium on a monthly basis, whereas temporary exhibitions, and reprinting promotional materials have been conducted as expected. Regarding ADSTP, it continues its tourism promotional activities as expected.

As for financial aspects, an appropriate O&M budget for the Museum has been secured since their main source of revenue from Heritage site ticket sales is stable and enough to cover the necessary O&M expenses of the museum as well. ADSTP's financial source depends on the membership fees, donations and government subsidy, which can cover the cost for administration works sufficiently. In 2013, ADSTP received 121,415 LKR for revenue and spent 111,350 LKR for its administration works. In case of organizing events, a special fund collection is conducted among non-members as well as voluntary contributions obtained through many parties. Thus, ADSTP does not have any financial difficulties.

From these findings, it is considered that the project has some problem in institutional and technical aspects of the implementing agencies; therefore, sustainability of the project is fair

5 Summary of the Evaluation

This project has achieved the project purpose and achieved the overall goal to some extent through improvement of operation and management of the Museum, tourism promotion and marketing, and establishment of tourism development mechanism through public and private partnership.

As for sustainability, the implementing agencies such as CCF Sigiriya Heritage Site Office and ADSTP secure the adequate budget to maintain their activities. However, some problems are observed in institutional aspects of ADSTP because there is no fulltime staff assigned to administration works of ADSTP. Also CCF Sigiriya Heritage Site Office has an issue in the technical aspect since no regular training system was established during the project period to disseminate the project know-hows to other museums in the country.

In light of above, this project is evaluated to be highly satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing agency:

For CCF:

- This project was primarily designed as a PPP model in achieving synergetic enhancement of the museum activities and local tourism activities in the Sigiriya area. This synergy was expected to be created through joint planning and implementation of tourism activities with the local associations of the region that includes cultural events, exhibitions, and tourism promotional activities as to achieve increasing visitors to the Sigiriya area. Thus, it is recommendable that, this new model is carefully studied and disseminated to other applicable CCF's museums through structured staff training, which would be conducted by the staff of Sigiriya Museum who were trained during the project period.
- CCF is recommended to continue further fund allocation for marketing of the Sigiriya Museum in order that, Museum will be recognized as a Visitor Orientation Center besides as a Museum. This is expected to create a greater understanding of the Sigiriya Heritage site among its visitors.

For Museum:

- Towards strengthening its marketing activities, it is recommendable that, Sigiriya Museum promotes its facilities & cultural activities to the local and foreign travel agents & Hoteliers by means of sending bulletins, publications etc. regularly. This is expected to increase the number of foreign visitor arrivals to Sigiriya.
- The Museum is encouraged to effectively use the CCF official website in disseminating information by frequently updating the content with CCF. Cultural information of the region can also be promoted as a whole as to create synergy between the museum and the local activities in Sigiriya.
- It is also desirable that, museum actively promotes educational and research tours to local schools, as to increase its function as a visitor orientation center in disseminating Sigiriya site information.
- Easy access to Museum by visitors is further encouraged to be improved, by developing a new access road that directly connects the museum with the visitor arrival area.

Lessons learned for JICA

- In this project, ADSTP was established with the PPP model. However, the responsibility of each stakeholder was not clear. As the result of this, there is no full time staff allocated to ADSTP office and ADSTP's function as a secretariat for tourism promotion is not fully exploited. Towards establishing new PPP models, the role of each stakeholder needs to be sufficiently defined among stakeholders, in order that all parties will be benefited through the PPP establishment. All arrangements should be conducted within the allowed provisions and roles of each institution.

(Tourists visiting the Museum)



(A project discussion at the Ministry)

