

Ex post evaluation – Sri Lanka

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Sector: Reconstruction relief and rehabilitation (CRS Code: 73010)
Project: Infrastructure programme, Batticaloa district – BMZ No.: 2005 65 622*
Programme-/Project executing agency: Ministry of Planning & Economic Affairs; External Resources Division/Ministry of Disaster Relief Services

Ex post evaluation report: 2014

		Project A (Planned)	Project A (Actual)
Investment costs (total)	EUR million	15,00	14,90
Counterpart contribution	EUR million	**	**
Funding	EUR million	15,00	14,90
of which BMZ budget funds	EUR million	15,00	14,90

*) Random sample 2014

**) Customs duties



Description: The project objective was to improve the living conditions of the population in Thiraimadu and Valaichchenai (Batticaloa district). This included the construction of a total of 27 km of drainage canals (including culverts and bridges) and 13 km of roads as well as the connection of more than 1000 households to the electricity grid. The activities were designed to contribute to the reconstruction and development of the region and generally improve living conditions. The project benefited the victims of the tsunami of 26 December 2004, as well as the general population of Batticaloa.

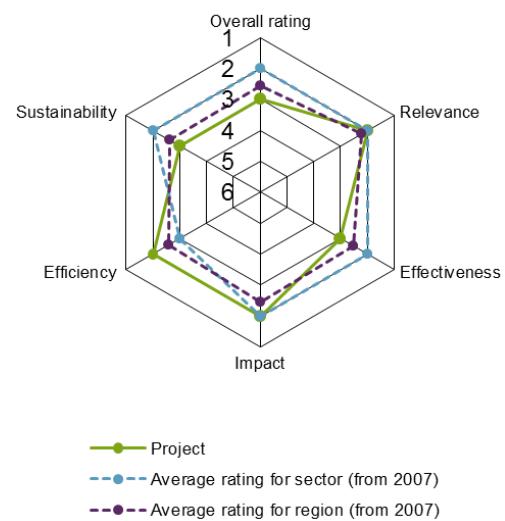
Objectives: The project objective was to reconstruct and develop adequate infrastructure for the population of the district of Batticaloa that was particularly affected by the tsunami. The overall objective was to contribute to the sustainable reconstruction and development of the region and to improve the living conditions of the population, as well as to stabilising the region indirectly (by taking into account the interests of different ethnic groups equally).

Target group: Some 50,000 people were to be provided with drinking water and about 80,000 were to benefit from the rehabilitation of the drainage systems and the connection to the public electricity grid.

Overall rating: 3

Rationale: The efficiency and developmental effects of the project were good and the activities can be considered relevant. The efficiency can be assessed as satisfactory because the water component could not be implemented due to a civil war. Sustainability does exhibit certain weaknesses but these have been countered proactively by the project. While this project was implemented under an abridged appraisal according to FC/TC guidelines (urgent procedures for natural catastrophes and political crises), a limited sustainability requirement does not hold true in this case. Yet the overall rating is satisfactory with a positive trend.

Highlights: ---



Rating according to DAC criteria

Overall rating: 3

Relevance

Commitment from German development cooperation (DC) was considered particularly urgent for humanitarian reasons during the reconstruction after the tsunami that hit on 26 December 2004 and to expand infrastructure. This engagement was consistent with the priorities of Sri Lanka and the BMZ. The project implementation entailed a conflict-sensitive approach as one of its main aspects, achieved by including different ethnic groups on an equal basis (Singhalese, Tamils and Muslims). The project was therefore in accordance with BMZ's cross-sectoral concept for crisis prevention, conflict management and peace-keeping.

The infrastructure projects in Batticaloa district were therefore supported equally by the government of Sri Lanka and the competent national and local authorities, and promised to make a relevant contribution to the reconstruction as well as the stabilisation of the region. The provision of complementary infrastructure development for new housing estates (roads, electricity, water, waste water) was prioritised in the scope of the government's reconstruction strategy and was therefore subsidiary to the strategy of the partner country.

The construction of infrastructure to drain new housing areas more efficiently, as well as increased mobility with new roads and streets including a connection to the national electricity grid for new housing areas, were aimed at core problems of the target group and were therefore highly relevant. The assumed results chain was plausible, whereby the provision of infrastructure (output) made a vital contribution to the reconstruction and development of adequate infrastructure for the population (outcome) and was therefore able to bring about an improvement of living conditions (impact). Due to the resurgence of a conflict between the government and the "Liberation Tigers of Tamil Eelam" (LTTE), the implementation of the water supply component failed and contributed to the limited relevance (50 % of the funds were earmarked for this component). Another supply concept was not feasible due to the lack of alternative resources (groundwater was not available in sufficient volume). The released funds were invested in the construction of rainwater drains, streets, power supply and housing construction in the project areas. Overall, however, the relevance of the project is rated good.

Relevance rating: 2

Effectiveness

The project was implemented in a rapid response procedure and as an open programme in response to the tsunami that hit on 26 December 2004. Indicators on reaching the project objective as well as the overall objective were not developed due to the very dynamic reconstruction activities in the region as part of the project proposal. Therefore, indicators were only determined after a detailed inventory and division of tasks as part of the initial phase of the project ("Inception Phase"). Since indicators were only assessed on the output/outcome level, they were adjusted for the ex post evaluation.

Indicator	Status PA	Ex post evaluation
1,000 households are connected to the power grid.	The power grid was damaged by the tsunami. Resettlement areas did not have a power connection.	The indicator has been achieved. Families in the new housing settlements of Thiraimadu benefit from a power grid connection and from the increased security ensured by solar lights along the access road.

Access roads are drivable all year long.	Land flooded by tsunami.	This indicator can be considered fulfilled, as confirmed by detailed photo documentation. Access roads were asphalted and are drivable all year long. Furthermore, streets and settlements are drained effectively.
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Infrastructure damaged by the tsunami, such as roads, street lights, drainage ditches, bridges and the power supply, was reconstructed for the population affected. According to the photo documentation and descriptions in reports, the infrastructure was reconstructed to a high standard. In addition, the final report shows very well that the implementation of the activities was coordinated effectively – an aspect that was particularly important in the context of tsunami intervention. Additionally, operations were often delayed and complicated by the tense atmosphere before the end of the conflict, which was exacerbated by tensions between Tamil-Hindu and Tamil-Muslim settlement groups in Batticaloa. In this context, the project implementation can be assessed as satisfactory.

Effectiveness rating: 3

Efficiency

All activities that were defined and specified in the scope of the “Inception Phase” were carried out economically efficiently and within the predefined time frame. The total tendering process lasted three months and the construction activities were completed after two years. This is considered good for both areas.

The proportion of consulting costs is slightly high at 13 %, but still acceptable. The unit price of EUR 350,000 per km of concrete or asphalt road is within reasonable bounds.

The allocation efficiency of the project is rated good. According to the final report of the consultant, the transport options of the population have improved substantially, especially during the monsoon months. The flooding of roads was prevented by raising street levels, sealing road surfaces and by increased drainage capacity, which – together with the construction of simple connecting bridges – improved the mobility of the population. The general passability of roads was improved. The connection of new housing areas to the public power grid constitutes an important precondition for development. All in all, the efficiency of activities is rated as good.

Efficiency rating: 2

Impact

The overall aim of improving the living conditions of those in the areas struck by the tsunami was fulfilled, as confirmed by the overall objective indicators in the table.

Indicator	Status PA	Ex post evaluation
Improved mobility of the population.	Mobility in 2005 was very limited by the tsunami.	The indicator has been fulfilled. The construction of all-weather roads and street lighting has tangibly increased the mobility of the population.

Diminished impact of monsoons on the population.	As the coast was rather low, it was often affected by flooding.	The indicator has been fulfilled. Road surfaces were paved and sealed (asphalt), so now they are also usable during the monsoon. A network of drainage ditches ensures the roads can be passed all year around.
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The construction and restoration of infrastructure have improved living conditions in the regions that are strongly affected by the tsunami and ethnic conflicts. Therefore, the requirements for returning to a more normal social and economic life in the project area have been achieved.

Considering the basic objective of the project to contribute to the sustainable reconstruction and development of the region and to improve the living conditions of the population, the overall developmental impact is good. Due to the war and the failed implementation of the water supply components, however, it was difficult to take the interests of all three ethnic groups represented in the area into account, and therefore contribute to the stabilisation of the region.

Impact rating: 2

Sustainability

Information from reports and interviews with representatives of the implementation consultant and the GIZ confirm satisfactory sustainability.

Future road floodings have been countered by the better performance of drainage ditches, an elevation of street levels and an improved sealing of road surfaces. To improve drainage in the project region, main sewers were constructed, existing traditional sewers were extended and secured, while the functionality of the primary system was optimised.

According to the final inspection and the photo documentation, the constructions are of an acceptable quality. The maintenance and servicing manuals that were adjusted to the general conditions were handed over to the municipal administration of Batticaloa together with machines and equipment.

Restrictions are seen in relation to common sustainability problems listed during the final inspection. Limited and poor financial and personnel support of the appropriate governmental institution, occasional incidents of vandalism (transformer stations) and contamination of the new infrastructure (drainage sewers as waste disposal sites) – due also to a lack of education among the user groups – indicate such issues with general sustainability. This will impair the life span and functionality of the constructed infrastructure to a certain extent.

Overall, sustainability can still be assessed as satisfactory.

Sustainability rating: 3

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being **relevance, effectiveness, efficiency** and **overarching developmental impact**. The ratings are also used to arrive at a **final assessment** of a project's overall developmental efficacy. The scale is as follows:

Level 1	Very good result that clearly exceeds expectations
Level 2	Good result, fully in line with expectations and without any significant shortcomings
Level 3	Satisfactory result – project falls short of expectations but the positive results dominate
Level 4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
Level 5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
Level 6	The project has no impact or the situation has actually deteriorated

Ratings level 1-3 denote a positive assessment or successful project while ratings level 4-6 denote a negative assessment.

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability): The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The **overall rating** on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Ratings 1-3 of the overall rating denote a "successful" project while ratings 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally "successful" only if the achievement of the project objective ("effectiveness"), the impact on the overall objective ("overarching developmental impact") and the sustainability are rated at least "satisfactory" (rating 3).