

Country Name	<b>The Project for Training of Frontline Officers in Community Development in Conflict Affected Areas in Sri Lanka</b>
Democratic Socialist Republic of Sri Lanka	

## I. Project Outline

Background	<p>Prolonged conflict which ended in 2009 had affected badly the Northern and Eastern part of Sri Lanka. It not only demolished houses and roads but also took thousands of lives and destroyed livelihoods including their social capitals. Whilst various kinds of supports and assistance flew into the areas and major economic infrastructures had been reconstructed, recovery of community based infrastructure and livelihood for the people in the areas had been still under slow process. In addition, some assistance or supports did not meet the needs of beneficiaries due to lack of proper facilitation. In order to deliver public service in effective manner and assure the sustainability of the supports and assistance, importance of the role of public officers at grassroots level, called frontline officers (FLOs), had been recognized. However, the capacity of FLOs was insufficient and no confidence and trust had been built between the people in the regions and administrative settings.</p>				
Objectives of the Project	<p>Through developing training modules important to facilitate community development, securing sufficient number of skilled training facilitators, delivering trainings to the priority FLOs and enabling three provincial training units (Management Development Training Units (MDTUs)) to experience PDCA (plan-do-check-action) tasks in the course of training delivery, the project aimed at improving the capacity of these training units to train FLOs, thereby improving the quality of public services in the conflict affected areas.</p> <ol style="list-style-type: none"> <li>Overall Goal: Quality of public services in the conflict affected areas improves.</li> <li>Project Purpose: The capacity of the three provincial training units to train frontline officers (FLOs) in facilitating community development is improved.</li> </ol>				
Activities of the Project	<ol style="list-style-type: none"> <li>Project Site: (1) Northern Province (Jaffna, Kilinochchi, Mannar, Vavuniya and Mullaitivu Districts), (2) Eastern Province (Trincomalee, Batticaloa and Ampara Districts) and (3) North Central Province (Anuradhapura and Polonnaruwa Districts)<sup>1</sup></li> <li>Main Activities: (1) Develop training materials in both Sinhala and Tamil medium and provide essential equipment and facilities to the target training units; (2) Develop Training of Trainers (ToT) program and materials and conduct ToT in Sinhala and Tamil medium; (3) Conduct FLO trainings and (4) Collect feedback from participants of ToT and FLO trainings, assess the post-training performance of the participants and revise training modules and materials etc.</li> <li>Inputs (to carry out above activities) <table style="width: 100%; border: none;"> <tr> <td style="width: 50%; vertical-align: top;"> <b>Japanese Side</b>            1) Experts: 1 person (long term) and 7 persons (short term)            2) Trainees Received: 8 persons            3) Equipment: buses, motorbikes, photocopiers, printers, projectors and computers etc.            4) Local operation cost         </td> <td style="width: 50%; vertical-align: top;"> <b>Sri Lankan Side</b>            1. Staff Allocated: 4 persons            2. Project offices and facilities            3. Local operation cost         </td> </tr> </table> </li> </ol>			<b>Japanese Side</b> 1) Experts: 1 person (long term) and 7 persons (short term) 2) Trainees Received: 8 persons 3) Equipment: buses, motorbikes, photocopiers, printers, projectors and computers etc. 4) Local operation cost	<b>Sri Lankan Side</b> 1. Staff Allocated: 4 persons 2. Project offices and facilities 3. Local operation cost
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Project Period	March 2011 – March 2016 (Extension Period: March 2014 – March 2016)	Project Cost	(ex-ante) 40 million yen, (actual) 284 million yen		
Implementing Agency	Ministry of Public Administration and Management (MoPA&M), Sri Lanka Institute of Development Administration (SLIDA), Management Development Training Units (MDTUs) in Northern, Eastern and North Central Provincial Councils				
Cooperation Agency in Japan	N/A				

## II. Result of the Evaluation

### <Constraints on Evaluation>

- [Interviews with Beneficiaries] In confirming the continuation status of the Project Purpose Indicator 2 (Positive changes in performance of FLO participants are observed.) after project completion and the achievement level of the Overall Goal Indicator (At least 80% of survey respondents perceive performance of the trained FLOs improved after their participation in the training developed by the project.), interviews with supervisors of the trained FLOs and focus group discussion (FGD) with peer FLOs (colleagues of beneficiary FLOs) were conducted. However, interview/FGD with communities were not conducted, as community members are not aware of the curriculum, content or duration of the FLO training programs and they do not have any information on the respective FLOs participation. There have also been a number of government and other organization funded training programs for FLOs. Hence, community members cannot recognize the behavioral changes of FLOs specific to this project.

### <Special Perspectives Considered in the Ex-Post Evaluation>

- [Evaluation of Project Period] While major project activities started in March 2013, the actual project period was defined as from March 2011 to March 2016 in accordance with the evaluation criteria of JICA's Internal Evaluation.

### 1 Relevance

#### <Consistency with the Development Policy of Sri Lanka at the Time of Ex-Ante Evaluation and Project Completion>

The project was consistent with Sri Lanka's development policy such as "sharing the benefits of growth across all segments of the

<sup>1</sup> Originally targeted provinces in 2011 were Northern and Eastern Provinces only, and North Central Province was additionally included in target provinces based on the request from the Sri Lankan side in 2013.

population” and “rebuilding war affected areas in the North and the East” as set forth in “Mahinda Chintana (2007-2016)” and “Economic Policy Statement” (November 2015) at the times of both ex-ante evaluation and project completion.

<Consistency with the Development Needs of Sri Lanka at the Time of Ex-Ante Evaluation and Project Completion>

The project was consistent with Sri Lanka’s development needs for trainings of FLOs, at the times of both ex-ante evaluation and project completion.

<Consistency with Japan’s ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with Japan’s ODA policy as stated in the “Country Assistance Policy to Sri Lanka” (2004), which included the “post-conflict reconstruction and improvement of lives” under the “building of a healthy and peaceful society”.

<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 Purpose was achieved by the time of project completion. In targeted MDTUs, their experiences gained through simultaneously organizing and conducting multiple number of 10-days FLO training programs enhanced their training capacities, including financial management of trainings. A human resource pool was also developed within MDTUs both in Tamil and Sinhala medium, not only at provincial but also at district levels. In addition, at least one master trainer, a key-officer in maintaining and developing the quality of trainings, became available at each MDTU (Indicator 1). Questionnaire surveys and interviews with trained FLOs (those who participated in FLO training programs developed under the project) as well as their supervisors were conducted under the project<sup>2</sup>. 83% of trained FLOs reported that they received feedbacks concerning their positive changes in their working attitudes from communities, colleagues, friends and family members. 96% of supervisors answered that they recognized positive changes in working performance of over 50% of trained FLOs, such as “improvement of public relationship (83%)”, “collaboration with other officers (82%)” and “improvement in arranging community meetings (62%)”. 74% of supervisors also answered that trained FLOs showed some achievements, such as “organization of effective community meetings (54%)” and “preparation of appropriate project proposals (45%)” (Indicator 2).

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

The project effects have continued to the time of ex-post evaluation. SLIDA conducted two ToT programs in 2018 for 40 senior government officers in total from six other provinces where the project was not implemented and one ToT program in 2019 for 20 senior government officers in total from central government bodies. On the other hand, MDTUs in the three target provinces conducted refresher programs in 2017 for 223 trainers/facilitators (of FLO trainings) in total who were trained and developed under the project. The majority of these trainers/facilitators have taken a role as resource persons in respective MDTUs for regular and tailor-made training programs. Moreover, these trainers/facilitators are recognized as resource persons by other development partners and non-governmental organizations. MDTUs in the three target provinces also conducted 37 FLO training programs covering 1,315 FLOs from October 2016 to September 2017<sup>3</sup>. In addition, these MDTUs have conducted other capacity building programs for FLOs every year (over 1,000 FLOs per year in each MDTU), incorporating part of FLO training programs developed under the project into some other subjects required by FLOs. Consequently, MDTUs’ capacities to prepare and implement FLO trainings, which were improved under the project, have been maintained after project completion. All the training arrangements, preparations and implementation in MDTUs have been conducted following the PDCA (Plan-Do-Check-Action) cycle introduced by the project. For example, at the completion of every training module, MDTUs have conducted post evaluation using pre-designed questionnaires, to collect feedbacks from participants and improve training modules (Indicator 1). Interviews with supervisors of trained FLOs were conducted for the ex-post evaluation<sup>4</sup>. All of them reported that positive changes have been observed in performance of trained FLOs, i.e. many trained FLOs have improved their communication skills, coordinated well with other FLOs, provided good leadership through coaching and mentoring their peers, and actively involved in project proposal development to obtain funds from relevant ministries for their respective communities. In addition, FGD was conducted with peer FLOs (colleagues of beneficiary FLOs) for the ex-post evaluation<sup>5</sup>. All of them reported that positive changes have been observed in performance of trained FLOs, i.e. many trained FLOs have shared their knowledge and experiences with their peers, and been able to work with communities with minimum conflicts and facilitate and mobilize communities well rather than directing or ordering communities, to increase community involvement for effective community development (Indicator 2).

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

The Overall Goal has been achieved by the time of ex-post evaluation. As stated above, all of survey respondents (interviewed supervisors and peer FLOs who participated in FGD) perceived the performance of the trained FLOs improved after their participation in the training developed by the project.

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

According to the general statistics of the trained FLOs, the ratio of female and male officers who have participated in FLO trainings was 57% and 43% respectively. Therefore, the project balanced the gender equality in trainings. Moreover, a considerable number of officers who directly work for female communities such as women development officers, midwives and child protection officers have been trained, which enabled gender sensitive and effective service delivery to female communities.

<Evaluation Result>

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

<sup>2</sup> The number of trained FLOs who responded was 524 in total and the number of supervisors who responded was 69 in total.

<sup>3</sup> ToT programs, refresher programs and FLO training programs (for 1,315 FLOs) stated above were conducted utilizing the project counterpart funds, the follow-up activity funds of JICA Sri Lanka office, funds of the German Agency for International Cooperation (GIZ) and so on.

<sup>4</sup> The number of supervisors interviewed was eight in total (two in Jaffna District in Northern Province, four in Trincomalee and Ampara Districts in Eastern Province, and two in Anuradhapura District in North Central Province).

<sup>5</sup> The number of peer FLOs who participated in FGD was 36 in total (ten in Jaffna District in Northern Province, 20 in Trincomalee and Ampara Districts in Eastern Province, and six in Anuradhapura District in North Central Province).

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results
(Project Purpose) The capacity of the three provincial training units to train frontline officers (FLOs) in facilitating community development is improved.	1. MDTUs' arrangement in training preparation and implementation is improved.	Status of the Achievement: achieved (continued) (Project Completion) MDTUs' capacities to prepare and implement FLO trainings were improved through developing a human resource pool, organizing a number of training programs and securing at least one master trainer at each MDTU. (Ex-post Evaluation) MDTUs' capacities to prepare and implement FLO trainings have been maintained through conducting 37 FLO training programs covering 1,315 FLOs from October 2016 to September 2017 and other capacity building programs for FLOs.
	2. Positive changes in performance of FLO participants are observed.	Status of the Achievement: achieved (continued) (Project Completion) According to questionnaire surveys and interviews conducted under the project, 83% of trained FLOs reported that positive changes in their working attitudes were observed by their communities, colleagues, friends and family members. 96% of their supervisors also reported that they recognized positive changes in working performance of over 50% of trained FLOs. (Ex-post Evaluation) According to interviews with supervisors and FGD with peers of trained FLOs, positive changes in performance of trained FLOs have been observed by all of their supervisors and peers.
(Overall Goal) Quality of public services in the conflict affected areas improves.	At least 80% of survey respondents perceive performance of the trained FLOs improved after their participation in the training developed by the project.	(Ex-post Evaluation) achieved All of survey respondents perceived the performance of the trained FLOs improved after their participation in the training developed by the project.

Source: Project Completion Report, questionnaire surveys and interviews with MDTU directors, interviews with supervisors, FGD with peer FLOs

### 3 Efficiency

Both the project cost and the project period largely exceeded the plan (ratio against plan: 710%, 169%, respectively). Major reasons for the increased project cost were the addition of a project-target province and the necessity of allocating more budget to developing modules for ToT and FLO trainings as well as changing the specification of technical equipment. The reason for the increased project period was that, while the Record of Discussion (R/D) on the project was signed in February 2011, the Sri Lankan government requested JICA to revise the project concept, so as to make more matching concept with the condition of the conflict affected areas, and both parties agreed with the revised plan and signed the revised R/D in March 2013. The outputs of the project were produced as planned. Based on the fact that both the project cost and the project period exceeded the plan, the efficiency of the project is low.

### 4 Sustainability

#### <Policy Aspect>

The needs for capacity building of government officers to enhance people participation in the country development are stated in the "Vistas of Prosperity and Splendor" (the manifesto of the new president published in 2019, on which the government plans for next five years from 2020 to 2025 will be based).

#### <Institutional Aspect>

SLIDA is in charge of conducting ToT programs for trainers/facilitators as well as other training programs for public service officers in the country. It has one Director General, three Additional Director Generals, three senior academic advisors, four consultants, 11 senior consultants, 95 supporting staff and over 400 resource persons. Consultants and senior consultants are responsible for developing and upgrading modules/curriculums and lecturing in trainings. In addition, over 400 resource persons registered with SLIDA, who used to be senior government officials and/or academic staff of local/foreign universities, also conduct lecturing in trainings. According to SLIDA, the number of staff is sufficient to continuously conduct ToT programs. MDTUs are in charge of conducting FLO trainings as well as capacity building of public officers within respective provinces. The number of staff in targeted MDTUs is 22 in total in Northern Province (eight in the administration section, two in the finance section and 12 in the training section), 23 in total in Eastern Province (12 in the administration section, two in the finance section and nine in the training section) and 23 in total in North Central Province (12 in the administration section, two in the finance section and nine in the training section). In addition, over 200 resource persons are registered with each MDTU. Thus, according to MDTUs, the number of staff is sufficient to continuously conduct FLO trainings.

#### <Technical Aspect>

Most staff for whom the skills were transferred under the project have continued working at SLIDA and targeted MDTUs. At SLIDA, all consultants and senior consultants have PhD or Masters degrees from national and/or international universities with over 15 years of experience in lecturing, training and capacity building. Moreover, as stated above, over 400 resource persons who have long years of necessary experiences are available. Thus, according to SLIDA, the skill level of its staff is sufficient to continuously conduct ToT programs. The skill level of staff in targeted MDTUs is also sufficient to continuously conduct FLO trainings, as seen in their improved capacities to prepare and implement FLO trainings, as stated above. Manuals produced under the project have continuously been utilized and updated in FLO trainings. All the equipment procured under the project has also been properly used and maintained.

#### <Financial Aspect>

SLIDA has conducted many training programs for public service officers including ToT programs for trainers/facilitators of FLO trainings. While the data on budget allocation for ToT programs and other training programs within SLIDA was not available, according to SLIDA, it has the established network with national and provincial government organizations and development partners to obtain necessary funds<sup>6</sup>, and it has sufficient amount of budget to continuously conduct ToT programs. All of three target MDTUs have received continuous

<sup>6</sup> SLIDA obtained 1.5 million LKR (from the project counterpart funds) to conduct two ToTs in 2018 and 800,000 LKR (from GIZ) to conduct one ToT in

budget allocations from respective provincial governments to conduct FLO trainings in many areas including areas covered under this project. The amount of budget allocation in each targeted MDTU was approximately six to seven million LKR both in 2016 and 2017, approximately six to eight million LKR in 2018 and approximately eight to 11 million LKR in 2019. In addition, MDTUs in Northern Province and North Central Province have invested over 50 million LKR for construction and establishment of training center facilities. Therefore, target MDTUs have sufficient amount of budget to continuously conduct FLO trainings, which is also evident from the fact that MDTUs have conducted capacity building programs for FLOs every year (over 1,000 FLOs per year in each MDTU).

<Evaluation Result>

In light of the above, no problem has been observed in terms of the policy, institutional, technical and financial aspects. Therefore, the sustainability of the effectiveness through the project is high.

5 Summary of the Evaluation

The project had achieved the Project Purpose at project completion, and it achieved the Overall Goal at ex-post evaluation: MDTUs' capacities to prepare and implement FLO trainings were improved and the performance of trained FLOs was also improved. Regarding the sustainability, no problem was observed. Regarding the efficiency, both the project cost and the project period exceeded the plan.

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

**III. Recommendations & Lessons Learned**

Recommendations for Implementing Agency:

- While the capacity of target MDTUs to train FLOs has been improved through the project, an established monitoring system to monitor changes of performance of trained FLOs would be necessary to further enhance the project impact. Therefore, MoPA&M and SLIDA would consider establishing a close and systematic monitoring mechanism to capture long term changes of performance of trained FLOs.

Lessons Learned for JICA:

- Participatory training methods and techniques were introduced under the project, which were significantly effective in training delivery and increased the active learning behavior and motivation of participants. Thus, participatory training methods should be employed in similar future projects. Particularly in conflict-affected areas, improvement of basic behavior and communication skills of local government officers who directly face to communities is a key for trust building. Thus, capacity development focusing on these skills is meaningful from a peacebuilding perspective.



Group activity of FLO training under the Module “Communication and Community Empowerment”



Participants of ToT conducted by SLIDA for other six provinces