

Country Name		<b>Project for Dissemination of Improved Seeds</b>													
Burkina Faso															
<b>I. Project Outline</b>															
Background	<p>In Burkina Faso, 80% of the population inhabited in rural areas with high poverty rate of 52.3% (2003). Most rural population depended on agriculture for their livelihood but they faced difficulties to get rid of poverty due to vulnerable agricultural production against severe natural environment. The main crops in the country were millet, sorghum, maize and rice produced by traditional subsistence farming which accounted for 90% of the cultivated land. The productivity of those crops remained unstable and low due to soil degradation, climate instability and damages by pests and diseases. In order to improve such situation, the government of Burkina Faso implemented “the Seed Sector Development Project (2003-2005)” by using the counterpart fund for the 2KR aid<sup>1</sup> provided by the government of Japan. The project contributed to good quality seed production through development of seed production fields, organizing seed production farmers’ groups and introduction of public quality guarantee system. However, there were still remaining issues including technical improvement of seed production farmers, institutional improvement of seed production system, and improvement of inspection system.</p>														
Objectives of the Project	<p>Through development of manuals for production, inspection and extension based on Farmer Field School (FFS) for the improved variety seeds and trainings for the national and regional seed inspectors, the field officers of the seed production farms as well as the seed producers and the farmers in the target provinces, the project aimed at promotion of utilization of the improved variety seeds in the target provinces, thereby contributing to promotion of utilization of the improved variety seeds in Burkina Faso. The project objectives are as follows:</p>														
	<p>(Original Period)</p> <ol style="list-style-type: none"> <li>Overall Goal: Utilization of improved variety seeds is increased at the national level.</li> <li>Project Purpose: Utilization of improved variety seeds is increased in the target areas of the project.</li> </ol> <p>(Extension Period)</p> <ol style="list-style-type: none"> <li>Overall Goal: The use of improved variety seeds is increased at target provinces.</li> <li>Project Purpose: The use of improved variety seeds is increased at target villages.</li> </ol>														
Activities of the project	<ol style="list-style-type: none"> <li>Project site: <ul style="list-style-type: none"> <li>(Original Period) Oubritenga (Model Province), Houet, Soum, Boulgou, Comoé, Tapoa, Passoré and Séno</li> <li>(Extension Period) Oubritenga and Comoé</li> </ul> </li> <li>Main activities: <ul style="list-style-type: none"> <li>(Original Period) <ol style="list-style-type: none"> <li>1) Development of technical package for production of improved variety seeds and seed quality control (at field level) and seed inspection (at laboratory level), 2) Development of seed production fields, installation of necessary equipment, and establishment of demonstration farms, 3) Development of guidelines for dissemination of improved variety seeds,, and 4) Technical trainings for seed producers, field engineers ,national seed inspectors, local seed inspectors and extension officers</li> </ol> </li> <li>(Extension Period) <ol style="list-style-type: none"> <li>1) Development of technical manuals for production of improved variety rice seeds, crop disease control, 2) Trainings on production of improved variety rice seeds for regional seed inspectors, field engineers, extension officers and rice seed producers, on pathological test for national seed inspectors, 3) Development of guidelines for FFS”, and trainings and implementation of FFS</li> </ol> </li> </ul> </li> <li>Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Burkina Faso’s Side</td> </tr> <tr> <td>1) Experts: (Original) 6 persons, (Extension) 4 persons</td> <td>1) Staff allocated: (Original) 3 persons (Extension) 7 persons</td> </tr> <tr> <td>2) Trainees received: (Original) 8 person, (Extension) 2 persons</td> <td>2) Land and facilities: (Original and Extension) Office space</td> </tr> <tr> <td>3) Equipment: (Original) PCs, motorbikes, vehicles, laboratory equipment (Extension) Plant pathological equipment and generator</td> <td>3) Local cost: (Original and Extension) General expenses</td> </tr> <tr> <td>4) Third Country Training: (Original) 1 person (Extension) 2 persons</td> <td></td> </tr> </table> </li> </ol>					Japanese Side	Burkina Faso’s Side	1) Experts: (Original) 6 persons, (Extension) 4 persons	1) Staff allocated: (Original) 3 persons (Extension) 7 persons	2) Trainees received: (Original) 8 person, (Extension) 2 persons	2) Land and facilities: (Original and Extension) Office space	3) Equipment: (Original) PCs, motorbikes, vehicles, laboratory equipment (Extension) Plant pathological equipment and generator	3) Local cost: (Original and Extension) General expenses	4) Third Country Training: (Original) 1 person (Extension) 2 persons	
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Ex-Ante Evaluation	2008	Project Period	February 2008 – February 2012 (Extension Period:	Project Cost	Ex-ante Evaluation: 360 million JPY Actual:										

<sup>1</sup> 2KR aid is “Grant Aid for the Increase of Food Production”.

			February 2011 – February 2012)		325 million JPY
Implementing Agency	Ministry of Agriculture and Hydraulic (MAH: Ministère de l’Agriculture et de l’Hydraulique, at the time of project implementation) (Since October 2014, Ministry of Agriculture, Hydraulic, Hygiene, and Food Security: MARHASA)				
Cooperation Agency in Japan	Ministry of Agriculture, Forestry and Fisheries, Nagoya University, Tokyo University of Agriculture, etc.				

**<Special Perspectives to be Considered in the Ex-post Evaluation>**

[Verification of the achievement of the Project Purpose and the Overall Goal]

- Since the project was not able to achieve the Project Purpose for the original period due to the remaining issue on extension system, the project period was extended for one more year.
- For the extension period, the project focused on the activities to establish the extension system based on FFS for achieving the Project Purpose of promotion of utilization of the improved variety seeds in the target villages and the Overall Goal of promotion of the utilization of the improved variety seeds in the 2 target provinces out of the 8 original target provinces. Therefore, the Project Purpose and the Overall Goal for the extension period are considered as a part of the Project Purpose for the original period, and all the indicators for the Project Purpose for the original period as well as for the Project Purpose and the Overall Goal for the extension period were verified for the achievement of the Project Purpose of the original period.

[Verifiable indicators of the Overall Goal for the extension period]

- The indicator 1: “Implementation of FFS in more than 20 villages in the target provinces” is not to directly verify the use of improved variety seeds and is to assess continuation of extension activities in the target provinces. Therefore, the indicator 1 is verified as “continuation of the project effects”.
- The Indicator 2: The growth of the adoption rate of improved variety seeds is more than 30% in the target villages” is inconsistent with the Overall Goal of “the use of improved variety seeds is increased at the target provinces” and data was not available. In addition, the use of improved variety seeds in the target provinces of Comoé and Oubritenga is as a part of the Project Purpose for the original period. Thus, the indicator 2 was verified by the as “continuation of the project effects” as well.

[Verification of continuation of project effects]

Since the adoption rates of improved variety seeds in the target areas of the project were not collected by the project nor the Government of Burkina Faso, it was difficult to verify continuation of project effect by the adoption rate<sup>2</sup> at the time of ex-post evaluation. Therefore, the continuation of project effects were verified by the utilization volume of improved variety seeds and the number of farmers using the improved variety seeds as well as continuation of FFS activities for promotion of improved variety seeds.

**II. Result of the Evaluation**

**1 Relevance**

<Consistency with Development Policy of Burkina Faso Government at the time of ex-ante evaluation and the project completion>

The project was consistent with the Burkina Faso’s development policy focusing on “improving seed production to reduce vulnerability of agriculture productivity” as set forth in the policy documents including Priority Action Program of CSLP (Poverty Reduction Strategy Paper) (2007-2010) and Strategy Document of Rural Development for 2015.

<Consistency with Development Needs of Burkina Faso at the time of ex-ante evaluation and the project completion>

The project met the development needs of Burkina Faso as well as the farmers both at the time of ex-ante evaluation and project completion to ensure national food security through improvement of agricultural productivity by development and dissemination of improved seeds due to the sharp increase in food prices.

<Consistency with Japan’s ODA Policy for Burkina Faso at the time of ex-ante evaluation >

The project was consistent with Japan’s ODA policy to Burkina Faso prioritizing 3 areas including food assistance and assistance for poor farmers, based on the bilateral dialogue between Burkina Faso and Japan in 2007

<Evaluation Results> In this light above, relevance of this project is high.

**2 Effectiveness/Impact**

<Status of Achievement of the Project Purpose at the time of project completion>

The project purpose for the original period was not achieved. According to the Terminal Evaluation Report for the original period, the survey result in Kolokom village indicated that adoption rate of improved variety seeds by farmers in the target villages for the mini production activities by the project increased from 32.5% in 2008 to 41.5% in 2010. However, since a mechanism to promote utilization of the improve seeds was not established, it was assumed that the adoption rate for the entire target area should not have increased despite of no data collected by the project or the government of Burkina Faso. On the other hand, the Project Purpose for the extension period was achieved. The average adoption rate in the 19 target villages of Oubritenga and Comoé was 40.9% in 2011. According to the survey after FFS in 2012, more than 90% of the farmers participating in FFS were going to use improved variety seeds. The fact indicated that utilization of improved variety seeds for the following year was going to increase by more than 30%.

<Continuation Status of the Project Effects at the time of ex-post evaluation>

After the project completion, 10 out of the 11 farms rehabilitated by the project<sup>3</sup> have continuously produced improved variety seeds. The total production volume of improved variety seed by the 10 farms rehabilitated by the project was more than 1,200 tons in 2014. Also, the seed producers trained by the project continuously produced improved variety seeds: 200 seed producers for improved rice seeds and 379 seed producers for other improved variety seeds<sup>4</sup> in 2014. In addition, the production volume of improved variety seeds by the producers trained by the project increased for the period between 2012 and 2014: from 148 tons to 378 tons for improved rice seeds and from 768 tons in 2012 to 1,678 tons for the improved other variety seeds except rice. In addition, the extension activities

<sup>2</sup> “The adoption rate of improved variety seeds” is ratio of the number of farmers using improved variety seeds against the total number of farmers. The utilization rate of improved variety seeds is ratio of the land size using improved variety seeds against the total land size cultivated.

<sup>3</sup> The following 11 farms were rehabilitated by the project for production of improved variety seeds: Pobé, Diarabakoko (Benkadi), Dapelogo (Nabonswendé), Loumbila (Yaolemméné), Diapaga, Bagré, Zabré, Klbila, Bani, Oulo, Seguééré. The largest farm is Bagré with the production volume of around 1 million ton. Kolbila has not produced improved variety seed since 2012.

<sup>4</sup> The other improved variety seeds: sorghum, maize, cowpea, soy bean, peanut.

based on FFS have been sustained. Because of the National Extension and Agricultural Support Program (SNVACA), the number of villages implementing FFS increased from 0 to 58 in Oubritenga and 14 to 126 in Comoé for the period from 2012 to 2014. In 2015, FFS is planned to be implemented in 125 villages each of the provinces. Furthermore, other 41 provinces introduced the FFS activities besides Comoé and Oubritenga.

Utilization of improved variety seeds has continuously been promoted for the households in the target villages and the 8 target provinces including Oubritenga and Comoé. In the target villages in Oubritenga, 660 households in average have utilized improved variety seeds despite of volatility of the number of households using them. Around 75% of them used improved seed of other crops than rice. In the target villages of Comoé, more than 1,500 households utilized improved variety seeds. At provincial level, improved variety seeds have been utilized by more than 72,000 households in the 8 target provinces.

<Status of Achievement of the Overall Goal at the time of ex-post evaluation>

The Overall Goal for the original period has been mostly achieved. According to the General Census of Agriculture (RGA) 2012 and the General Direction of Crops Production (DGPV), the annual growth of utilization rate of improved variety seeds in Burkina Faso were 38% in 2012, 45% in 2013, and 52% in 2014. It was because the number of households using improved variety seeds in the country increased through implementation of the government programs and projects to promote improved variety seeds, including the Intensification of Agricultural Productivity (PIPA), the National Extension and Farm Advisory Support Program (PNVACA), Special Seed Operation (OSS), Upland Rice Project (PRP), Project to support the Agriculture Sector Productivity (PAPSA) and West Africa Agricultural Productivity Program (WAAPP) as well as support from the Food and Agricultural Organization (FAO) and the World Bank (WB). In addition, due to such support from the government and their partners, utilization rates of improved rice seeds and improved maize seeds are higher than the others, in particular. Also, FFS, one of the project outputs, contributed to extend utilization of improved variety seeds through implementation of FFS in other provinces than the 2 target provinces for the extension period. According to the Directorate General of Study and Sectoral Statistics (DGESS: Direction Générale des Etudes et Statistiques Sectorielles), in 2014, 9,297 tons of improved variety seeds were distributed in the country and more than 700,000 households utilized them. Despite of the great efforts by the government of Burkina Faso, there is still room for improvement of extension of improved variety seeds, such as physical accessibility of farmers to improved variety seeds, low availability of seeds, reduced quantity of the seeds distributed by the government, and high cost of the seeds for small farmers.

<Other Positive and Negative Impacts>

Utilization of improved variety seeds has positive impacts on the farmers. 13 of the 20 seed producers surveyed by the ex-post evaluation answered that the use of improved variety seeds had increased their yield of crops. Also, the farmers recognized their production increased by using improved variety seeds and the increased agricultural production contributed to improvement of their standard of living through acquisition of new farm equipment, increase in livestock, and purchase of bicycle or motorcycle. The rehabilitation of the farms by the project resulted in a land dispute among the farmers leaving the farm<sup>5</sup>. While one farmer has continued off-farm seed production, while other 21 farmers have no land for seed production. On the other hand, those 21 farmers trained by the project have continued their production and 4 of them were able to register for seed production with certificates of PDSA.

In addition, innovations at the national level, such as law enforcement and regulations to promote improved seeds, have been resulted by contribution of the project.

No negative impact on natural environment was observed.

<Evaluation Results>

Although the Project Purpose for the original period was not achieved, the Project Purpose for the extension period was achieved by the project completion. Also, the Overall Goal for the original period was been mostly achieved at the time of ex-post evaluation through continuation of FFS for promoting utilization of improved variety seeds in the country. Therefore, Effectiveness/ Impact of the project is fair.

#### Achievement of project purpose and overall goal

Aim	Indicators	Results
(Project Purpose) Original Period: Increase in utilization of improved variety seeds in the target areas of the project	The adoption rate of improved variety seeds in the target areas increased by 10%	<u>Status of achievement: Not achieved</u> (Project completion of the Original Period) - The result in target village did not bring about increases in adoption rate at provincial level. - No data at provincial level in target provinces was collected by project and the government of Burkina Faso.
Extension Period: Increase in the use of improved variety seeds at target villages.	(Indicator 1) The growth of the number of farmers adopting improved variety seeds for next cropping is more than 30% in the target villages.	<u>Status of achievement: Achieved</u> (Project Completion of the Extension Period) - Average of adoption rate of improved variety seeds in the 19 target villages was 40.9% in 2011. - According to the survey about seeding for season of 2012 after FFS, more than 90% of the farmers were going to use improved variety seeds. (Ex-post evaluation) - The total number of households using improved variety seeds in the target villages increased from 544 to 652 in Oubritenga and 1,526 to 1,676 for the period from 2012 to 2015.
	(Indicator 2) 90% of the seed producers who participate in FFS trainings acquire sufficient knowledge about improved variety seeds	<u>Status of achievement: Achieved</u> (Project Completion of the Extension Period) - All participants of FFS to be interviewed by the Terminal Evaluation Mission through meetings held at the time of site visits by the mission

<sup>5</sup> Kolbilia farm in Pasoré Province of Nord Region.

	before implementation of FFS	understood that the improved variety seeds had higher yield and less production cycle than the local variety seeds.															
(Overall goal) Original Period: Utilization of improved variety seeds is increased at the national level.	Until the year 2015, the utilization rate of improved variety seeds increased by 50% in the country.	<p><u>Status of Achievement: Mostly achieved.</u> (Ex-post Evaluation) The utilization rate increased by 304.1%% from 2011 to 2014. Note that this significant increase is due to the small amount of improved variety seeds at the beginning.</p> <p>[Annual growth of utilization rate of improved variety seeds in Burkina Faso]</p> <table border="1"> <thead> <tr> <th>2012</th> <th>2013</th> <th>2014</th> <th>2015 (Plan)</th> </tr> </thead> <tbody> <tr> <td>38%</td> <td>45%</td> <td>52%</td> <td>--</td> </tr> </tbody> </table>	2012	2013	2014	2015 (Plan)	38%	45%	52%	--							
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38%	45%	52%	--														
Extension Period: The use of improved variety seeds is increased at target provinces.	<p>(Indicator 1) Implementation of Farmer Field School about improved variety seeds in more than 20 villages in the provinces with intervention by the project by 2015</p> <p>(Indicator 2) The growth of adoption rate of improved variety seeds is more and 30% in the target villages</p>	<p><u>Status of achievement: Continued (Verified as the continuation of the project effects)</u> (Ex-post Evaluation) [No. of villages with implementation of FFS in the 2 target provinces]</p> <table border="1"> <thead> <tr> <th>Province</th> <th>2012</th> <th>2013</th> <th>2014</th> <th>2015 (Plan)</th> </tr> </thead> <tbody> <tr> <td>Oubritenga</td> <td>0</td> <td>11</td> <td>58</td> <td>125</td> </tr> <tr> <td>Comoé</td> <td>14</td> <td>30</td> <td>126</td> <td>125</td> </tr> </tbody> </table> <p><u>Status of achievement: Continued. (Verified as the continuation of the project effects)</u> (Ex-post Evaluation) In the target villages, 660 households in average in Oubritenga and more than 1,500 households in Comoé have utilized the improved variety seeds.</p>	Province	2012	2013	2014	2015 (Plan)	Oubritenga	0	11	58	125	Comoé	14	30	126	125
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Source: Terminal Evaluation Reports for the original period and the extension period, RGA 2012, data provided by DGPV and DGESS

### 3 Efficiency

Although the project cost was within the plan (ratio against the plan: 90%), the project period exceeded the plan (ratio against the plan: 125%)<sup>6</sup> since the extension system to disseminate the improved variety seeds was not established within the original project period.. Therefore, efficiency of this project is fair.

### 4 Sustainability

#### <Policy Aspects>

Promotion of utilization of improved variety seeds has been endorsed by the following government policies of Burkina Faso. In addition to the Law regulating seeds in the country adopted in 2006, the Special Operation Seeds (OSS) has been implemented since 2010 and the Economic Community of West Africa States (ECOWAS) legislation was released in 2014. It shows a roadmap for the control of seed quality for all the member countries and requires general implementation mechanism to regulate distribution of agricultural inputs, including the seed. Also, through the government programs, such as SNVACA, the National Program for the Rural Sector (PNRSR), the Strengthening Agriculture Mechanization Program (PRMA), and the Intensification Project Agricultural Productivity (PIPA), utilization of improved variety seeds has been promoted. In addition, the National Program for Extension and Farm Advisory Support (PNVACA)<sup>7</sup> has extended FFS to all national level which contributes to dissemination of improved variety seeds.

#### <Institutional Aspects>

For the extension system, FFS has continuously been functioning to promote utilization of improved variety seeds and extended the activities in the country under the SNVACA and PNVACA. There are 302 extension officers in total deployed for the 8 target provinces. However, the number of extension officers is not sufficient to cover the extension activities in the provinces due to the high vacancy rate for the position. In fact, the extension officers trained by the project were transferred to other villages and the FFS activities in the target villages of the project were not able to be continued without the skilled extension officers. The pathology and seed inspection system has been functioning. There are 15 national seed inspectors and 19 regional seed inspectors but the numbers of them are not sufficient to conduct seed inspection at laboratory and at field despite of arrangement by DGPV to increase the number of seed inspectors and seed auxiliaries controlling seed quality at the provincial level. Due to the lack of specific training on seed quality management, the number of seed inspectors has been decreased. In terms of seed production, the Institute of Environment and Agriculture Research (INERA) has sustained their role and responsibility. They have continuously been produced and supplied the sufficient volume of breeder's seeds (R1) of improved variety seeds to the seed producers. There are 286 staff in total in INERA, including masters of research, research staff, engineers and technicians. The database of improved variety seeds developed by the project has been utilized for estimation of demands of breeder's seeds by the seed producers and improved variety seeds by the farmers since it is only reliable database which is available in the country.

#### <Technical Aspects>

The extension officers trained by the project as "FFS facilitator" have sustained their skills and knowledge about the FFS activities as DGPV has continuously delivered trainings for the extension officers to conduct FFS tools. They have continuously been engaged in the extension activities based on FFS despite that some of them have been transferred to other villages. The seed inspectors trained by the project have been continuously engaged in seed quality control activities using the facilities and equipment provided by the project and continuously utilized the manuals developed by the project for their daily activities. They have training opportunities to keep their skills and knowledge, such as short-term recycling training system (1-2 weeks) but the budget is not sufficient to train all the inspectors. Because of the trainings by the national and regional inspectors, the seed producers have also kept their skills and knowledge for seed production. The manuals and guides developed by the project for FFS, seed quality control and seed production, which have been updated according to

<sup>6</sup> Although the total extension period was 12 months from February 2011 to February 2012, the Japanese experts left from the project activities for 3 months from April to June in 2011 due to the political instability in Burkina Faso

<sup>7</sup> The first phase is 2011-2015 and the second phase is 2013-2020

the laws and regulations, have been utilized. While the farmers trained by the project have sustained the skills and knowledge about utilization of improved variety seeds and the farmers have been trained by FFS, the manuals and guides by the project have not been utilized because they were damaged.

<Financial Aspects>

The budget for promotion of improved variety seeds allocated by Ministry of Agriculture, Water Resource, Sanitation and Food Security (MAHRHASA: Ministère de l'Agriculture, des Ressources Hydrauliques, de l'Assainissement de la Sécurité Alimentaire) has changed year by year. After increasing from 7,443 million FCFA in 2012 to 12,063 million FCFA in 2013 and 11,917 million FCFA in 2014, the budget for promotion of improved variety seeds decreased to 7,751 million FCFA in 2015 due to the political situation in the country. On the other hand, the budgets for promotion of improved variety seeds allocated by the DGPV of Ouhritenga and Comoé have sustained the same amount of 5,701 million FCFA for the period from 2012 to 2015. While the seed production become commercial activities due to the high price of seeds and the seed producer can be affordable to cover necessary cost of seed production, including purchase of breeder's seeds, fertilizers and equipment, the farmers cannot afford necessary costs for utilization of improved variety seeds, including purchase of improved variety seeds, fertilizers and equipment because of high prices of those goods and equipment. Therefore, the seed distribution has been heavily subsidized by the government of Burkina Faso: 1,000 CFA for 15 kg of rice and 15kg of maize.

<Evaluation Results>

Some problems have been observed in the institutional and financial aspects. Therefore, sustainability of the project is fair.

5 Summary of the Evaluation

This project achieved the Project Purpose for the extension period and the Overall Goal for both of the original and extension periods despite that the Project Purpose for the original period was not achieved. On the other hand, the improved variety seeds have been promoted in the target villages through FFS and the adoption of the improved variety seeds increased yield of crops there. Also, the law enforcement and regulations to promote the improved seeds have been brought about by the project effects. As for sustainability, the number of seed inspectors has not been sufficient to cover all the provinces and the budget for promotion of the improved variety seeds decreased in 2015. As for efficiency, the project period was exceeded that plan because of the additional activities needed to disseminate the improved variety seeds through FFS.

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

### III. Recommendations & Lessons Learned

Recommendations for DGPV:

- For effective extension system, DGPV needs to incorporate the core activities FFS (practice of technique by farmers and monitoring) into the general agricultural extension services.

Lessons Learned for JICA:

- The project provided necessary facilities and equipment for seed inspection and developed the manuals for seed inspection in order to adequately control quality of the improved variety seeds. Since the effective guidelines and suitable equipment are inevitable under the Seed Law and seed rules, the project contributed to enhancement of essential infrastructure for quality control of the improved variety seeds through the provision of inspection facilities and equipment and technical manuals. In addition, adequate facilities and equipment with adequate manuals ensure sustainability of seed inspection activities through utilization of them by the seed inspectors even after the project completion.



(Improved variety of rice)



(Rice field utilizing improved variety seeds)