

Country Name	Urban Transport System Development Project for Colombo Metropolitan Region and Suburbs
Democratic Socialist Republic of Sri Lanka	

I. Project Outline

Background	The transport demand had increased remarkably at the time of ex-ante evaluation in the Colombo Metropolitan Area (CMA), which consists of the Colombo Municipal Council (CMC) and the adjacent area. Due to the increase in traffic demand, the speed of vehicles on roads had declined, resulting in higher vehicle operating costs for vehicle owners and environmental deterioration on the entire community. These impacts negatively affected not merely the economic development in the CMA, but also that of the country because roughly half of the country's economic activities were concentrated in this area. In addition, the nation's largest international seaport and airport were located within the area. The CMA, therefore, required improvement and development of the transport system to tackle the increasing transport demand.								
Objectives of the Project	This project aims to formulate the comprehensive Urban Transport Master Plan (target year: 2035) and conduct a pre-feasibility study on the prioritized projects in the CMA, thereby contributing to reduction of traffic congestions and development of transport networks in the CMA.								
	1. Expected Goals through the proposed plan ¹ : Reduction of traffic congestions and development of transport networks based on the Master Plan in the CMA								
Activities of the Project	<p>1. Project Site: The Colombo Metropolitan Area (CMA)</p> <p>2. Main Activities: (1) Review existing laws, policies, plans, projects and statistical data, conduct fact-finding surveys and develop an urban transport database; (2) Formulate the comprehensive Urban Transport Master Plan for the CMA, prepare project plans and a short term action plan and select prioritized projects; and (3) Conduct a pre-feasibility study on the prioritized projects (a monorail, a multi-modal transport hub (MmTH), a multi-modal center (MMC) and park and ride (P&R) facilities) and (additional output) a feasibility study on the prioritized projects etc.</p> <p>3. Inputs (to carry out above activities)</p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Sri Lankan Side</td> </tr> <tr> <td>1) Mission members: 43 persons</td> <td>1. Staff Allocated: 13 persons</td> </tr> <tr> <td>2) Trainees Received: 13 persons</td> <td></td> </tr> </table>			Japanese Side	Sri Lankan Side	1) Mission members: 43 persons	1. Staff Allocated: 13 persons	2) Trainees Received: 13 persons	
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Project Period	August 2012 – January 2015 (Extension Period: June 2014 – January 2015)	Project Cost	(ex-ante) 398 million yen, (actual) 713 million yen						
Implementing Agency	Ministry of Transport (MOT)								
Cooperation Agency in Japan	Oriental Consultants Co., Ltd.								

II. Result of the Evaluation

<Special Perspectives Considered in the Ex-Post Evaluation>

- [How to evaluate the Expected Utilization of Proposed Plan at the time of ex-post evaluation] Regarding the Indicator 2 (The proposed prioritized projects are implemented.), the Urban Transport Master Plan formulated under the project (CoMTrans Urban Transport Master Plan) classified the proposed projects into the short term (target year: 2020), intermediate term (target year: 2025), and long term (target year: 2035). As the year of ex-post evaluation was 2019, the achievement level of the indicator was evaluated based on to what extent the proposed projects for the short term (by 2020) were implemented by the time of ex-post evaluation.

1 Relevance
<p><Consistency with the Development Policy of Sri Lanka at the Time of Ex-Ante Evaluation and Project Completion></p> <p>The project was consistent with Sri Lanka's development policy such as "improvement of the public transport system" as set forth in "Mahinda Chintana 2010" and "Vision 2025" at the times of both ex-ante evaluation and project completion.</p> <p><Consistency with the Development Needs of Sri Lanka at the Time of Ex-Ante Evaluation and Project Completion></p> <p>The project was consistent with Sri Lanka's development needs for improvement and development of the transport system to tackle the increasing transport demand in the CMA, at the times of both ex-ante evaluation and project completion.</p> <p><Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation></p> <p>The project was consistent with Japan's ODA policy as stated in the "Country Assistance Program for Sri Lanka" (2004), which included the "improvement of transportation and telecommunications grids" under the "improvement of economic infrastructure".</p> <p><Evaluation Result></p> <p>In light of the above, the relevance of the project is high.</p>
2 Effectiveness/Impact

¹ The degree of achievement of expected goals is not to be assessed in principle at the time of ex-post evaluation, since it is defined as the medium-to-long-term goals which will be attained as a result of crystallizing the proposed plan ("output" of the project).

<Status of Achievement for the Objectives at the time of Project Completion>

The objectives were partially achieved by the time of project completion. The CoMTrans Urban Transport Master Plan was formulated and the final report was submitted to MOT. However, MOT did not fully accept the contents of the report and assigned the University of Moratuwa (UoM) to review it. The review concluded that the optimum solution should be based on a more public transport intensive scenario. Accordingly, all the public transport development, road widening/development required only for improvement of public transport (such as bus rapid transit (BRT) and bus priority lanes), and development of the port access road (from the new Kelani Bridge to the Colombo Port) required for freight connectivity, which were proposed in the Master Plan, were accepted. However, proposals for development of new roads/urban highways largely for private vehicles were evaluated not to be in line with the public transport intensive scenario and not accepted by MOT (Indicator 1). The pre-feasibility study on the prioritized projects (the monorail, MmTH, MMC and P&R) was conducted, and in addition, based on the amendment to the contract with the Japanese experts, the feasibility study on the prioritized projects was also conducted (Indicator 2).

<Utilization Status of the Proposed Plan at the time of Ex-post Evaluation>

The CoMTrans Urban Transport Master Plan after the revision by UoM was approved by MOT and National Planning Department (NPD). However, it was not approved/authorized as CMA's plan. In order for the Master Plan to be approved as CMA's plan, it also needed to be approved by the Cabinet, which was not materialized, partially because the purview over different transport modes/infrastructure is divided among several ministries, and a consensus could not be reached within the Sri Lankan government. Nonetheless, many projects listed in the CoMTrans Urban Transport Master Plan have been prioritized in separate plans made by various transport related entities in spite of the change of the government after the President election in 2015, based on data collected and analyzed in formulating the Master Plan (Indicator 1). Among the proposed projects for the short term (by 2020) (18 sub projects in total), 78% (14 sub projects) has been in preparation and implementation stages by the time of ex-post evaluation. In addition, among the proposed projects for the intermediate (by 2025) and long (by 2035) terms (25 sub projects in total), 40% (10 sub projects) has been in preparation and implementation stages by the time of ex-post evaluation. Among them, regarding the project for establishing the monorail transport system, the mode has been changed to Light Rail Transit (LRT) and the project is currently implemented by Japan's ODA loan² (Indicator 2). While it was proposed in the Master Plan to establish an efficient and strategic policy-setting body that coordinates and governs all the components of urban transport, such institutional arrangements were proposed without sufficient discussion between MOT and the Japanese experts and the proposal lacked sufficient assessment of practical aspects such as necessary legislation changes. Thus, the proposed institutional arrangements were not materialized. However, MOT agrees with the proposal that there is a need for a high-level decision-making mechanism for urban transport. The Parliament Sectoral Oversight Committee (SOC) on Transport and Communication is in existence at the time of ex-post evaluation, and MOT heads the expert working committee assisting the SOC. Amendments to the National Transport Policy are under preparation through this mechanism and expected to be finalized within 2019. MOT considers to add the authority to approve and supervise transport master plans into the purview of this mechanism in future (Indicator 3).

<Other Impacts at the time of Ex-post Evaluation>

No negative impact on natural environment has been observed, and neither land acquisition nor resettlement has occurred under the project.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is fair.

Status of Achievement of Utilization Status of the Proposed Plan and Expected Goals through the Proposed Plan

Aim	Indicators	Results
Formulate the comprehensive Urban Transport Master Plan (target year: 2035) and conduct a pre-feasibility study on the prioritized projects in the CMA	1. The comprehensive Urban Transport Master Plan (target year: 2035) is formulated.	Status of the Achievement: partially achieved (Project Completion) The CoMTrans Urban Transport Master Plan was formulated, however, it was not fully accepted by MOT.
	2. A pre-feasibility study on the prioritized projects is conducted.	Status of the Achievement: achieved (Project Completion) Both the pre-feasibility study and the feasibility study on the prioritized projects was conducted.
(Utilization Status of the Proposed Plan) The comprehensive Urban Transport Master Plan (target year: 2035) and the selected prioritized projects are approved as the development plan of transport sector related organizations (such as MOT) in the CMA.	1. The comprehensive Urban Transport Master Plan (target year: 2035) is approved as CMA's plan.	(Ex-post Evaluation) partially achieved The CoMTrans Urban Transport Master Plan after the revision by UoM was approved by MOT and NPD. However, it was not approved/authorized as CMA's plan. Nonetheless, many projects listed in the Master Plan have been prioritized in separate plans made by transport related entities.
	2. The proposed prioritized projects are implemented.	(Ex-post Evaluation) achieved Among the listed projects for the short term (by 2020) (18 sub projects in total), 78% (14 sub projects) is in preparation and implementation stages at the time of ex-post evaluation. In addition, among the listed projects for the intermediate (by 2025) and long (by 2035) terms (25 sub projects in total), 40% (10 sub projects) is in preparation and implementation stages at the time of ex-post evaluation.
	3. Institutional arrangements for improving the transport sector in the CMA are secured in accordance with recommendations made in the Master Plan.	(Ex-post Evaluation) not achieved Institutional arrangements proposed in the CoMTrans Urban Transport Master Plan were not materialized. However, MOT has a future plan to let the SOC with the expert working committee regulate and supervise all the transport sector projects.

Source: The CoMTrans Urban Transport Master Plan Final Report, questionnaire survey and interview with MOT

3 Efficiency

² The Project for Establishment of Light Rail Transit System in Colombo (I) (2019-2027)

The project cost and the project period exceeded the plan (ratio against plan: 179%, 130%, respectively). However, among the total project cost (713 million yen), 205 million yen was used for the increase of outputs (the feasibility study on the monorail, MmTH, MMC and P&R), and the extension of the project period (eight months) is also due to the increase of outputs. Considering the increase of outputs, the project cost and project period ratios against plan are 128% and 100%, respectively. Therefore, the efficiency of the project is fair.

4 Sustainability

<Policy Aspect>

Needs for improvement and development of the public transport system are stated in “Vision 2025”, the “National Transport Policy” (expected to be finalized within 2019) and the “Western Region Megapolis Transport Master Plan 2016” (target year: 2035). However, as the CoMTrans Urban Transport Master Plan was not approved/authorized as CMA’s plan, it cannot be said that there is the fully established support from the Sri Lankan government’s policy for sustaining the project effects.

<Institutional Aspect>

The transport sector in Sri Lanka is segregated among several ministries. Railways and state-owned buses only are under MOT’s purview. LRT, some bus improvement projects and MMCs are under the purview of the Ministry of Megapolis and Western Development, while road improvement is under the purview of the Ministry of Highways. MOT does not have a legal authority to instruct, intervene or monitor transport related projects implemented by other ministries. The CoMTrans Urban Transport Master Plan includes many activities which are outside MOT’s purview. Thus, as stated above, MOT has a future plan to let the SOC with the expert working committee regulate and supervise all the transport sector projects, though it will be politically challenging and may take time. In the Planning Department of MOT, there are one Additional Secretary³, two directors, four assistant directors and ten supporting staff. The number of staff is not sufficient to handle all the projects and tasks proposed in the CoMTrans Urban Transport Master Plan (though sufficient to manage projects and tasks that MOT manages at the time of ex-post evaluation).

<Technical Aspect>

All the professional staff in the Planning Department of MOT participated in the activities conducted under the project and/or in trainings on transport planning conducted by JICA’s Knowledge Co-Creation Program. The skill level of staff in MOT is sufficient to manage projects and tasks that MOT manages at the time of ex-post evaluation, however, they would require higher level of skills to handle all the projects and tasks proposed in the CoMTrans Urban Transport Master Plan. MOT plans to establish the Research and Development unit, which conducts necessary data collection and analyses to support the Planning Department in future.

<Financial Aspect>

The government budget allocated for the overall capital expenditure in MOT was 22,038 million LKR in 2017, 27,854 million LKR in 2018, and 36,261 million LKR in 2019. MOT has a sufficient amount of budget to implement highly prioritized projects proposed in the CoMTrans Urban Transport Master Plan which are within its purview, however, its budget amount is not sufficient to cover all the projects and tasks proposed in the Master Plan.

<Evaluation Result>

In light of the above, some problems have been observed in terms of the policy, institutional, technical and financial aspects of the implementing agency. Therefore, the sustainability of the effects through the project is fair.

5 Summary of the Evaluation

Through the project, the objectives were partially achieved by the time of project completion, as the CoMTrans Urban Transport Master Plan was not fully accepted by MOT. At the time of ex-post evaluation, approximately 80% of the proposed projects for the short term was in preparation and implementation stages, while the proposed institutional arrangements were not materialized. Regarding the sustainability, some problems were observed such as the insufficient number of staff, technical skills and government budget. Regarding the efficiency, the project cost exceeded the plan.

Considering all of the above points, this project is evaluated to be partially satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

- As stated above, MOT has a future plan to let the SOC with the expert working committee regulate and supervise all the transport sector projects. As most public transport modes are related to MOT, it may be the most appropriate for MOT to establish a high-level decision-making mechanism which has the authority over all the public transport systems. The established unit (mechanism) could then review existing plans, update a master plan and regulate related agencies so that they do not deviate from the master plan. In order for such a mechanism to effectively function, capacity development of the relevant staff is crucial, and a permanent R&D unit which could support with data and analysis would assist efficient decision-making.

Lessons Learned for JICA:

- MOT expected more detailed studies and surveys under the project, however, Japanese experts could not fulfil their requirements (generally, the experts were not able to provide sufficient or convincing justifications/data for some of the key decisions in the Master Plan: one of the examples is that, as stated above, institutional arrangements were proposed without sufficient discussion between MOT and the experts and the proposal lacked sufficient assessment of practical aspects such as necessary legislation changes. Another example is that, more detailed studies would have been needed to justify whether a transport mode proposed in the Master Plan such as a monorail was suitable in Sri Lanka.). Experts’ capacity in presentation in English was also insufficient, and they largely relied on their experiences from other countries and did not give sufficient attention to specific country requirements and contexts in Sri Lanka. Thus, Japanese experts’ TOR including language requirements and necessary knowledge and experiences in the country should be stated in bidding documents as detailed as possible and agreed with project counterparts in advance.
- In future projects, it should be confirmed in advance whether an implementing agency has a legal authority over all the transportation related projects and prepare countermeasures in case the implementing agency does not have the authority.

³ In Sri Lanka, there is a Secretary in each ministry, and there are several Additional Secretaries in departments under the Secretary.

