

Country Name	<b>The Project for Confidence-Building in Srebrenica on Agricultural and Rural Enterprise Development</b>		
Bosnia and Herzegovina			

**I. Project Outline**

Background	Srebrenica Municipality was one of the most seriously devastated areas during the conflict in Bosnia and Herzegovina (BiH) in the early 1990s. Since the population in 2006 remained only 27% of that of the pre-war period, and citizens were deprived of means of living even after returning, there was a strong need to restore socio-economic foundation of the municipality. JICA dispatched a long-term expert under “Community Development Project in the Srebrenica Municipality (2006-2008)”, and identified the effectiveness of agricultural development for ethnic reconciliation as well as for economic recovery.												
Objectives of the Project	<p>Through conducting agricultural and rural development activities for both ethnicities in Srebrenica Municipality, the project aimed to build living capacity and confidence among the targeted population, thereby improving their economic situation and promoting reconciliation among people.</p> <ol style="list-style-type: none"> <li>Overall Goal: <ol style="list-style-type: none"> <li>The economic situation of the targeted population is improved.</li> <li>Reconciliation of people in the target area is promoted.</li> </ol> </li> <li>Project Purpose: <p>Confidence among the targeted population is built through strengthening the capacity to manage agricultural and rural development joint activities.</p> </li> </ol>												
Activities of the Project	<ol style="list-style-type: none"> <li>Project sites: All the 19 MZs<sup>1</sup> in Srebrenica Municipality (12 MZs were originally targeted, and the project period was extended to include the remaining seven MZs for ensuring regional equity.)</li> <li>Main Activities: i) Agricultural and rural development activities for residents of both ethnicities; and ii) Information dissemination about agricultural and rural development for re-building co-existent society.</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%;">BiH Side</td> </tr> <tr> <td>1) Experts: 5 persons</td> <td>1) Staff Allocated: 5 persons</td> </tr> <tr> <td>2) Trainees Received: 15 persons</td> <td>2) Office space</td> </tr> <tr> <td>3) Equipment: Agricultural machinery/equipment (tractors, a packing machine, green houses, etc.) and office equipment</td> <td>3) Local expenses</td> </tr> <tr> <td>4) Local expenses</td> <td></td> </tr> </table> </li> </ol>			Japanese Side	BiH Side	1) Experts: 5 persons	1) Staff Allocated: 5 persons	2) Trainees Received: 15 persons	2) Office space	3) Equipment: Agricultural machinery/equipment (tractors, a packing machine, green houses, etc.) and office equipment	3) Local expenses	4) Local expenses	
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Project Period	September 2008-November 2013 (Extended period: September 2011-November 2013)	Project Cost	(ex-ante) 327million yen, (actual) 433 million yen										
Implementing Agency	Srebrenica Municipality												
Cooperation Agency in Japan	-												

**II. Result of the Evaluation**

## &lt;Constraints on Evaluation&gt;

- Due to Coronavirus Disease (COVID)-19 pandemic, the evaluation judgment was made by analyzing information obtained through a questionnaire survey to Srebrenica Municipality and a telephone interview with a municipal official engaged in the project. Neither face-to-face interviews nor site visits were conducted. Under the project, 11 NGOs were directly involved, but planned interviews with a few could not be conducted either.

## &lt;Special Perspectives Considered in the Ex-Post Evaluation &gt;

- The subsequent project, namely “The Project for Confidence-building through Rural Development (2014-2017)”, was conducted in Srebrenica Municipality and the two neighboring municipalities. Accordingly, the ex-post evaluation of this project (hereinafter referred to as “the Project”), originally planned in three years after project completion (i.e. in 2016), was extended to 2020. This ex-post evaluation hence includes the effects of the subsequent project in the aspects of i) continuation of Project Effects, ii) achievement of the Overall Goal, and iii) the Sustainability.
- Indicator 1 of the Overall Goal (An increase in income and the number of income sources of targeted population) was not able to be surveyed under the ex-post evaluation, or available in the existing statistics. Accordingly, related statistics available as well as observation by the municipality were analyzed as Supplementary Information.

**1 Relevance**

## &lt;Consistency with the Development Policy of Bosnia and Herzegovina at the Time of Ex-Ante Evaluation&gt;

The Project was consistent with “Medium Term Development Strategy of BiH” issued in April 2004, which targeted poverty reduction as one of its goals.

## &lt;Consistency with the Development Needs of Bosnia and Herzegovina at the Time of Ex-Ante Evaluation&gt;

The Project was consistent with development needs of restoring socio-economic foundation in Srebrenica Municipality, one of the most seriously devastated areas in BiH due to the conflict.

## &lt;Consistency with Japan’s ODA Policy at the Time of Ex-Ante Evaluation&gt;

The Project was consistent with the basic policy of Japanese ODA for BiH. The Government of Japan (GOJ) hosted “Ministerial

<sup>1</sup> MZ is the acronym of Mjesna Zajednica (Local Community) which is an administrative unit under a municipality.

Conference on Peace Consolidation and Economic Development of the Western Balkans in Tokyo 2004”, and stated that GOJ would contribute to the Western Balkans on peace consolidation, economic development, and regional cooperation<sup>2</sup>.

<Evaluation Result>

In light of the above, the relevance of the Project is high.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the time of Project Completion>

The Project achieved the Project Purpose at the time of project completion. Aside from Srebrenica Municipality, whose capacity was still at the recovery stage, beneficiary selection and delivery of the Project were done mainly by 11 NGOs and several MZs. Twenty-five (25) agricultural and rural activities were implemented under the Project. Out of the 25 activities, 15 had been already conducted on a small scale, for 850 households, under the JICA's Expert's assistance, i.e. “Community Development Project in the Srebrenica Municipality (2006-2008)”, and 10 activities were added under the Project (2008-2013). The number of beneficiaries under the Project was 6,703 households: 3,875 during the original period, and 2,828 during the extended period. The cumulative 7,553 beneficiary households (2006-2013) consisted of 3,669 Serbs and 3,884 Bosniaks. Thus, “the number of agricultural and rural development joint activities by the population (Indicator)” increased for both ethnicities. It is remarkable that the terminal evaluation survey of the Project (October-November 2013) revealed the drastic increase in income of the project beneficiaries<sup>3</sup>.

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The Project Effects have been partially continued till the ex-post evaluation. Out of the 25 activities under the Project, 14 are still being conducted in Srebrenica Municipality. Among them, 10 activities further assisted/strengthened by the subsequent project (2014-2017) are all continued. It is notable that joint activities by different ethnicities, such as i) operation of kindergartens, ii) sharing water sources for irrigation, and iii) sharing collection points of raspberry and milk, etc., are still being continued. On the other hand, the reason for not continuing the remaining 11 activities is not clear, which could be partially attributed to the fact that they were directly conducted by NGOs who do not work with the municipality any more, whereas the municipality played a pivotal role in the subsequent project<sup>4</sup>.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal has been achieved. “An increase in income and the number of income sources of targeted population” (Indicator 1) was not able to be surveyed again at the time of ex-post evaluation, and such data are not available in the existing statistics. As Supplementary Information, however, the statistics of the municipality show a tendency of growth and diversification of the employment sector (including increase in the number of agricultural business entities). In addition, municipality officials observe that agricultural production has been increased and diversified, and thus income and its sources of farmers have been increased. Regarding Indicator 2, the municipality is certain that reconciliation of people has been promoted by the two projects. The change in people's consciousness can be confirmed from the fact that joint activities, such as mentioned above, are still being continued.

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

The Project was a big challenge in terms of aiming for building confidence among ethnicities who were against each other during the conflict in BiH. Through “joint implementation” of agricultural activities, such aim was realized. According to a municipality official engaged in the Project, grassland recovery was one of the most effective activities to bring both ethnicities together. They jointly sowed abandoned meadows, and, through recovery of grassland, they shared a sense of recovery from the conflict. Despite of such challenging and sensitive project, no negative impact was observed at the time of ex-post evaluation.

<Evaluation Result>

Therefore, the effectiveness/impact of the Project is high.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results				
(Project Purpose) Confidence among the targeted population is built through strengthening the capacity to manage agricultural and rural development joint activities.	The number of agricultural and rural development joint activities by the population is increased.	Status of the Achievement: achieved (partially continued) (Project Completion) / (Ex-post Evaluation) Out of the 25 activities under the Project, 14 are still being conducted.				
		Types of Activities Conducted in Different Phases (Indicated by “X”)				
			Under the Expert's Assistance (2006-2008)	Under the Project (2008-2013)	Under Subsequent Project (2014-2017)	Ex-Post Evaluation (2020)
		1. Strawberry	X	X		
		2. Greenhouse production	X	X	X	X
		3. Providing vinyl for green house	X	X		X
		4. Fruits planting (apple, pear, plum)	X	X	X	X
		5. Raspberry		X	X	X
		6. Blueberry		X		
		7. Grassland recovery	X	X	X	X
		8. Irrigation <sup>(Note)</sup>		X	X	X
9. Rosehip	X	X				
10. Beekeeping	X	X	X	X		

<sup>2</sup> Source: Ministry of Foreign Affairs, “ODA Country Data Book in 2008”

<sup>3</sup> The survey was conducted for 268 sample beneficiaries in the originally targeted 12 MZs, and for 96 samples in the additional seven MZs. Regarding the 12 MZs, it was found that the ratio of beneficiary households with higher income (more than 6,000 convertible mark (KM)/year) had drastically increased from 2% (2008) to 54% (2013), while that with lower income (less than 1,000 KM/ year) had decreased from 48% (2008) to 2% (2013). The similar tendency was observed in the additional seven MZs. The households with annual income of more than 6,000 KM increased from 29% (2011) to 53% (2013), while that of less than 1,000 KM decreased from 12% (2011) to 0% (2013).

<sup>4</sup> The Project focused to assist organizations (NGOs and MZs) consisting of both ethnicities, which enabled communication and equity among beneficiaries. However, NGOs are often project-based and their sustainability (including relationship with local government) tends to be limited. On the other hand, the subsequent project focused on strengthening municipal capacities to ensure sustainability of Project Effects.

11. Chestnut	X	X		
12. Japanese acacia	X	X		
13. Hazelnut	X	X		
14. Kindergarten		X		X
15. Sheep		X	X	X
16. Herb		X		
17. Kidney beans		X		
18. Potato	X	X		X
19. Sharing agro-machinery	X	X		
20. Pruning	X	X		
21. Mushroom	X	X		
22. Livestock market		X		
23. Livestock fodder		X		
24. Fruit liquor production	X	X		X
25. Vegetable seedlings		X	X	X
26. Blackberry			X	X
27. Dairy cow			X	X
No. of Types of Activities	15	25	10	14

(Note) Irrigation (No.8 in the table) is categorized under “infrastructure development” in the subsequent project.

<p>(Overall Goal)</p> <p>1. The economic situation of the targeted population is improved.</p> <p>2. Reconciliation of people in the target area is promoted.</p>	<p>1. The income and the number of income sources of targeted population are increased.</p> <p>2. The consciousness of the target population of the Project.</p>	<p>(Ex-post Evaluation) partially achieved</p> <p>It is judged as “partially achieved”, from the aspect that the exact data of “Income” and “the number of income sources” are not available. As Supplementary Information, however, the following table shows a tendency of growth and diversification of the employment sector, as well as increase in fruit production. (It should be noted that increase in the average gross wages in Srebrenica is larger than that of the Republic of Srpska (RS)<sup>5</sup> as a whole.) On the other hand, considering that farmers are mostly self-employed, the table does not capture the whole picture. In this regard, municipality officials observe that agricultural production has been increased and diversified, and thus income and its sources of farmers have been increased.</p> <p style="text-align: center;">Statistics of Srebrenica Municipality in the Employment Sector and Fruit Production</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: center;">Indicators (Unit)</th> <th style="text-align: center;">2014 (following year of project completion)</th> <th style="text-align: center;">2016 (three years after project completion)</th> <th style="text-align: center;">2018 (year of most recent statistics available)</th> </tr> </thead> <tbody> <tr> <td>Average gross wages (KM/month)</td> <td style="text-align: center;">1,317</td> <td style="text-align: center;">1,346</td> <td style="text-align: center;">1,426</td> </tr> <tr> <td>[Reference Data] RS as a whole</td> <td style="text-align: center;">[1,334]</td> <td style="text-align: center;">[1,344]</td> <td style="text-align: center;">[1,358]</td> </tr> <tr> <td>No. of business entities</td> <td style="text-align: center;">230</td> <td style="text-align: center;">242</td> <td style="text-align: center;">267</td> </tr> <tr> <td>No. of agricultural business entities</td> <td style="text-align: center;">22</td> <td style="text-align: center;">22</td> <td style="text-align: center;">27</td> </tr> <tr> <td>No. of employed persons</td> <td style="text-align: center;">1,890</td> <td style="text-align: center;">2,000</td> <td style="text-align: center;">2,013</td> </tr> <tr> <td>No. of employed persons in agriculture</td> <td style="text-align: center;">138</td> <td style="text-align: center;">148</td> <td style="text-align: center;">135</td> </tr> <tr> <td>Production of fruits (tons)</td> <td></td> <td></td> <td></td> </tr> <tr> <td>  i) Apples</td> <td style="text-align: center;">21</td> <td style="text-align: center;">230</td> <td style="text-align: center;">753</td> </tr> <tr> <td>  ii) Pears</td> <td style="text-align: center;">14</td> <td style="text-align: center;">112</td> <td style="text-align: center;">282</td> </tr> <tr> <td>  iii) Plums</td> <td style="text-align: center;">-</td> <td style="text-align: center;">300</td> <td style="text-align: center;">1,836</td> </tr> </tbody> </table> <p>&lt;Source&gt; Republika Srpska Institute of Statistics (2019) “Cities and Municipalities of Republika Srpska”, and additional data obtained from the Ministry of Agriculture, Forestry and Water Management (MOA) of the Republic of Srpska</p> <p>(Ex-post Evaluation) achieved</p> <p>Srebrenica Municipality is certain that the reconciliation of people has been promoted by this and the subsequent projects. The change in people’s consciousness can be confirmed from the fact that joint activities, introduced by the two projects, are still being continued.</p>	Indicators (Unit)	2014 (following year of project completion)	2016 (three years after project completion)	2018 (year of most recent statistics available)	Average gross wages (KM/month)	1,317	1,346	1,426	[Reference Data] RS as a whole	[1,334]	[1,344]	[1,358]	No. of business entities	230	242	267	No. of agricultural business entities	22	22	27	No. of employed persons	1,890	2,000	2,013	No. of employed persons in agriculture	138	148	135	Production of fruits (tons)				i) Apples	21	230	753	ii) Pears	14	112	282	iii) Plums	-	300	1,836
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Source : Terminal Evaluation Report and other JICA documents, a questionnaire survey and a telephone interview with Srebrenica Municipality.

### 3 Efficiency

Both the project cost and period significantly exceeded the plan (ratio against the plan: 132% and 175%). Although the achievement of the Project Purpose was confirmed at the end of the original project period, the Project was extended for covering three agricultural seasons, for including the remaining seven MZs to avoid “regional disparity” within the municipality. This extension resulted in: i) increase in targeted MZs from 12 to 19 (158%); and ii) increase in beneficiary households from 3,875 to 6,703 (173%). Thus, the increase ratio in Outputs is higher than that of project cost but lower than that of project period. Therefore, the efficiency of the Project is fair.

### 4 Sustainability

#### <Policy Aspect>

“Strategic Plan for Rural Development of BiH (2018-2021)” is effective till 2021. Under the plan, six main goals are stated, namely: i) income stability, ii) strengthening competitiveness, iii) improving marketability, iv) sustainable management of natural resources, v) improving the quality of life, and vi) improving institutional and legislative capacities.

#### <Institutional/Organizational Aspect>

At the entity level of the Republic of Srpska (RS), the Ministry of Agriculture, Forestry and Water Management (MOA) has been providing financial incentives or grants and conducting training to farmers registered with the MOA. In Srebrenica Municipality, the institutional setting established by the subsequent project is still functioning. For example, selection of beneficiaries through transparent criteria under the subsequent project has been incorporated into the public calls for agricultural support. The number of staff members engaged in rural and agricultural development is four, which is considered enough by the municipality. On the other hand, the evaluator observes that agricultural support by the municipality could be further improved, such as utilizing the farmers’ database developed under the subsequent project for visiting those with low income and in needs.

<sup>5</sup> One of the two administrative entities of BiH

<Technical Aspect>

The above-mentioned four staff members sustain their skills through daily work and participating in seminars. They have kept providing technical advice to farmers, and facilitating financial incentives/grants and training by the MOA.

<Financial Aspect>

The above-mentioned financial incentives, for farmers reaching a certain production amount, are funded from the MOA’s Agrarian Budget (KM 75 million per annum for the total area of RS), and aside from them, the grants amounting to KM 100,000 per annum is secured specifically for agricultural entities in Srebrenica Municipality. These grants are awarded to entities in the agricultural sector, and the municipality selects applicants based on their business plans. Every year, one or two entities are awarded with a grant for activities such as raspberry/dairy production, procurement of equipment, and construction of processing facilities. On the other hand, the municipal budget for agricultural and rural activities is only KM 40,000 per annum (0.5% of the total municipal budget), which is mostly used for sowing in spring.

<Evaluation Result>

In light of the above, problems have been observed in terms of the institutional/organizational and financial aspects of the implementing agency. Therefore, the sustainability of the Project Effects is fair.

5 Summary of the Evaluation

The Project achieved the Project Purpose (i.e. Confidence among the targeted population is built through strengthening the capacity to manage agricultural and rural development joint activities). The Project Effects have been partially continued, and the Overall Goal (i.e. The economic situation of the targeted population is improved; and Reconciliation of people in the target area is promoted.) have been achieved. Regarding the Sustainability, problems have been observed in terms of institutional/organizational and financial aspects, but no problem has been observed in policy and technical aspects. As for Efficiency, the Outputs of the Project increased, and both the project cost and period exceeded the plan accordingly.

Considering all of the above points, the Project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

Lessons Learned for JICA:

- The Project was a big challenge in terms of aiming for building confidence among ethnicities who were against each other during the conflict. Through “joint implementation” of agricultural activities, such aim was realized. For example, grassland recovery was one of the most effective activities to bring both ethnicities together. They jointly sowed abandoned meadows, and, through recovery of grassland, they shared a sense of recovery from the conflict. At the same time, recovered grassland produced feeds for livestock such as sheep and cows, and thus increased people’s income. The Project can be a good practice for future similar projects by JICA for peace-building. An approach of joint agricultural activities can be applied to strengthen and maintaining peace in the community as well as improving economic situation of individuals.
- How to apply the above-mentioned “joint agricultural activities for peace-building” depends on the context of a project. Prior to the Project, effectiveness of such approach was verified through dispatching a long-term expert under “Community Development Project in the Srebrenica Municipality (2006-2008)”. Testing a proposed approach on a small scale for designing a project would be important especially for a peace-building project, which requires special attention to the political and social climate.
- Keys to the achievement of the Project can be as follows: 1) sharing the common objective of recovery from the conflict; 2) sharing common properties; 3) delivering hope to the local people through direct and minimum support for improvement in their livelihood, and 4) involving NGOs as partners but also municipal government as an implementing agency for future sustainability.



Planting Plum Trees Assisted under the Project  
(Production amount of plum has been increasing largely.)



Sheep Husbandry Assisted under the Project