ILO EVALUATION

- **Evaluation Title:** RBSA Jobs for Peace and Resilience
  - **ILO TC/SYMBOL:** LKA/16/02/RBS
  - **Type of Evaluation :** Final
  - **Country(ies) :** Sri Lanka
  - **Date of the evaluation:** 15 October - 5 December 2019
  - **Name of consultant(s):** Arend van Riessen
  - **ILO Administrative Office:** Sri Lanka Country Office
  - **ILO Technical Backstopping Office:** ENTERPRISE, EMP/INVEST
  - **Other agencies involved in joint evaluation:** NA
  - **Date project ends:** 31 December 2019
  - **Donor: country and budget US$** RBSA ($1,000,000)
  - **Evaluation Manager:** Rebecca Napier-Moore (Safe and Fair, ROAP)
  - **Key Words:** RBSA, Disaster Resilience, Land and Water Resource Management

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

ILO SRI LANKA

LKA/16/02/RBS

Jobs for Peace and Resilience

Disadvantaged and vulnerable groups in rural areas, especially in conflict affected and economically lagging regions, have equitable and enhanced access to more and better jobs and expanded product markets

FINAL EVALUATION REPORT

Arend van Riessen

December 2019

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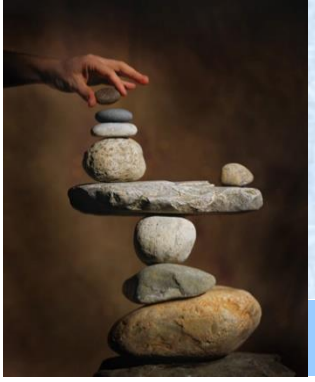
Terms, Acronyms and Abbreviations

Cascade	A series of interlinked tanks in one watershed
CBO	Community-Based Organisations
CCA	Climate Change Adaptation
CPO	Country Programme Outcome
DAD	Department of Agrarian Development
DRR	Disaster Risk Reduction
DS	District Secretariat
DS Division	Divisional Secretary's Divisions (under DS)
DWPC	Decent Work Country Programme
EFL	Environment Foundation (Guarantee) Limited
FAO	Food and Agriculture Organization
GN	Grama Niladhari division (lowest level unit of local government)
HH	Household
ILO	International Labour Organisation
INGO	International Non-Governmental Organization
IUCN	International Union for Conservation of Nature
Kithul	Caryota urens (Fishtail palm)
Maha	Maha Season falls during “North-east monsoon”, i.e. September to March
M&E	Monitoring and Evaluation
ME	Micro Enterprise
NGOs	Non Governmental Organizations
NRMC	Natural Resources Management Centre
OFC	Other Field Crop
O&M	Operation and Maintenance
ONUR	Office for National Unity and Reconciliation
P&B	Programme & Budget
RBSA	Regular Budget Supplementary Account
SALT	Sloping Agricultural Land Technology
SDG	UN Sustainable Development Goals
SEDD	Small Enterprise Development Department
SME	Small or Medium Enterprise
SW	Southwest
TA	Technical Assistance
Tank	Water Reservoir
TSHDA	Tea Small Holdings Development Authority
TL	Team Leader
ToR	Terms of Reference
UN	United Nations
UoC	University of Colombo
VC	Value Chain
UNDP	United Nations Development Program
Yala	May to August season



Evaluation Summary

International Labour Office

Evaluation Office

Final evaluation - RBSA Jobs for Peace & Resilience in Sri Lanka: Disadvantaged and vulnerable groups in rural areas, especially in conflict affected and economically lagging regions, have equitable and enhanced access to more and better jobs and expanded product markets

Quick Facts

Countries:	Sri Lanka
Final Evaluation:	24 December 2019
Evaluation Mode:	*Independent*
Administrative Office:	*CO-Colombo*
Technical Office:	*ENTERPRISE, EMP/INVEST*
Evaluation Manager:	*Rebecca Napier-Moore*
Evaluation Consultant(s):	*Arend van Riessen*
Project Code:	*LKA/16/02/RBS*
Donor(s) & Budget:	RBSA *(US$ 1,000,000)*
Keywords:	*Disaster Resilience*

Background & Context

Summary of the project purpose, logic and structure

The project is complementary to the ILO Country Programme and explores ILO opportunities and roles in land and water resource management programming for disaster resilience. The project aims to contribute to the National Policy of Disaster Management's priority to build resilience and disaster mitigation measures by developing effective models in rural communities. This is done through building resilience in disaster prone districts through improved land and water resource management and through supporting policy coherence by integrating livelihood resilience building with existing national rural development programmes. In drought-affected communities in the North, the project supported the Department of Agrarian Development (DAD) to renovate tanks that had been abandoned and deteriorated during the conflict years. In flood-affected communities of the Southwest, the project through the government's District Secretariat, and contractors (SEDD-Small Enterprise Development Department, IUCN-International Union for Conservation of Nature) introduced land and water management and farming technologies that intended to make rice cultivation, smallholder tea, Kithul and home gardens more flood-resilient and more profitable, and to strengthen livelihood resilience by supporting value chain development for Kithul (syrup from Caryota palm). In support of the government's efforts it developed and disseminated (through contracted partners) land and water management guidelines and disaster resilience strategies for local government agencies and Community Based Organisations.

Present Situation of the Project

The project period is 2017-2019 and all activities are completed or nearly so. An extension is granted until March 2020 to ensure sustainability. In the North, the project conducted a drought impact assessment, and identified and selected three tanks, which have been renovated. In the Southwest, the project conducted extensive studies and consultations, and drafted technical guidelines, before it undertook through government and IUCN a range of activities: introduction of flood resilient rice varieties, improved land and water management for smallholder tea farmers, planting of Kithul palms on flood prone lands, home gardening and strengthening of the Kithul value chain.

Purpose, scope and clients of the evaluation

The project is coming to its end by March 2020 and requires an evaluation of its relevance, effectiveness, efficiency, impact and sustainability to promote accountability to ILO stakeholders, to enhance learning, and to provide recommendations for possible future programming.

Methodology of evaluation

The evaluation methodology consisted of document review, field observations, and consultations with stakeholders. Because the project (RBSA) used a process approach, had not updated its results framework after initial planning or conducted periodic progress reporting, part of the evaluation was a reconstruction of a project-level list of interventions and likely results.

Main Findings & Conclusions

Results

The main results included:
In the North (Kilinochchi):

- Tanks (DAD): renovated three dilapidated tanks (175 households) that is likely to reduce drought-related crop failure, increase annual crop production and improve dry season cash crops and household well water availability. Generated 20 labour days for each of about 200 households.

In the Southwest (Ratnapura, Kalutara districts):
- Kithul (SEDD, Private sector): Development of the Kithul (Caryota urens) syrup value chain, increasing linkages (government, private sector and CBOs), skills and worker safety, possibly leading to higher production, product quality and price for at least 600 farmers and Small and Medium Enterprises (SMEs).
- Home gardens (IUCN): Development of 38 flood resilient home gardens for improved livelihoods
- Rice (NRMC-Natural Resource Management Centre): Introduction of 20 old flood-tolerant rice varieties with 23 farmers
- Tea (TSHDA-Tea Small Holder Development Authority): Introduction of improved tea cultivation practices, land and water management and nurseries for 44 tea farmers
- Knowledge products (EFL-Environmental Foundation Limited, UoC-University of Colombo, ISB- Industrial Services Bureau Kulunegara, IUCN): Land and water resource management for disaster resilience strategy and guidelines (tea sector) developed, and promoted with CBOs and local government; drought and flood impact assessments
- ILO sector role and opportunity exploration: new and improved sector expertise, networks, partnerships and clarity about opportunities for future programming

Relevance

The project's rationale, aims, interventions and overall design were relevant to the local and government needs, priorities and limitations as well as ILO's mandate, comparative advantage, and the objective of RBSA (addressing urgent needs, complementarity to country programme outcomes, innovation and leverage, partnership development).

Effectiveness

Although the project did not formulate or monitor outcomes (yet), circumstantial evidence suggests that effectiveness should be assessed as likely high when likely outcomes are compared with what can be reasonably expected from a 2 year project.

Community outcomes. The community-level outcomes in the North are likely high to high (income, food, peace dividend), but will remain limited to 175 households, while the outcomes in the Southwest are still small (effect, number of households) and often unknown till after the project ends, but they might increase over time once partners learn and adjust, more farmers adopt successful technologies and value chains become stronger. Gender equity and social inclusion were not at the centre of this project, but there was evidence that poor people and women participated adequately and benefited from the intervention results. No detailed data exist, however.

Government outcomes. It is too early to evaluate whether government agencies and local CBOs will end up stronger in addressing disaster resilience. Exchanges showed that awareness has been raised and will likely be increased further once the guidelines and strategy dissemination workshops will be held. The project conducted a workshop need assessment for CBOs and District Secretariat Divisions, but otherwise it did not assess strengths and weaknesses of the target institutions like DAD, District Secretariats, SEDD, nor their ability, need and opportunities to apply the new strategic insights and guidelines information.

ILO Outcomes. Effectiveness for ILO itself should be assessed as high as ILO largely achieved the desired sector knowledge, experience, linkages and networks and an idea of ILO's place in the concerned sector and the sector's possible place in ILO's programming.
Contributions to ILO Country Programme Outcomes. The project contributions towards P&B Outcome 5 (Decent work in the rural economy) includes temporary employment

(200hh), improved community disaster and income resilience (175hh in North and potentially 700hh in SW), and institutional strengthening (200 SMEs, 3 Farmer Organisations, various CBOs and local government agencies).

Contribution to the SDGs. The project mainly contributed to Goal 8 (economic growth, employment and decent work for all) by generating temporary work and improving productive employment and incomes (potentially more than 1000hh) through programming that will be continued by the government.

Efficiency.
It is unlikely that the project could have achieved more in terms of quantity within the given time and budget limitations. The project team worked hard and by early 2020 all intended interventions will be completed. Leveraging ongoing government and private sector initiatives has been optimal and instrumental. It is possible that in terms of quality the project could have achieved more if it had established simple (preferably outcome indicator-related) baselines and intended outcomes for each target community, CBO, and government partner as basis for the detailed intervention design and sustained focus of project staff. Project management and organisational learning would have also benefited from this, and from systematic and periodic monitoring and reporting.

Impact.
In general terms all efforts were designed to contribute to often broader long-term changes, and most interventions will or can create opportunities for decent work and economic growth (SDG 8), in some cases by working jointly with the government and private sector.

Exit Strategies and Sustainability
The strengths of the project lie in the integration with ongoing government programmes, the relatively simple, maintainable and potentially replicable technologies. Exit strategies are therefore relatively straightforward.

Sustainability of tanks, tank-related farming and management by farmer organisations should be rated as high. Smallholder tea and Kithul efforts have good scope because they are party of larger programmes or value chain development efforts, but not all individual technologies might sustain. For instance, home gardening and new rice varieties results might be more vulnerable as results are small or still unknown and they are not part of sustained post-project efforts in that area yet. Because some of the results (for rice, Kithul, tea) will only materialise after the project end, the sustainability is also hard to guess.
The sustainability of institutional results is most difficult to assess, as the results are so far only vaguely defined, while related capacity building efforts will at most be of short duration.

Recommendations

Recommendations for the ongoing project:

1. *Conduct as yet joint DAD-ILO review of project results and approach for mutual learning*
2. *Increase as yet efforts for community baseline (recall-style), monitoring and learning during the last project months, especially in the Southwest for end of project reviews and learning.*
3. *Give the guidelines and strategy a chance to mature and be owned by government, target CBOs and agencies, by continued improvement through feedback from the workshops and monitoring of application*
4. *Increase the usefulness of the November-December strategy and guidelines dissemination workshop by having the participants plan how they will apply the new insights.*

Recommendations for future programming:

5. *Keep considering tank renovation for substantial immediate impacts and peace dividend and linkage to LEED, preferably using the so-called cascade approach to tanks (interlinking tanks)*
6. *In flood-affected rural areas focus on adjusting to floods rather than on flood control. Continue to monitor success and*

replicability of flood-resilient rice varieties and home gardening, tea garden management, Kithul plantation in disaster-prone areas, and also explore disaster resilience improvement for e.g. quarry management, gem mining and small scale industries.

7. *In support of Kithul, conduct detailed value chain assessments, and support safety and processing equipment development and supply chains; ensure that equipment is paid for by either the farmers or the private sector*
8. *It is recommended that project documents and monitoring systems put the needs and priorities of women and marginalised groups systematically centre stage during consultations and design*

Partnership and Strategy Recommendations

9. *Focus efforts on contributing to implementation of partners' long-term flood resilience strategies*
10. *Base strengthening of partners like DAD, SEDD and NRMC on adequate joint assessments and reviews of past cooperation.*
11. *Increase organisational learning from RBSA projects by systematically incorporating results frameworks, target group baseline, and M&E in project design, regardless of whether ILO systems require that.*
12. *It is recommended that ILO continue considering working in the covered sectors, either by mainstreaming lessons learnt in regular programming or by mainstreaming decent work approaches in disaster resilience programmes.*

1 Introduction

1.1 This Evaluation

This report covers the final evaluation of the project named LKA/16/02/RBS: Jobs for Peace and Resilience- Disadvantaged and vulnerable groups in rural areas, especially in conflict affected and economically lagging regions, have equitable and enhanced access to more and better jobs and expanded product markets. The evaluator likes to highlight the subtitle used in the project document, "Strengthening natural disaster resilience of rural communities" which more accurately describes what this project intends to do. The project was implemented between December 2017 and March 2020 (with an extension from the original end date of December 2019) at a cost of US$1,000,000, targeting drought- and flood-affected communities in North and Southwest Sri Lanka.

A significant amount of ILO Regular Budget Supplementary Account (RBSA) funding (LKA/16/02/RBS, 2018-2019) has continued to be provided to LKA 107, and its activities are coming to an end by March 2020, thus a final independent evaluation is required as per ILO evaluation policy.

1.2 The Project and Its Context

1.2.1 An Initial Understanding of Core Voluntary Funding (RBSA)

An understanding of this project requires an understanding of ILO's Regular Budget Supplementary Account (RBSA) funding. The RBSA is voluntary, flexible, short-term, unearmarked funding that complements other ILO resources in advancing the Decent Work Agenda. The flexibility of RBSA allows ILO to respond in areas and countries where opportunities for results exist and other resources are not readily available. The ILO allocates RBSA resources to boost Decent Work Country Programmes (DWCPs) in a variety of ways. In particular, RBSA funds allow the ILO to:

- Launch innovative initiatives
- Rapidly address emerging needs
- Expand the scope and/or scale of existing programmes
- Mainstream cross-cutting issues in labour policies and programmes
- Leverage greater funding from other sources
- Increase sustainability of ILO assistance through partnerships with UN agencies

An evaluation of the RBSA should therefore also address the following questions:

- How strategic was the RBSA use? Did it test innovations, address emergencies, fill gaps, allow programme scale/scope expansion, and/or leverage funding?
- In general, how was the RBSA complementary to the Country Programme Outcomes?

In general, RBSA are of short duration (2 years in this case), and their shape and extent are dependent on the focus.

1.2.2 The Project

The project is a translation of ILO Recommendation No. 205 on Employment and Decent Work for Peace and Resilience (2017) towards disaster-prone post-conflict areas in Sri Lanka. Recommendation 205 focuses on recovery and reconstruction in post-conflict and disaster situations, but also on addressing root causes of fragility and taking preventive measures for building resilience. An elaborate description of the rationale behind the project is given in the Terms of Reference (Annex 1) and Recommendation 205 can be downloaded and studied in full from the ILO website[1]

ILO Colombo received RBSA funding for end 2017-2019 (extended to 2020) to build resilience of disaster-vulnerable communities through better soil and water conservation and management measures in watershed areas and drought prone areas in rural Sri Lanka. The work has contributed to the Country Programme Outcome (CPO) LKA 107.

The project was designed to contribute to ILO 2018-2019 Programme & Budget (P&B) Outcome 5 "Decent work in the rural economy", contributing to P&B Indicators:

5.2 "Number of member States that have taken concrete steps to promote employment and decent work in rural areas", and

5.1 "Number of member States that formulate or adopt strategies or policies that target employment and decent work in rural areas."

It also contributes to Outcome 1: "More and better jobs for inclusive growth and improved youth employment prospects."

The project aims to contribute to the national priority (National Policy of Disaster Management) to build resilience and disaster mitigation measures by developing and demonstrating effective models in rural communities. More specifically, a dual strategy for this was taken, entailing:

1. Introducing improved land and water resource management practices that build resilience in disaster prone districts.
2. Supporting policy coherence by integrating "livelihood resilience building" within existing national rural development programmes including disaster response programmes for floods and droughts.

In other words, ILO's intention with this project was to find out whether and how ILO can contribute to international efforts for climate change adaptation and disaster resilience in Sri Lanka, by addressing urgent needs in disaster-affected areas. Through this project, ILO intended to gain sector-specific knowledge, develop ideas and review opportunities (e.g. green jobs, tourism), and develop partnerships and linkages. The main focus was to put systems and capacities for such in place at farmer organisation and local government levels, all the time keeping its focus on decent work and peace building. Besides drought and flood resilience (models, tools, capacities), the project aimed for reducing local and regional inequities in access to resources and services of war-affected communities, and thereby contributing to long-term peace.

In terms of strategic use of RBSA, this project included innovative initiatives, addressing emerging needs, and leveraging greater funding.

1.2.3 The Present Status of the Project

Based on study of the provided documents and exchanges with project staff, the evaluator understands the following about the present project situation:

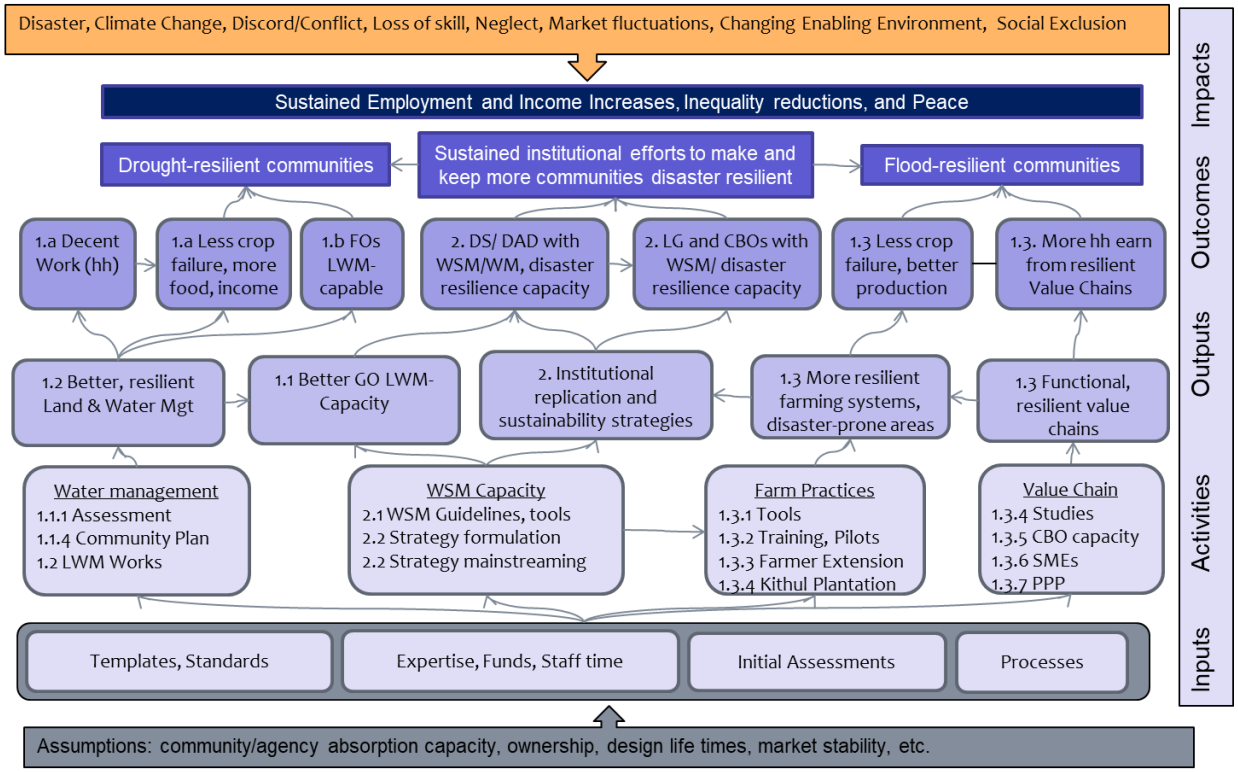
[1] https://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_631491/lang--en/index.htm

- The project period was 2 years, December 2017- December 2019, and while most studies and assessments started in 2018, nearly all community-level interventions (except one tank) only started around mid-2019. By October 2019, the project has completed nearly all interventions, but needs a no-cost extension to ensure that post-implementation obligations of contractors can be supervised and monitored, and overall sustainability can be ensured.
    - Detailed assessments, intervention design, strategy and guideline drafts have all but been completed
    - Through DAD, three tanks benefiting about 175hh have been renovated in the North
    - Through IUCN, a range of land and water management interventions benefiting about 200 households is nearly completed in three locations in the Southwest
    - Through SEDD-Ratnapura, support to 600 Kithul producers and SMEs in the Southwest is completed
    - Through SEDD-Ratnapura, 50 government officers working with MSMEs were trained on kithul industry
    - Through the University of Colombo, about 220 local government officers/ CBO representatives in Ratnapura and Kalutara will be trained on tools and guidelines for managing watershed areas.
    - A draft national level strategy for mainstreaming disaster/climate resilience in the rural development policy/legal framework has been completed and will still be disseminated through workshops
    - Some of the activities will continue after the project within the context of the existing government efforts of which they were part.
- The total budget is US$1 million including staff costs, while the budget for all interventions, including contractor costs is about US$500,000.
- Studies and interventions are implemented by contractors, supervised and monitored by one officer for the North and one officer for the Southwest. Both are supported by an international staff (part-time, about 20%) in Colombo and by the ILO Country Office for Sri Lanka and the Maldives.

The project is an RBSA project and does as a result not require a detailed Theory of Change (ToC) or results frameworks and no frequent periodical progress reporting. A type of Theory of Change has been produced by IUCN for the SW component for their intervention proposal, but the ultimate set of interventions (and intended changes) differed substantially.

In Figure 1 the evaluator has attempted to sketch the relation between the inputs, outputs and outcomes in a rough theory of change to help with his own understanding of the project. The different levels do not necessarily all correspond with the outputs and outcome (first level output) of the project document. It is based on the outputs and milestones in the project document, exchanges with the project team during the inception phase and the observations and discussions with the project team during the field mission.

Figure 1 An Attempt at a Theory Change for LKA/16/02/RBS to Aid Evaluation



1.3 Approach and Methodology

Use of the terms Outputs and Outcomes. The project document only uses the term Outputs, but has two levels (e.g. Output 1 and Output 1.1) that roughly correspond with the terms Outputs and Outcomes, which are the terms the evaluator prefers to use. In this project a typical output (indicator) would be: "Number of Kithul farmers trained in using safety equipment[2]" or "Number of farmers using safety equipment as trained", while outcomes could be: "Number of Kithul farmers meeting work-related accidents reduced by X%" or "Increase in number of Kithul farmers due to better work safety".

Further references on evaluation terms can be found in the extensive library of evaluation-related documents on the ILO website.

1.3.1 Purpose and Scope of the Evaluation

The main purpose of the final independent evaluation is to promote accountability to ILO key stakeholders and donors, and to enhance learning within the ILO and among key stakeholders. The main objectives of the evaluation are as follows:

- Assess the relevance of the ILO support in:
  a. Introducing improved land and water resource management practices that build resilience in

[2] Equipment needed to safely climb high Kithul palms for syrup extraction

disaster prone districts.
b. Supporting policy coherence by integrating "livelihood resilience building" within existing national rural development programmes including disaster response programmes for floods and droughts.

- Assess the effectiveness of the project – the extent to which the government structures and farmers' organizations have strengthened in improving land and water management practices, and to what extent it has covered labour and employment issues.
- Assess efficiency - economically how resources/inputs (funds, expertise, time etc.) are converted to results.
- Assess/identify new developments and/or challenges that may have contributed or hindered the achievement of the objective of the project.
- Identify possible impact (intended and unintended) and the sustainable contribution of the work, including in enhancing social dialogues and gender mainstreaming.
- Provide recommendations for possible future programming.
- Identify emerging potential good practices and lessons learnt.

The Terms of Reference are provided in Annex 1.

Scope: The evaluation will cover all project interventions from all sources of funds that have contributed to the achievement of the P&B Outcome 5: "Decent Work in the rural economy" and Outcome 1: "Creation of sustainable, inclusive and decent employments".

Clients: The primary end users of the evaluation findings is the ILO Country Office in Colombo and the key stakeholders involved in the project. Secondary parties making use of the results of the evaluation will include ILO technical departments, DWT-Bangkok and ROAP.

1.3.2 Approach and Methodology

The evaluation was undertaken by a single evaluator, supported during field work by the project team and translators (Mr S. Augustine in the North and Ms. Ivanthi in the South-west) with logistics and translation, and information and feedback when requested. It is managed by Evaluation Manager Rebecca Napier-Moore and overseen by the Regional Evaluation Officer. The final report is review and approved by ILO Evaluation Office. The approach and methodology have been outlined in the Inception Report and were based on a translation of the ToR's evaluation questions in to a data collection workplan (see

Annex 1: Terms of Reference

Independent Final Evaluation
Disadvantaged and vulnerable groups in rural areas, especially in conflict-affected and economically lagging regions, have equitable and enhanced access to more and better jobs and expanded product markets
26 August 2019

ILO Project Code	**LKA/16/02/RBS**
ILO IRIS Code	106462
Project dates	19 December 2017 – 31 December 2019
Administrative Unit in charge of the project	CO-Colombo
Unit in charge of backstopping	ENTERPRISE, EMP/INVEST
Timing of evaluation	Final
Type of Evaluation	Independent
Donor	RBSA
Budget	US$ 1,000,000
Evaluation mission dates	29 October-5 November 2019
TOR preparation date	August 2019
Evaluation Manager	Rebecca Napier-Moore, Programme Technical Officer (Safe and Fair, ROAP)

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I. Introduction

ILO Colombo received Regular Budget Supplementary Account (RBSA) funding from 2017-2019 build resilience of disaster vulnerable communities through better soil and water conservation and management measures in watershed areas and drought prone areas in rural Sri Lanka. The work has contributed to the country programme outcome (CPO) LKA 107. The project was designed to contribute to ILO 2018-2019 Programme & Budget (P&B) Outcome 5 "Decent work in the rural economy", contributing to P&B Indicators 5.2 "Number of member States that have taken concrete steps to promote employment and decent work in rural areas", and 5.1 "Number of member States that formulate or adopt strategies or policies that target employment and decent work in rural areas." It also contributes to Outcome 1: "More and better jobs for inclusive growth and improved youth employment prospects."
The project is related with Sri Lanka's 2018-22 Decent Work Country Programme (DWCP) Country Priority 1: "Creation of sustainable, inclusive and decent employment" and its Outcome 1.1 "Sri Lankan workforce have more and better employment opportunities". From the 2018-2022 DWCP the project has reported against Output 1.1.3 "Micro, Small and Medium Enterprises equipped with solutions in line with the Decent Work Agenda to enhance their resilience, sustainability and competitiveness." The 2018-22 DWCP had not been written or agreed at the time of the project design. At the time of design, a Country Programme Outcome was foreseen on the promotion of sustainable and resilient employment. The project design aligned with Outcome 1.3 in the 2013-2017 DWCP: "Disadvantaged and vulnerable groups especially in conflict affected and economically lagging regions have equitable and enhanced access to more and better jobs and expanded product markets."
The project contributes to simultaneously achieving SDG8: 'decent work and economic growth' and SDG13: 'action for climate'.
Significant amount of RBSA funding (2017-2019) has continued to be provided to LKA 107 and its activities are coming to an end by December 2019 in the project, thus the final independent evaluation is required as per ILO evaluation policy. The purposes of the final evaluation are both for accountability and for organizational learning within the ILO. This final evaluation is to assess the relevance,

effectiveness, efficiency, impact and sustainability of the interventions' actions undertaken under the project. The evaluation will also provide lessons learnt, and recommendations for possible future programming.
The evaluation process will be from 1 October – 13 December 2019 (with field work and interviews ideally conducted during 28 October-5 November 2019). It will be conducted in compliance with the principles, norms and standards for project evaluation set forth in the *ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd edition* (Aug 2017). The final evaluation will be carried out in close consultation with the project, key stakeholders in Sri Lanka. The final evaluation will take into account the contextual situation that the project has been operating in Sri Lanka during the project period.
Responsibility for management of the evaluation is with the ILO's Programme Technical Officer (Research and M&E, Safe and Fair project), based at the ILO Regional office- Bangkok who has no prior involvement in the project with oversight provided ILO Evaluation Office. The evaluation will be carried out by an independent external evaluator. The evaluation will be funded by evaluation provision of the RBSA M&E fund and it will comply with UN Norms and Standards.

II. Background and description of the programme

Sri Lanka is facing new opportunities for social and economic development. The country is on the path towards becoming a middle-income country and to progressively achieve the SDGs. Nevertheless, there still remain disparities between regions and social groups. Moreover the economy is fragile and ¼ of the population is considered nearly poor and vulnerable to shocks that can push them back to poverty. Climate related disasters are one of these drivers, with a recurrent occurrence of floods, landslides and drought affecting particularly the impoverished sectors living in high-risk conditions and with reduced capacities for recovery.
The effects of floods and drought in 2017 have confirmed the increasing impact of climate related disasters in Sri Lanka coupled with haphazard human development activities, requiring to be considered as a priority in national policy. During the period 2005-2016, floods affected 64% of Sri Lanka's total population. High impact disaster events are occurring frequently since 2011 which on average affect more than 1 million people annually. In 2016, almost 500,000 people were affected by floods and landslides causing 93 deaths and 117 people still reported missing. In 2017 about 1.3 million people around the country have been affected by drought which has adversely impacted food production and access to drinking water.
Consequent to the recurrent disasters in the country there is a growing appreciation of the need for developing stronger resilience to avoid the excessive damages, which is becoming a regular feature. The Government's National Policy of Disaster Management (2013) prioritizes resilience and encourages disaster mitigation measures beyond haphazard relief actions. Prevention and resilience to climate change has been widely discussed in the UNCT (United Nations Country Team) committee on disasters and is reflected as one of the four priorities in the recently signed UNSDF 2018-2022.

The recent drought as well as the floods in the south has had a severe impact particularly on poor and vulnerable households. This shows the demand for climate proofing of existing livelihood development programmes and support schemes provided to such groups. The current vulnerability to climate disasters threatens the sustainability of such support efforts. Introducing the right climate resilience measures therefore needs to be seen as an integral part of the strategies to improve the quality of current jobs when creating new job prospects.

ILO Response

The ILO sees a potential for contributing to this process through applying the strategies formulated in its flagship programme, Jobs for Peace and Resilience, JPR. It is believed that community driven public works interventions in both the drought and flood stricken regions can in the long-term provide solutions that mitigate the detrimental effects of the natural disasters. Furthermore if these interventions are combined with improved farming practices, introduction of alternative crops and establishing new value chains, it is possible to create decent jobs in the rural areas that protect livelihoods and household income.
As mentioned, the government, through its National Policy of Disaster Management has prioritised resilience and encourages disaster mitigation measures beyond haphazard relief actions. Thus far in Sri Lanka, development agencies have focused more on risk reduction and humanitarian response. In contrast, ILO's JPR approach focusing on building resilience while at the same time generating jobs, has gained much interest for technical assistance from the Government (consultations held during a post floods scoping mission in 2016).
A number of mitigation and resilience strengthening activities have been identified on the basis of a careful analysis of the impact of recent natural disasters in Sri Lanka, in consultation with the constituents. It is important to note that these disasters are not one-off events but occur in a cyclical pattern. For this reason, efforts have been made to identify measures that not only alleviate the immediate impact from the most recent disasters but which will strengthen resilience in the long term and thus reduce risks and vulnerabilities before new floods and droughts occur.

Project aims and strategy

The project aims to contribute to the National Policy of Disaster Management's priority to build resilience and disaster mitigation measures by developing and demonstrating effective models in rural communities.
More specifically, this aim will be met through a dual strategy, entailing:

1. Introducing *improved land and water resource management practices* that build resilience in disaster prone districts.
2. Supporting *policy coherence by integrating "livelihood resilience building" within existing national rural development programmes* including disaster response programmes for floods and droughts

This project intends to support livelihoods improvement by strengthening disaster resilience in flood-affected communities in selected districts in the Southwest and drought affected communities in Northern Province. The proposed RBSA funding is considered as a first step in developing a long-term programme in Sri Lanka within the context of the JPR with an objective to contribute to improved disaster resilience by reducing negative impact on livelihoods caused by natural disasters. An important feature of the strategy (see outputs for more details) is the application of a comprehensive EIIP guide on employment in labour-based public works schemes, focusing among other things on the quality of work.

A major cause of the flash floods is the high water run-off from the upper parts of the water catchment areas. Natural forests have the best ability to retain water and thereby reduce the intensity at which water is supplied to rivers from the surrounding watershed areas. When forests are removed as a result of human settlements and economic activities such as farming, mining and timber extraction, this have a significant impact on the speed at which water travels and feeds into the rivers. When seasonal rains occur at high intensity, this increases the risk of flash floods.

Measures such as reforestation, terracing works and recharging underground aquifers slow down and reduce the water flow before it reaches the main rivers thereby avoiding the extreme flash floods. Watershed management is also a less capital-intensive measure compared to flood protection works. When carried out in a planned manner and in close consultation with local communities, it may yield the best and most sustainable results.

The planned measures in the South will also benefit vulnerable populations living in plantations that face constant threats from recurrent natural disasters, such as floods and landslides.

The recent drought has had a severe impact on many smallholder farmers in the North. This shows the demand for climate proofing the type of support provided by LEED and similar efforts to improve livelihoods in this region. The current vulnerability to climate variations puts all the support efforts in building sustainable livelihoods among this group at risk. The impact of drought can be mitigated by expanding irrigation systems, water conservation, crop diversification, introducing cash crops and improving value chains and access to markets.

The ILO has already built up an impressive programme promoting small business enterprises and cooperatives in Sri Lanka through its existing technical cooperation portfolio. In this respect, the on-going Local Empowerment through Economic Development Project is worth mentioning, with its successful livelihood development support to smallholder farmers in the Northern Province. The LEED project has had a significant impact in terms of increasing farm income among these smallholders, through the introduction of cash crops, securing access to domestic and international markets by channelling support through their cooperatives and social enterprises. A significant part of the experience from LEED would have been relevant to the support envisaged in this RBSA proposal. The support network created by the LEED project is also valuable in terms of reaching vulnerable households that need to build climate resilience.

Some of the proposed measures to mitigate the impact of floods and droughts can be organised as public works schemes. Past experience from similar works has demonstrated that such measures have a high potential for job creation if the right choices of technology are made. Through the application of employment-intensive methods such work has the potential to provide significant employment opportunities for people living in the nearby communities – thereby also contributing to livelihood development in the short term.

The immediate beneficiaries of this project can be summarised as follows:

(i) smallholder and plantation farmers vulnerable to floods and droughts,

(ii) landowners in the water catchment areas who benefit from the improved land and water resource management,

(iii) inhabitants in nearby communities offered new employment opportunities rising from the public works schemes initiated to mitigate the effects of future climate related disasters,

(iv) particular attention will be given to ensure that youth and women are well represented as beneficiaries in the groups mentioned above,

(v) Ultimately, communities downstream including enterprises and its workers benefiting from less severe floods as a result of the improvements made in the water catchment areas.

The close collaboration with government agencies is also expected to lead to capacity development among the staff in field offices concerned with land and water resource management and enterprise/cooperative development. Equally, collaboration with local research institutions is expected to widen their knowledge base. This in turn is expected to improve existing rural development programmes and also climate proofing such schemes.

In the long term, the proposed support measures are expected to contribute to building resilience in communities regularly impacted by natural disasters and thereby reduce the need for mobilising large humanitarian efforts when freak weather occurs.

Introducing the right climate resilience measures therefore needs to be seen as an integral part of government policies to improve the quality of current jobs and creating new jobs. Finally, it is important to bear in mind that the proposed programme consists of measures that also contribute to livelihoods development in a scenario without recurrent disasters. In other words, they will also yield results and make a positive change even if there are no repeat disasters. In most cases, efforts to improve land and water resource management have an immediate positive impact on the environment and impact household income in a positive way. Combined with more sustainable farming practices, which in turn results in improved yields and further diversification of outputs, these measures can further increase income for rural households and reduce vulnerabilities.

Natural disasters also have a detrimental effect on past peace building efforts. The cessation of conflicts is largely motivated by a desire for and prospect of better living conditions. The peace building processes in the North have to a large extent been driven through improvement of livelihoods through the provision of basic services, decent jobs and income. Natural disasters can easily scuttle these development efforts. The increasing fragility of the environment due to climate related disasters are therefore even more important concerns in the more politically tense regions.
The proposed flood related interventions will be implemented in the southwest region where there is already a RBSA project operational. Although the current RBSA project has encountered delays in implementations most of the interventions will be completed early 2018. *See earlier provided justification.*

New and better jobs

Resilience building is becoming increasingly important component of development efforts to reduce household vulnerabilities and build sustainable livelihoods. Building disaster resilience is essentially about protecting jobs and livelihoods. The planned interventions have been selected on the basis of (i) complementarity with other programmes, (ii) addressing the challenges among the most vulnerable, (iii) expected extent of impact and (iv) fields of competence with the ILO that have shown to be successful in this context in the past.
The suggested interventions have both direct and indirect impact on employment. The resilience building will improve the quality of many existing jobs since they will not continue to be disrupted by natural disasters. Equally, many of the suggested measures involve improvements to the environment that will have a positive effect on jobs even if new disasters do not occur - leading to increased income. Furthermore, the implementation of some of the envisaged improvements will create new employment opportunities. The potential for improved land and water management covers vast areas of land. For such measures to reach its full impact the works need to cover considerable portions of the watersheds. The envisaged public works schemes therefore have a large employment generation potential that can provide local communities with new jobs and additional income. Combined with the introduction of new crops and facilitating access to new markets may also lead to new and better jobs.
Finally, these measures contribute to a common goal in which less resources is used on continuous reconstruction works and instead is invested in further development of the farming sector, private sector enterprises, public services and livelihoods. This in turn has a more sustainable impact on the economy, building peace and prosperity and improving future job markets.

III. Purpose and scope of the evaluation

Purpose
The main purposes of the final independent evaluation is to promote accountability to ILO key stakeholders and donor, and to enhance learning within the ILO and key stakeholders.
The main objective of the evaluation are as follows: -

- Assess the relevance of the ILO support in
    a. Introducing *improved land and water resource management practices* that build resilience in disaster prone districts.
    b. Supporting *policy coherence by integrating "livelihood resilience building" within existing national rural development programmes* including disaster response programmes for floods and droughts
- Assess the effectiveness of the project – the extent to which the government structures and farmers' organizations have strengthened in improving land and water management practices, and to what extent it has covered labour and employment issues.
- Assess efficiency - economically how resources/inputs (funds, expertise, time etc.) are converted to results
- Assess/identify new developments and/or challenges that may have contributed or hindered the achievement of the objective of the project.
- Identify possible impact(intended and unintended) and the sustainable contribution of the work, including in enhancing social dialogues and gender mainstreaming
- Provide recommendations for possible future programming
- Identify emerging potential good practices and lessons learnt

Scope

The evaluation will cover all interventions from all sources of funds that have contributed to the achievement of the P&B Outcome 5: "Decent Work in the rural economy" and Outcome 1: "Creation of sustainable, inclusive and decent employments". The duration of the project to be evaluated is from December 2017-December 2019.
The evaluation should cover expected (i.e. planned) and unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluator should reflect on them for learning purposes.
The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.
The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability (and potential impact) to the extent possible as defined in the ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations (i-eval resource kit)', 2017.

Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects" All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.

Client: The primary end users of the evaluation findings is the ILO Country Office in Colombo and the key stakeholders involved in the project. Secondary parties making use of the results of the evaluation will include ILO technical departments, DWT-Bangkok and ROAP.

IV. Evaluation questions

Below are the main categories that need to be addressed:

1. **Coherence and design (the extent to which the design is logical and coherent)**
    - Are the project design (i.e. outcomes, outputs and activities) and the underlying theory of change still valid given the Sri Lanka context? Assess whether the problems and needs that give rise to the work still exists or have changed.
    - How appropriate and useful are the milestones identified in assessing the progress made? Is the project coherent with the ILO's priorities and policy –P&B outcome 5, as well as outcome 1? Has the approach been strategic and exploited on the comparative advantage of the ILO?
    - What, if any, alternative strategies would have been more effective in achieving its objectives?

2. **Relevance**
    - Has the project responded to the real needs of the disadvantaged and vulnerable groups in rural areas, and is it still consistent and relevant to the job market and product markets in Sri Lanka?
    - Is the project relevant to the DWCP Outcome 1.1 (Sri Lankan workforce have more and better employment opportunities) and UNSDAF Sri Lanka?
    - Has the project been able to adapt its approaches to the changing context to address priority needs of targeted communities?

3. **Effectiveness (including effectiveness of management arrangement)**
    - To what extent has the project achieved its objectives, and the extent that it has contributed to the achievement of DWCP outcomes and of the LKA 107 milestones for 2018-2019? If it has not (or not fully), what are the main constraints, hindering factors, and areas in need of further attention? If it has, what are the main contributing factors.
    - To what extent did intervention results contribute toward gender equality?
    - To what extent has the project collaborated with other projects and programmes to enhance its impact, effectiveness, and leveraging of resources?
    - Has the mode of implementation proven to be effective?
    - Has the project received adequate administrative, technical and if needed, political support from concerned ILO offices (Country office and DWT-Bangkok)? If not why?
    - Has the project management arrangement been adequate to carry out the work? Any monitoring plan or tools used to monitor the progress made?
    - How effective have the partnerships and coordination been among key stakeholders in achieving the results; and how far have stakeholders been engaged in design, implementation and monitoring of the project?

4. **Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)**
    - Have resources been allocated strategically to achieve results? And have they been delivered in a timely manner? If not, what were the factors that have hindered timely delivery of outputs? Any measures that has been put in place?
    - The extent to which the resources have been leveraged with other related interventions or other projects to maximise impact, if any?
    - How far has the project allocated resources in achieving gender equality within the given context? Is this reflected in the budget?

5. **Impact**
    - Has the strategic orientation of the project made a significant contribution to broader, long-term, sustainable development changes?
    - To what extent has the RBSA project strengthened the constituents' engagement and influence in SDG-related processes at the country level with the purpose of making significant progress towards SDG8?
    - What is the likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed?
    - How strong is the level of ownership of results by the targeted communities, institutions?
    - What have the intervention's long-term effects been on more equitable gender and other inequalities, or on reinforcement/exacerbation of existing inequalities?

6. Sustainability

- Taking into account the Sri Lankan context and the short timescale of the project, to what extent are the results of the interventions likely to be durable and maintained or even scaled up and replicated by the partners after the project ends? What has been planned as exit strategy?
- Has the project created an enabling environment and developed foundations towards resiliency and sustainability of the interventions?

7. Special aspects to be addressed

- The extent that the work has promoted ILO's mandate on social dialogue and international labour standard (taking into consideration the context of the project). Any improvement in the tripartite or bipartite social dialogue in Sri Lanka?

V. Expected outputs of the evaluation

The expected outputs to be delivered by the evaluator are:

1. Inception report: This report (based on communication with the Project Team, the Evaluation Manager, and a Desk review) should describe the evaluation instruments, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instruments need to make provision for the triangulation of data where possible. The inception report should include evaluation purpose, scope, methodology and evaluation framework, tools to be used to gather data, quality assurance of data, validation, sampling approaches and key milestones. It will cover how the more detailed analysis on the focus areas will be integrated in the analysis and reporting. This inception report must be to the satisfaction of the Evaluation Manager before the evaluator starts data collection.
2. Stakeholders' workshop: On the last day of the in-country field visit, this workshop acts to both present initial findings via powerpoint presentation (as validation) and to gather collective stakeholder views, as part of full data collection.
3. Draft evaluation report: The evaluation report should include and reflect on findings from the fieldwork and the stakeholders' workshop.
4. Final evaluation report together with a stand-alone evaluation summary (ILO standard format) after comments from stakeholders.
5. Upon finalization of the overall evaluation report, the evaluator will be responsible for writing a brief evaluation summary which will be posted on the ILO's website. This report should be prepared following the guidelines included in Annex and submitted to the evaluation manager.

Draft and Final evaluation reports include the following sections:

- Executive Summary *(standard ILO format)* with key findings, conclusions, recommendations, lessons and good practices *(each lesson learn and good practice need to be annexed using standard ILO format)*
- Clearly identified findings
- A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
- Clearly identified conclusions and recommendations (i.e. specifying to which actor(s) apply)
- Lessons learned
- Potential good practices and effective models of intervention.
- Appropriate Annexes including present TORs
- Standard evaluation instrument matrix (adjusted version of the one included in the Inception report)

The entire draft and final reports (including key annexes) have to be submitted in English.
The total length of the report should be a maximum of 30 pages. This is excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.
The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible for Word for Windows. Findings and results should follow logically from the analysis, be credible and clearly presented together with analyses of achievements and gaps. Ownership of data from the evaluation rests jointly with ILO, and the consultant. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
The draft reports will be circulated to key stakeholders, tripartite constituents, and ILO staff i.e. project management, ILO Office in Colombo, DWT Bangkok, ILO Regional office EVALofficer) for their review. Comments from stakeholders will be consolidated by the Evaluation Manager and will be sent to the evaluation consultant to incorporate them into the revised evaluation report. The evaluation report will be considered final only when it gets final approval by ILO Evaluation Office.

VI. Methodology

The ILO policy guidelines for results-based evaluation provide the general framework for carrying out the evaluation and writing the evaluation report, including the requirements for the recommendations made, lessons learned and good practices documented in the report (http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm).
These guidelines adhere to the evaluation norms and standards of the United Nations system, as well as to the OECD/DAC Evaluation Quality Standards. In addition, the UNEG Ethical Guidelines for Evaluation are to be followed by all parties involved with the process.
The evaluation is to be carried out independently and the final methodology and evaluation questions will be determined by the evaluator, in consultation with the Evaluation Manager.
The evaluation process will be participatory. All key stakeholders will have the opportunity to be consulted, provide inputs to the ToR and evaluation report, and use the evaluation findings and lessons learnt, as appropriate.
The methodology should include multiple methods, with analysis of both quantitative and qualitative data. It should identify linkages between data sources, data collection methods and analysis methods. A clear statement of the limitations of chosen evaluation methods should be included.
The evaluator will conduct a desk review first to be followed by interviews and field visits to Sri Lanka. She/he can make use of the sources of information exhibited below for desk review and interview, namely the review of selected documents (1.1), and the conduct of interviews (1.2).

1. Sources of information

1.1 Documents review

The evaluator will review the following documents at home based before undertake mission to Sri Lanka:

- Project document (description of actions)
- Progress reports
- Other relevant documents e.g. Mission, meeting, workshop and training reports, Project budgets – planned and actual- expenditures, Monitoring and evaluation plan.

1.2 Individual interviews/focus group discussions

Individual interviews in person during the field visit, by phone, e-mail or Skype and/or a questionnaire survey can be conducted with the following:

a) ILO staff

Country Office

- Country Director, ILO Country Office for Sri Lanka and the Maldives, Ms Simrin Singh and relevant programme officers
- Project team
    - ILO CTA Mr Thomas Kring
    - Project staff (including the Administrative and Finance Officer), if relevant
        1. Ms. Chamila Weerathunghe, Project Manager
        2. Mr. Vasanthan Kathirgamathamby, Project Manager
- Other NPCs of other projects
    - Local Empowerment through Economic Development project
    - LKA/16/01/RBS

Regional Office for Asia and the Pacific

- DWT, Senior Engineer on Employment-Intensive Investment, Mr. Bjorn Johannessen

b) Other key stakeholders:

- Government agencies
    - Ministry of Plantation Industries
    - Ministry of Disaster Management
    - GA offices in Kalutara and Ratnapura
    - DS Office- Palindanuwara
    - GN- Ilukpotha of Agrarian Development northern province
    - Irrigation Engineer
- Local research institutions
    - District Secretary – Ratnapura,
    - International Union for Conservation of Nature (IUCN),
    - Environmental Foundation Limited – EFL,
    - University of Colombo.
- Beneficiaries (*with an aim of equal numbers of women and men among interviewees*)

- Trained government officials
- Farmers' organizations representatives from:
  - Arasapuram Farmers' Organization
  - Peralai Farmers' Organization
  - Mattuvilnadu East Farmers' Organization

2. Gender equality

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover the evaluators should review data and information that is disaggregated by gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and evaluation report.

VII. The evaluator responsibilities and profile

Responsibilities	Profile
• Desk review of programme documents and other related documents • Development of the evaluation instrument • Briefing with ILO • Telephone interviews with HQ and DWT-Bangkok specialists • Undertake a field visit in Sri Lanka • Facilitate stakeholders' workshop/ debriefing with the programme and key stakeholders • Draft evaluation report • Finalize evaluation • Draft stand-alone evaluation summary as per standard ILO format	• Not have been involved in the programme. • Relevant background in social and/or economic development. • Substantive experience in project evaluations in the UN system or other international context - human rights based approach –inclusiveness • Experience in using results – based management principles, TOC /LFA analysis for programming • Ability to bring gender dimensions into the evaluation, including in data collection analysis and writing • Demonstrate an understanding of the ILO mandates and tripartism • Demonstrate an understanding of climate related livelihood resilience; and land and water resource management • Adequate technical specialization of relevant ILO labour related issues will be a great advantage • Experience in the UN system or similar international development experience • Experience in Sri Lanka will be an advantage • Fluency in spoken and written English and understanding of ILO cross-cutting issues • Experience facilitating workshops for evaluation findings. • Be flexible and responsive to changes and demands; client oriented; and open to feedback.

VIII. Management arrangements

The evaluator will report to the *Evaluation Manager*, Ms. Rebecca Napier-Moore (napiermoore@ilo.org), Programme Technical Officer (Research and M&E for Safe and Fair Project) in ILO Regional Office for Asia and the Pacific. The evaluation manager takes the responsibility in drafting TOR in consultation with all concerned and will manage the whole evaluation process and will review evaluation report to make sure it has complied to the quality checklist of ILO evaluation report.

Regional Evaluation Officer, ROAP will do quality assurance of the report and EVAL, Geneva will give approval of the final evaluation report.

ILO CO-Colombo and the ILO project management team will provide administrative and logistical support during the evaluation mission. The project management team will also assist in organizing a detailed evaluation mission agenda, and to ensure that all relevant documentations are up to date and easily accessible by the evaluator.

Roles of other key stakeholders: All stakeholders, particularly the relevant ILO staff, the donor, tripartite constituents, relevant government agencies, NGOs and other key partners will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunities to provide inputs to the TOR and to the draft final evaluation report.

IX. Calendar and payment

The duration of this contract is for 25 working days between 1 October 2019- 13 December 2019. The mission in Sri Lanka is expected during 29 October - 5 November 2019 (with travel and some stakeholder consultations on weekend days).

Phase	Responsible Person	Tasks	Proposed timeline	Number of days
I	Evaluator	○ Desk Review of programme related documents ○ Telephone briefing with the evaluation manager, and project CTA ○ Preparation of the inception report	October 2019 – to submit the inception report by 15 October 2019	5
II	Evaluator (logistical support by the project)	○ Field visit (to Country office in Colombo and to project sites) ○ Interviews with project staff and other relevant stakeholders (including ILO officials –via skypes?) ○ Preparation of the workshop ○ Workshop with the programme management and ILO relevant offices for sharing of preliminary findings (last day – 8 Nov)	29 October-5 November 2019 (with travel and some stakeholder consultations on weekend days)	9
III	Evaluator	○ Analysis of data based on desk review, field visit, interviews/questionnaires with stakeholders ○ Draft report	Draft report to be submitted to Evaluation Manager by 18 November 2019	9
IV	Evaluation manager	○ Circulate draft report to key stakeholders ○ Stakeholders provide comments ○ Consolidate comments of stakeholders and send to team leader	18-25 November 2019	
V	Evaluator	○ Finalize the report including explanations on why comments were not included	4 December 2019	2
VI	Evaluation Manager	○ Review the revised report and submit it to EVAL for final approval	By 10 December 2019	
		Total no. of working days for Evaluator		25

ROAP will finance the evaluation from RBSA M&E allocation. It can be spent on:

- Consultancy fee;
- Travel and DSA

Based on the TOR, the ILO will prepare an external collaborator contract with an evaluator.
An independent interpreter will be hired to accompany the evaluator.

X. Legal and ethical matters

The evaluation will comply with UN Norms and Standards. UN Evaluation Group (UNEG) ethical guidelines will be followed.
All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. Ownership of the data from the evaluation rests jointly with the ILO and the ILO consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentation can only be made with the agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

XI. Application

Interested applicants are requested to provide a cover letter, their CV, and their daily rate by **11 September 2019** to napiermoore@ilo.org.

XII. Annex 1: All relevant ILO evaluation guidelines and standard templates

1. Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
2. Checklist No. 3 Writing the inception report http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
3. Checklist 5Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
4. Checklist 6 Rating the quality of evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
5. Template for lessons learnt and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
6. Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
7. Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
8. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
9. Template for evaluation summary: http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc

Annex 2) and evaluation schedule (Annex 3). The evaluation was carried out to the extent possible in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard, and addresses the overall ILO evaluation concerns of relevance, effectiveness, efficiency and sustainability (and potential impact) to the extent possible. Within the limitations of available data and time for data collection, gender equity and social inclusion concerns were considered throughout.

Table 1 Evaluation Questions

1 Coherence and design a. Targeted Problems and Needs still exist? b. Project design and Theory of Change still valid? c. Are progress milestones appropriate and useful? d. Is project coherent with ILO's P&B outcomes? e. Is approach based on ILO's comparative advantage? f. Could alternative strategies have been more effective?
2. Relevance a. Response to real needs of disadvantaged and vulnerable? b. Response relevant to job and product markets? c. Relevance to DWCP Outcomes and UNSDAF Sri Lanka? d. Did target group context change and project adapt?
3 Effectiveness Describe the approaches, activities, results and evidence a. To what extent were objectives achieved? b. Contributions to DWCP outcomes and LKA 107 milestones? c. What are main contributing or hindering factors? d. To what extent results contributed to gender equality? e. To what extent project collaborated with other actors? f. Has mode of implementation proven to be effective? g. Has project received adequate support from ILO offices? h. Was project management arrangement adequate? i. What monitoring plan or tools were used, if any? j. Were stakeholder partnerships and coordination effective? k. Did stakeholders engage in design, implementation, M&E?
4. Efficiency a. Were resources allocated strategically? b. Were resources delivery timely? c. What were factors, if outputs were not delivered timely? d. How did project address issues? e. How far were resources leveraged with other actors f. Were resources to achieve gender equality adequate?

5. Impact a. Did project contribute to broader, long-term changes? b. Did project impact constituents' engagement and influence in SDG8-related processes at the country level c. How has project impacted gender/other inequalities
6. Sustainability a. How likely is the durability of results? b. How likely will partners replicate, scale up results? c. How strong is community/institution result ownership d. What has been planned as exit strategy? e. Will enabling environment be adequately supportive?
7. Special aspects to be addressed a. Promotion of ILO's mandate on social dialogue and international labour standard? **b. Improvement in tri-/bi-partite social dialogue in Sri Lanka?**

In general, the approach consisted of trying to understand as much as possible of the most important interventions by reading as much as possible (starting with the documents provided by the project and ILO), seeing as much as possible within the few days given, interviewing as many key stakeholders and implementers as possible and reflecting with ILO staff on the evaluation results. The preliminary results were presented on the last mission day at ILO and final feedback was obtained from a stakeholder workshop in which ILO, partner agencies and relevant UN agencies and projects had been invited. Stakeholders have reviewed the draft version of the evaluation report.

Available documentation: the project document, ToRs and end products for knowledge products and assessments (Mainstreaming Strategy (Environment Foundation Limited-EFL), Watershed Management Guidelines and Tools (EFL), Proposal for Watershed Management Guidelines Awareness Raising (University of Colombo-UoC), Drought impact assessment (Industrial Services Bureau-ISB), various documents related intervention identification, consultation, survey and planning for both the North and Southwest, one IUCN progress report for Southwest (and one SEDD progress report submitted in December, after the mission), and the relevant country-level plans and progress reports. ILO monitoring and mission reports, workshop and training reports, monitoring and evaluation plans were not available.

The very limited time available for the actual evaluation was used to visit as many communities, contractors and partner agencies as possible, and a schedule for this was proposed by the project team to which the evaluator only made minor adjustments (adding a half day to Southwest programme).

Key ILO staff in Sri Lanka (Country Director, Sr Programme Officer, CTA, 2 RBSA Project Managers, M&E specialist) were met. An omission in the schedule and the evaluator's efforts has been an interview with the administrative and finance officer and key staff of LEED. When the evaluator spent time in the Kilinochchi office on Friday afternoon, LEED staff had already left for the weekend.

The evaluator also met with each of the contractors for the knowledge products, assessment and implementation, namely International Union for Conservation of Nature -IUCN, Environmental Foundation Limited – EFL, University of Colombo-UoC, Industrial Service Bureau-ISB, and the irrigation engineer for scheme assessment in the North, and Small Enterprise Development Department-SEDD Ratnapura.

Of the government offices, the evaluator managed to meet the Department of Ararian Development-Kilinochchi, the District Secretariat Kalutara (including officials that attended the Watershed Management Guidelines launch workshop), and one Samurdhi official. No time could be managed to meet Ministry of Plantation Industries, Ministry of Disaster Management, DS Divisional offices, Grama Niladhari offices, District Secretariat-Ratnapura.

In the North, representatives were met of the three Farmers' organizations (Arasapuram, Peralai for Oththaveli, and Mattuvilnadu East for Anaipahan), as well as women and individual farmers met during the

walk-throughs in the villages. In the Southwest, project participants were met in Kalutara for the tea nursery, tea cultivation practices demonstrations, flood resilient rice seed bank, home gardening, bridge, food processor plant, Kithul plantation, Kithul nursery, and Kithul CBO (also one in Ratnapura district), as well as the main Kithul trader involved.

The gender dimension was considered as a cross-cutting concern during each part of the programme, and wherever relevant and possible, women were consulted separately. No interview restrictions or issues were faced in either area although contrary to the Southwest where the staff of both ILO and IUCN as well as the translator were women, staff and translator in the North were both male. Women seemed quite open in sharing information, but It is well possible that women would have shared more in the absence of local men or if the evaluator or translator had been female.

During the 7-day Sri Lanka visit(31 October – 6 November 2019), the Evaluation was able to cover most types of project activities and most types of local stakeholders, although not all sites could be visited. Variety and quantity were the main site selection criteria. In the North each site (tank/community) could be visited in the available two days, while in the Southwest the only area was selected where the whole range of interventions could be seen in one day and where the bulk of the IUCN-programme was located(Balutsinhala, Kalutara). The half day available for Ratnapura district was spent on one easily accessible Kithul producer group and exchanges with SEDD staff at one DS Division and the district level SEDD team.

1.	Renovated tanks:	3 of 3, plus meetings with related Farmers Organisations, women beneficiaries Kilinochchi Department of Agrarian Development Consultants for site identification consultant (2019), drought impact study
2.	Tea:	1 of 36 smallholders (tea management), 1 of 3 improved tea nurseries
3.	Kithul[3], Kalutara:	12 of 31 Kithul farmers, 1 of few plantations in flood-prone/degraded areas, 1 of 3 Kithul CBOs, 1 of 1 large Kithul trader
4.	Kithul, Ratnapura:	1 of 17 SEDD DS Division team (3 of 50 officers), SEDD at DS, 3 of 600 farmers
5.	Flood resilient Rice:	1 of 2 seedbeds, group of 10 of 23 rice farmers
6.	Home Gardens:	6 of 40 farm families
7.	Bridge:	1 of 1 bridge (3 of 10 beneficiary hh)
8.	Food processing:	1 of 1 food processing unit (3 hh)
9.	Knowledge Products:	100% through document review and consultant meetings: Drought Impact Study, North Land and water Management Guidelines and Tools, Tea Watershed Management Strategy Watershed Management stakeholder awareness raising program
10.	Watershed Governance:	1 of 2 District Secretariats, 1 of 1 SEDD, 1 of 1 Agrarian Development Department (Watershed Management workshop was still to be held)

[3] Caryota urens or Fishtail Palm

1.3.3 Evaluation Issues and Limitations

Although the small size of the programme allowed coverage of many interventions during the evaluation, a few issues complicated the evaluation process:

- Normally an evaluator heavily leans on project progress reports, and verifies the reported results through field visits, but in this case that was not possible. The project does not produce its own progress reports as RBSA reporting can be and is merged with the country programme, and periodic progress is merged with country level reporting. The Prodoc indicates that the Implementation Report for 2018-19 was intended to highlight and demonstrate the RBSA-funding's value added in support of overall ILO Sri Lanka results. What the evaluator could extract from country level reports and information for 2018-2019 was very limited, only information on jobs created and SMEs supported, part of the knowledge products and assessments produced, and a generic description of field interventions. Individual contractors, notably IUCN, provide informative progress reports, but there is no project level report, standard format, nor is there reporting against the outputs and outcomes of the ProDoc.
- The project followed a process approach in which a series of studies and assessments would result in implementation plans and interventions. All the project document's milestones concern those studies and assessments, and generic descriptions of field interventions (e.g. improved farming practices) yet without any details, as these still had to be formulated during the startup phase. If after the startup phase the project had made a document that provides the ultimate list of interventions, their target quantities, intended outcomes, indicators, assumptions nor a disaggregation of outcomes by gender and social group, then the evaluator could have properly evaluated whether the project had been able to achieve the intended community-level outputs and outcomes for the various communities and beneficiary categories.
- Although discussions with senior staff provided valuable insights on the actual purpose and use of the RBSA in strategic terms, there is no document that spells out or reviews the exact strategic use of the project.
- Although an evaluation in November is rightly timed for a project ending in December, a few key results will only materialise in December or early 2020 and therefore cannot be properly evaluated[4]. While most outcomes will only materialise after the project ends, also a number outputs will only be clear after March 2020, notably rice seedbank, tea best practices, Kithul plantations.
- Some activities had not started yet: stakeholder awareness workshops on watershed management guidelines; dissemination of land and water management guidelines and tools. Status and dissemination of drought impact assessment was not clear.
- Because the time available for field visits in the Southwest was too short, it is very well possible that the evaluator has not correctly understood each and every intervention and obtained adequate beneficiary feedback.

The report addresses these issues by:

[4] E.g. a) Flood-resilient rice varieties have just been transplanted, b) Home gardens have only seen three months of production at most, which is only enough to see some production of some vegetables, c) The first tea seedlings will only be ready to sell in January, d) The first Yala production in renovated tanks will only take place in the coming Yala season (early 2020), e) SALT measures in tea gardens had (often) not been fully completed yet, can only be tested in 2020 and would only produce benefits after few years, when the tea matures.

1) Compiling as yet an attempt at a results framework and theory of change (see previous chapter), and using likely outputs and outcomes, and common sense indicators against which an evaluation can be done.
2) Formulating strategic outcomes and outputs on basis of interpretation of discussions and documents.

The reader has to accept that the compilation of results and quantities, the interpretation of results and the categorisation of results under various outputs have all been done by an external evaluator in a relatively short time, without a proper results framework and are not necessarily always correct. Facts have been corrected by the project team and implementers. The team and implementers have also reviewed this evaluation. The evaluation report is not a final judgment, but an observation by an outsider at one point in time, to be used for the benefit of the stakeholders. It is important for the implementers to review the evaluation results and see what can be agreed, owned and followed-up on.

1.4 Outline of the Report

The rest of the report covers, subsequently:

- Findings for the Northern Component
- Findings for the Southwestern Component
- Findings for Strategy and Partner Capacity
- Conclusions on the Evaluation of the Whole Project
- Lessons Learnt and Recommendations

The evaluation of the whole programme (Chapter 5) is based on the component assessments. This structure will allow future users, who are only interested in one of the components, to use those chapters as stand-alone assessments, while those only interested in the assessment of the whole project would be served best by the conclusions chapter, which also summarises the three components' assessments or refers to the component text when needed.

The outputs and milestones listed in the following chapters are those form the project document.

2 North Component, Key Findings

The outputs and milestones listed in this chapter are those from the project document. The evaluator added a and b to distinguish between Northern and Southwestern component.

2.1 Output #1.a (North): Improved land and water resource management as well as capacity of farmers' organisations

2.1.1 Output #1.1.a (North): Respective government structures and technical agencies strengthened in improving land and water management practices

The result should possibly be phrased differently because under this output the focus was less on "strengthening the government" (training, guidelines) and more on implementing activities with the government. The government's own role and working procedures were more or less the same as when they have worked with WFP, FAO, IFAD in other projects. The difference with those other aid actors was in the way ILO itself worked to ensure that by working only through Farmers Organisations, employment opportunities went to local people and FOs increased their savings in the bank. In what way the government was to be strengthened was not formulated in detail by this project. See also milestones and chapters on strategic use below.

The milestones for this output were:

Milestone 1.1.1: A survey of the most-affected farmers' cooperatives (North)

The Industrial Services Bureau (ISB) -Kurunegala conducted a drought impact assessment for all the Northern districts. The project shared the draft report with primary and secondary data like district-level drought impact maps and division-wise data on soil, water and agriculture. The report recommends:

1) To renovate ponds and tanks, which has a value chain development potential, using support from Small Holder Agribusiness Partnership Program (SAPP : http://www.nadep.lk/)
2) To facilitate improved soil conservation and water management practices, notably mulching, retention bunds, rainwater harvesting, pitcher irrigation, micro-irrigation technologies (including rain hose)
3) To adjust farming systems (crops, crop varieties, calendars), but not without value chain assessments for concerned crops

The report as reviewed does not seem completed yet because many texts had been highlighted and some annexes were not attached. The report is shared with DAD. Use by the project of the second and third recommendation seemed still minimal, but might increase in future. Although the report and data as shared with the evaluator are not easy to use and access, there is ample location-wise detail, and compilation of existing data and newly collected data will be useful for long-term planning.

Milestone 1.1.2: Improved land and water management practices introduction workplan (North)

All three tanks are so-called lift irrigation tanks, which are too deep to provide gravity irrigation, but provide irrigation through pumps and pipes. In all three tanks, the water use and management practices will not basically change from what people are used to, because renovation focused only on making available more water

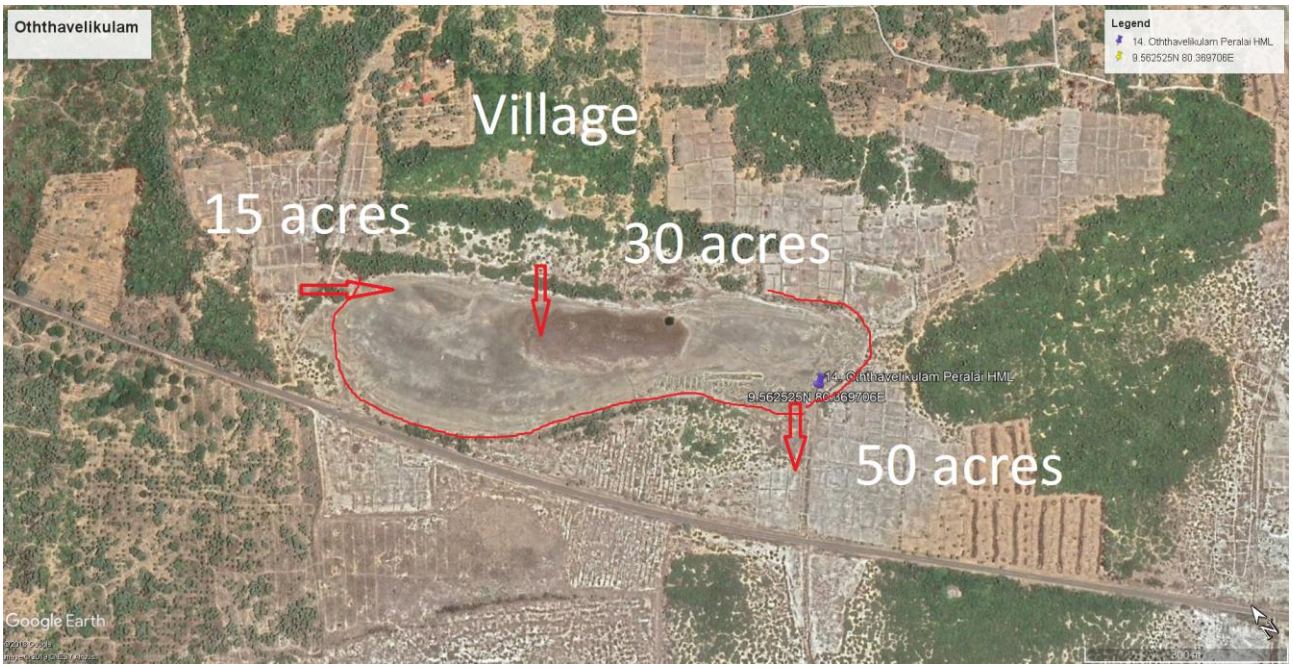
and in more months by deepening (desilting) the tank and raising the bunds to increase water levels. It was obvious from site visits and consultations that the project and farmers had discussed water management (location and design of water outlets, spillways and inlets in the tank bund), before the design was completed.

Tanks of the North (DAD information)

Kilinochchi district has 560 tanks, of which 31 are irrigable tanks (gravity irrigation possible), 95 are lift irrigation tanks (pump irrigation possible in Maha and Yala) and 434 pond-type tanks (only Maha irrigation, and use for cattle and wildlife, groundwater recharge). ILO focuses on lift irrigation tanks as these are the prevalent type in the most drought-prone areas. The most common interventions are raising the bunds, deepening and installing control structures in the bund, so that more water can be retained and for longer periods of time, also during the dry Yala season. Beside irrigation and groundwater recharge also desalination of groundwater through recharge and exclusion of sea water is an objective in places closer to coast (like Oththaveli, see figure below). Although tank renovation is a good time to share with farmers new farming technologies and opportunities, most farmers already know traditionally what can be done if you have more water.

There are still many dilapidated ponds left to renovate to restore the pre-conflict situation, and as DAD studies show that still most water in the North flows to sea and that much more of that water can be retained and used, there is also scope for new tanks.

Figure 2 Oththaveli Tank



ILO and DAD are still to conduct a training on effective water resource use and management for farmers (combined with agricultural practices). The evaluator has not seen curriculum details and is not able to assess adequacy of these trainings. Because it concerns simple or already used technologies (e.g. inlets, outlets, pump irrigation, mulching) and renovation of old tanks that farmers were already familiar with, hypothetical inadequacy of the training, if any, is highly unlikely to constitute a risk.

Milestone 1.1.3: Site selection (North)

For 2018 this was done by ILO-staff and for 2019 by a consultant, both on basis of existing tank priority lists provided by DAD, which in turn had been based on lists compiled by the Agricultural Service Centres (ASC) through local consultation (cooperatives, Farmers Organisations). E.g. for the 2019 selection, Kilinochchi district's 8 ASCs prioritized and selected 100 from a total of 400 tanks with repair needs, and this list of 100 was whittled down by DAD to 29, which were then surveyed by the ILO consultant. From those, DAD ultimately selected 10, of which 2 (Anaipahan and Oththaveli) were implemented with ILO support and the other 8 through other programmes next year (e.g. Office for National Unity and Reconciliation (ONUR) and IFAD).

For 2019, each site's survey was elaborated into a full design and estimate before selection. The selection was done on basis of a scoring system using a) number of beneficiaries, b) acreage, c) impact from water shortage, d) the need for rehabilitation (desilting, bund raising, structures), e) number of wells benefiting from groundwater recharge, and f) impact on ecosystems (wildlife, catchment area, downstream effect). In the ultimate ranking, the impact from water shortage, actually a key criterion, was not quantified. For the 2018 selection (Arasapuram) ILO also weighed in important criteria like remoteness, neglect, poverty and peace dividend, which were not used by the consultant engineer for the 2019 list. The scoring had more issues and the system needs a thorough review and improvement of especially the benefit assessment and the weightage of difference scores. A point in case was that ILO ultimately found enough reasons to select Oththaveli tank for 2019, which was low scoring and had been initially rejected.

Consultation with the project team and DAD actually suggests that nearly all not-yet renovated tanks would be feasible, and that many tanks still deserve support (see table below). Restoring old tanks that deteriorated during the conflict years will be worthwhile in terms of peace dividend and restoration of the pre-conflict conditions, economic development and facilitating cash crops (e.g. peanuts, coconuts, fruits), reducing inequality between North and South, and environment. Selection processes will also need to be adjusted if a watershed approach is used, e.g. by renovating cascades of interlinked tanks.

Table 2 Drought impacts (IDB assessment) and site selection

Kilinochchi DS Division	Total hh	Severely drought affected hh	Selected ILO sites
Pachchilaippalli	2050	620	1
Karaichi – Akkarayan	3757	1500	-
Poonakary	2000	1500	2
Karaichi	5187	76	-
Kandawali	2000	350	-
Total	14994	4046	3

Milestone 1.1.4: Site-wise development plans (North)

Site-wise development plans consisted mainly of engineering designs and implementation schedules. There is no description of what the project hopes to achieve for each site in terms of outputs and outcomes, nor a baseline for what could be key indicators (e.g. drought impact frequency). The surveys and database indicate number of households, acres and wells, but not in terms that the project would probably change. E.g. good indicators would have been Yala water depth, Yala acreage per crop, yields, frequency of crop failure, frequency and length of well droughts, and cash crop sale income. Some of these data can as yet be extracted

from reports and others from consultations with beneficiaries, like done during the evaluation, but for improved overall effort and post-project learning, a plan that lists baseline and intended changes would have been needed at the start.

Milestone 1.1.5: Tools and guidelines for L&W management (North)

The project, i.e. DAD, uses existing government guidelines for tanks (Irrigation Department) and works according the 5-year and annual district plans (under Director Planning from Government Agent office, Kilinochchi). The evaluator was not in a position to review those guidelines, but assesses that it is good practice to use existing guidelines, when entering a new sector.

Milestone 1.1.6: Training for relevant government agencies on climate resilience and scheme sustainability (North)

Staff was trained on site surveying, using PRA. Staff training on water use/water management (combined with farming and drought resilience crops and crop varieties) will be conducted (by resource persons from the government mostly) soon, but cannot be evaluated yet. The evaluator assumes that the project will conduct an assessment of knowledge gaps and other training needs for that training.

The evaluator did not see reviews and plans related to introduction of new technologies or how the capacity, and work quality and timeliness of DAD could be improved. Such review could as yet be done jointly with DAD staff, on basis of the close cooperation, and result in lessons learnt and adoption of elements of the ILO approach.

2.1.2 Output #1.2.a (North): Appropriate interventions implemented to improve land and water use in water catchment areas

The related milestone reads as follows:

Milestone 1.2 Works related to improved land and water use commence in the selected project areas

The project renovated three tanks (175 households) by raising the bunds, installing outlets and inlets that could regulate in- and outflow to retain or to drain water when needed or to keep flood water or saline water out. Water could be raised by few feet, which allowed for increasing the irrigating frequency, irrigated areas or the number of months of irrigation, as well as a recharge of groundwater and wells in the village, with multiple benefits.

As an example, the evaluator found from consultations with beneficiaries at Oththaveli that tank renovation might increase a community's annual income by tens of lakhs of rupees (US$10-20,000) (or tens of US dollars per household).

Projected results include according to Oththaveli farmers (some found similar in two other tanks):

a. Reduced frequency of Maha crop failure from once in three years to less than once every ten years. This could lead for a period of 10 years to a 50% yield increase, and the possibility of starting aquaculture.

b. Increased Maha production in non-drought years (higher yields, more area), leading to on average 100% more yield

c. Increased Yala production (no saline water): OFC-Other Field Crops like peanut possible on 35% land

d. Increase of groundwater levels and well water availability for coconut, fruit, trees, cattle, vegetables and hh

e. Farmer organisations with better Operation & Maintenance capacities: FOs showed they can manage renovation and maintenance (low-tech, increased income, equal pay for equal work).

2.1.3 Output #1.3.a (North): Combination of measures including agriculture extension services for improved/new farming practices introduced

All ILO-support and efforts (and also documents and reporting) are focused on completion of the three infrastructure projects with limited time and staff, and for the rest aimed to ensure that the government's extension messages will reach the beneficiaries. It should further be noticed that farmers themselves appeared already quite aware of and capable regarding the new opportunities created by tank renovations.

Milestones:

Milestone 1.3.1: Guidelines on new/improved farming practices (North)

This milestone appears to apply only for the Southwest. In the North the project, i.e. DAD, intends to use existing government guidelines (Department of Agriculture (Ext.)).

Milestone 1.3.2: New farming activities and improved practices introduced in the project areas (North)

Training on water use/water management, farming and drought resilience crops and crop varieties will be conducted (by resource persons from the government mostly) soon, but cannot be evaluated yet.

2.1.4 Comments on M&E, Indicators and Targets

The evaluator thinks that the project would have been strategically more useful for ILO if the project had:

- Established and formulated clear targets, and target-related baseline and indicators for the three tanks (E.g. crop failure frequency, yields, Yala cropping intensity, well water levels, labour days generated by gender and group) as well as for government strengthening (staff field visit frequency, time between selection and completion, post-construction scheme functionality)
- Systematically monitored the project according those indicators or on any changes that were the result of the project, as a basis for project learning.

2.1.5 Benefit Distribution and Gender

Benefit distribution. The evaluator had the impression that benefits seemed to be shared equitably, as all three communities seemed cohesive and agreed on the importance of and approach to tanks, but real detailed insight is missing. E.g. whether any households benefited less could not be evaluated as household-level baseline was absent and benefits were mostly not monitored or not disaggregated, e.g. by land holding, caste, wealth levels or the presence of people with disabilities. The importance of disaggregation was shown by a female beneficiary from Arasapuram, whose husband lost a leg in the conflict and whose daughter returned home when her husband abandoned her. She shared that the level of benefit depended on a family's resources (land holding, resources for well digging -to benefit from well recharge-, land quality and drought-risk, number of livestock, access to machinery and transport means). The evaluator was not able to make a thorough assessment of access to labour opportunities, but there is evidence of various efforts made by the project. Each household was asked to provide labour. Extra effort was made to reserve work for households' women. People with disabilities got the few jobs suitable for them, mostly record keeping and administration. In Oththaveli, 25 village households did not have land near this tank, but still benefited from labour opportunities. For an average family income from temporary labour would be in the range of US$100.

Gender Equity. Short exchanges with small groups of women beneficiaries (all farmers) in Oththaveli and Arasapuram show that women are as invested in the project as men, that they more than men prioritise the benefits from recharging of water wells around their homes, which are used for drinking water, household chores, bathing, livestock, vegetables and cash crops. Women in general worked fewer days than men in the construction (e.g. only 25% of labour days in Oththaveli). Types of work were divided as per local tradition, with women generally doing lighter forms of work that earned 50% less (Rs 800 versus the men's Rs 1200 per day). E.g. digging and lifting earth was done by men, and levelling, laying and watering the sods was done by women. This practice is said to be standard for Kilinochchi villages and government work. In theory, if women would choose to do the heavy work, the Farmers Organisations say they would pay them Rs 1200. The project probably due to shortage of time, staff, and social mobilisation expertise, and the higher priorities of meeting targets and building partnerships with DAD, did not seem to prioritise gender equity issues. Exchanges with male beneficiaries showed that the project made extra efforts to make women participate, but if gender equity had been prioritised, specified and monitored, the project would e.g. have been able to tell how many more employment opportunities went to women than in regular DAD or in other UN-supported projects, whether it would have been feasible to challenge the gender norms determining roles by gender, whether women-headed households benefited equitably, and whether the 50% wage difference was justified.

2.1.6 Strategic use of RBSA

ILO's interventions in the North contributed to community disaster resilience through improved land and water management, generated temporary and long-term decent work, were complementary to existing ILO programming (notably LEED), and generated lessons that ILO can use in future programming.

As DAD follows mostly its own standards and processes, and also renovates tanks from government budget and, in the past, with assistance from other aid agencies (WFP, FAO, IFAD, World Bank), it is important to identify what ILO's added value is, what it does differently or more than others:

- ILO showed that a focus on poor, remote communities (e.g. Arasapuram) is feasible, creates a peace dividend and reduces inequality.
- ILO showed that also large works (above SLRs 5 million), which as per regulations have to be tendered to qualified contractors, can be implemented by the Farmers Organisations, thereby saving 15% of construction budget and in the process strengthening the Farmers' Organisation in terms of scheme operation and maintenance, organisational and financial management, transparency as well as mutual trust within the community and between government and communities. As DAD has a SLRs 5,000,000 ceiling for working through Farmers Organisations, the costly Anaipahan tank was split in two projects, because otherwise contractors would have to be hired.
- ILO showed that shortening of processes, allocating adequate staff, intensive supervision and coaching can lead to timely completion and improved construction quality. Advocacy at national level for filling the vacant positions in DAD-Kilinochchi (40% of approved positions), a typical condition of government offices in the North, could be one outcome of ILO support. DAD duly appreciated ILO's role and the resulting timeliness and quality of results.

Future programming can or should include:

- Assessments of how the government agencies (as well as aid agencies) can adopt elements of this approach through cost-benefit analysis, and removal of institutional obstacles. This could lead to more, new improvements. The relation that ILO built with DAD is a good basis for such institutional development.
- Assessments on how -in such interventions- employment and other benefits for the poor and for women beneficiaries can be optimised.

2.2 Criteria-wise Evaluation, North Component

2.2.1 Sector and Design Relevance, North

Based on the findings outlined in previous chapters, the project component in the North can be evaluated as highly relevant in terms of national and local needs, priorities and policies, as well as the drought resilience and peace building objectives. The design and size of the interventions was in line with what the budget size, staff quantity and composition and the project duration allowed.

If more resources, staff and time had been available, the project could have adopted a watershed approach with a cascade of tanks for a more comprehensive set of results. More detailed assessments of household- and gender situation and employment issues could have ensured detailed information about benefits and benefit distribution as a basis for better agricultural extension, decent work strategies, lesson learning and strategy development.

2.2.2 Effectiveness & Efficiency, North

In view of purpose, time- and budget limits, the efficiency and effectiveness of the project component in the North should be evaluated as very high for communities, moderate for DAD strengthening and high for ILO strategic use.

Communities: The chapters above have outlined how in a relatively short time, three tanks have been renovated and multiple benefits generated for priority target groups (resilience, food, income, employment).

ILO: ILO built an effective partnership with DAD that can be the basis for future programming and institutional development. More could have been achieved if strengthening of DAD had been more systematic.

DAD strengthening. It could be argued that an institutional assessment of DAD should have been added to support Output 1.1 (improved government services), although the present approach of close collaboration has also acted as a type of assessment, while maintaining mutual goodwill. DAD will however not benefit institutionally without a thorough joint review of the processes and lessons learnt. Three issues already emerged that strengthening efforts by ILO could focus on in future:

- Ownership of the tanks was transferred from communities to the government as per the Agrarian Act, 1965. Although, farmers are entrusted with the tanks, this creates still issues for farming and scheme maintenance.
- 60% of staff positions were vacant, so DAD cannot replicate ILO's supervision intensity and implementation speed. It also necessitates DAD to implement through contractors instead of communities, with financial, quality and ownership consequences.

- The project cost ceiling above which DAD has to work through contractors rather than Farmers Organisations is maybe an issue ILO can work on in future, as Farmers Organisations are clearly capable of implementing much larger projects than they are allowed to at present.

2.2.3 Impact and Sustainability, North

Based on the results outlined in chapters above, the evaluator assesses that tank renovation has very likely high impact on food security, income, drought resilience and peace building. The impacts will mostly remain within concerned communities though and will be difficult to replicate without external support.

Because communities are very keen on tank renovation and technologies are affordable and simple, likely sustainability should be assessed as high. However, communities are not yet used to full responsibility for O&M as the tanks are legally to be owned and maintained by DAD. Ownership and sustainability could have been further improved by detailed assessments of household level benefits and benefit distribution, more agricultural and water management extension, and interventions that address individual households' obstacles to optimal benefit.

As for improved DAD capacities, see the assessment under 2.2.2 above.

3 Southwest Component, Key Findings

The outputs and milestones listed in this chapter are those from the project document, but split by the evaluator to indicate whether it concerns the Northern and Southwestern component.

3.1 Output #1.b (Southwest): Improved land and water resource management as well as capacity of farmers' organisations

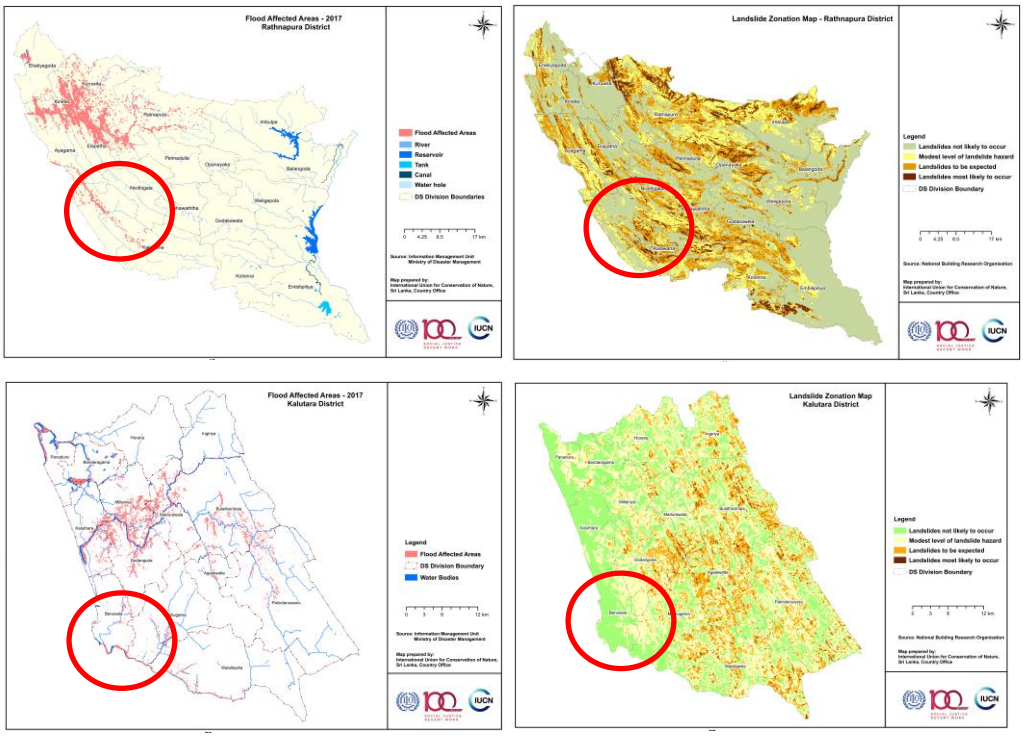
3.1.1 Output #1.1.b(Southwest) : Respective government structures and technical agencies strengthened in improving land and water management practices

The milestones for the South-west component are the same as for the North.

Milestone 1.1.1(SW) : A survey of the most affected communities

IUCN used existing data and mapping sets combined with extensive stakeholder consultations to identify Kalawana (and Ratnapura) in Ratnapura district and Palindaruwa and Baluthsinhala in Kalutara district as the most flood- and landslide-prone divisions. The flood and landslide maps below show the selected project divisions (red circles) as seriously affected. Although other areas also seem affected, the data in IUCN's identification and intervention proposal report (Final Report for the Identification of Intervention Areas, Establishment of Baseline Information and Development of the Intervention Plan in Ratnapura and Kalutara Districts, February 2019) numbers of affected households are shown as highest for the selected divisions.

Figure 3 The Main Project Area on Flood and Landslide Maps



Milestone 1.1.2(SW): Improved land and water management practices introduction workplan

IUCN's identification and intervention proposal report produced a detailed report that describes the whole process of intervention and site selection and culminates in a proposal of a set of interventions. The ultimate set of interventions was reduced to what would suit (IUCN's and) ILO's mandate and expertise, what was feasible within time and budget limitations, what was prioritised during stakeholder consultations and what was feasible technically and otherwise. The focus was on resilience and adaptation to floods and technology transfer, rather than the control of floods, the latter of which is often technically and economically not viable.

IUCN's identification and intervention proposal intended to cover 1. Identification of project areas in Ratnapura and Kalutara districts and providing necessary justification 2. Defining resilience indicators applicable to selected project areas 3. Establishing a baseline assessment, in line with defined resilience indicators and defining baseline conditions of resilience 4. Identification of national, regional and local stakeholders, including Government, Non-Government, Private Sector employee representatives and from the local communities 5. Developing a work plan for each selected area on identified interventions, with specific roles, responsibilities, and financial proposals tied down to a specified timeframe

The proposed key projects of the programme were as follows:

1. Managing water, land and livelihood nexus in "Paravi Dola" watershed.

   The project would empower vulnerable communities through sustainable water management practices for community resilience. Interventions included home gardens for improved income resilience, flood tolerant rice varieties, a bridge and plantation of Kithul trees in flood and landslide prone areas.

2. Creating Synergy among Research, Knowledge, Best Practices, Resources and Market Potential to improve the resilience of smallholder tea farmers.

   The main interventions were improved tea nurseries, improved smallholder tea plantation management and Sloping Agricultural Land Technologies (SALT)[5]. The first two consisted of supporting existing government efforts and linking them to target communities. SALT was added on an experimental basis.

3. Increasing competitiveness in the global market place for Kithul Syrup and Kithul Products by brand marketing to generate economic resilience.

   Interventions included Kithul nurseries, making Kithul collection more safe (equipment, insurance), and strengthening of processing and marketing through CBOs, SMEs and national traders.

A number of other activities were also identified and proposed, most notably an anicut (weir for irrigation) in the Paravi Dola and an early warning flood systems in the Kalu Ganga Basin, but dropped because of budget and time limitations and ILO's focus on its own mandate, expertise and complementarity with ongoing ILO projects(tea smallholders).

IUCN subsequently identified the project areas in Ratnapura and Kalutara districts, identified stakeholders and developed a workplan for each selected area on identified interventions.

ILO subsequently contracted the Kithul development programme for Ratnapura to that district's Small Enterprise Development Division, which had an ongoing programme. The resulting two quite different models (IUCN and SEDD) would allow ILO to compare and learn more lessons.

[5] E.g. land rehabilitation, improved drainage system, lemon grass along drains, low and high shade trees with intercrops such as pepper, improved fertilization, smart timing of agricultural practices and uprooting

Milestone 1.1.3(SW): Site selection within the selected Divisions

IUCN used the available disaster assessments and mapping to narrow down to the most affected Grama Niladharis within each division. The most comprehensive programme was developed for the Paravi Dola watershed in Palindaruwa and Baluthsinhala (Kalutara district), the most affected divisions. These are also recognised by the district as remotest and as normally getting less external assistance. Kithul value chain development under SEDD covers the whole of Ratnapura. The watershed management workshops will cover all DS Divisions of both districts.

Milestone 1.1.4(SW): Site-wise development plans

The IUCN plan is elaborate and details the activities, including designs and farm layouts, and lists indicators (activity outputs only). IUCN's plan also pays due attention to decent work aspects. It has no outcome indicators, numerical targets or baseline data. The plan has been substantially changed, too. What is presented as baseline in the planning report is actually a situation analysis for the districts and divisions, and not an indicator-related baseline for project use. Like for the tanks in the North, some of the data for potentially useful indicators is already present but scattered around reports and excel sheets. Some data and intended outcomes were readily shared by IUCN staff and other missing data might be known by project staff and farmers organisation, too, or otherwise be easily collected. E.g. the evaluator would have liked to see concrete flood impact data for the communities and the households that participated in the programme and an estimate of how the project could change those parameters. Especially for the Southwest component the absence of an updated post-design results framework (a simple list of interventions with outputs, outcomes, indicators and baseline) affected the efficiency of the evaluation.

Milestone 1.1.5(SW): Tools and guidelines for Land & Water Management

ILO contracted EFL to draft land & water management guidelines and mapping tools, focusing mostly on the tea sector. They produced the "Tools and Guidelines for Watershed Management in the South-Western Region of Sri Lanka for Increased Climate Resilience" in 2019 (three languages). The guidelines cover identification of (vulnerable) target areas for WSM, issues and possible tools applicable in Ratnapura and Kalutara districts and the related legal framework.

The guidelines bring together Southwest Sri Lanka and tea-relevant information and data for the two project districts, that might otherwise remain scattered and not always relevant. They were launched in district-level workshops for government officers. The evaluator cannot assess the status, application and usefulness of these guidelines until they are formally accepted, translated, disseminated and actually used by the intended target group (local government and CBOs), a process that will only start in the last few project months. EFL also developed a disaster mapping tool (MAXENT), the application of which is hampered by the fact that the project has no budget for the required district-level dissemination and guidance workshops.

Even if the use of the guidelines would remain sub-optimally now, ILO will still have a knowledge product that it can use in future programming.

Milestone 1.1.6(SW): Training for relevant government agencies on climate resilience and scheme sustainability

The SEDD and IUCN trained project staff, notably 100 Small Enterprise Development Officers (field based) of SEDD in Ratnapura. In addition EFL conducted a launch workshop for the Watershed Management guidelines with 80 government officers. The evaluator did not have enough time and information to assess the setup, quality and effectiveness of the trainings. These guidelines will also be the subject of awareness raising and dissemination workshops for 180 local government officers and 40 CBO reps by the University of Colombo (UoC, Faculty of Technology using scientists from Department of Environmental Technology) in November-December.

An interesting development is the request of UoC to incorporate the developed and field tested training materials in to the university academic programmes. Especially, the possibility will be explored to develop short courses for trainers and farmers under blended learning programme offered by University of Colombo Institute of Agro-Technology and Rural Sciences.

3.1.2 Output #1.2.b(Southwest): Appropriate interventions implemented to improve land and water use in water catchment areas

Milestone 1.2 Works related to improved land and water use commence in the selected project areas

The project did not implement land and water management infrastructure works in the Southwest. Any on-farm land and water management measures, like seen for tea and Kithul plantation on disaster-prone lands, are considered as improved farming practices, and will therefore be covered by Output #1.3.b (see 3.1.3).

3.1.3 Output #1.3.b(Southwest): Combination of measures including agriculture extension services for improved/new farming practices introduced

The evaluator's interpretation of how the programme activities relate to the IUCN plan is given in the table below. The SEDD efforts are limited to Kithul only.

Table 3 Compilation of Project Activities in Southwest on basis of reports and feedback

IUCN Plan	**Implemented Components**
1. Managing the water, land and livelihood nexus in "Paravi Dola"	1.a Home Gardens for income resilience-38hh 1.b Bridge for Palbima village-10hh 1.c Flood resilient rice varieties introduction-23hh
2. Creating Synergy among Research, Best Practices, Resources and Market Potential to improve the resilience of smallholder Tea.	2.a. Two best practices Tea nursery -36 hh indirectly 2.b. Tea on-farm demos on best practices, SALT-44hh
3. Increasing competitiveness in the global market place for "Miracle Kithul Syrup and Kithul Products" by brand marketing.	3.a. Kithul CBOs-2 (32hh), trader linkage 3.b. Training, safety kits and insurance for farmers-32p. 3.c. Kithul nursery and plantation-2
SEDD Plan, District Secretariat, Ratnapura	**Implemented Components**
Increased Economic and Ecological Resilience in the Ratnapura District through promoting Kithul Industry	4.a Establish Kithul district database (6 workshops) 4.b ToT for 100 SEDD staff 4.c Kithul farmer/SME trainings-600p. 4.d Kithul marketing trainings -100p. 4.e SME grants-100p. 4.f Training material development- 1 video

	4.g Kithul training for 50 nurseries 4.h Plant Kithul in 5 river reservations, degraded areas

The Milestones:

Milestone 1.3.1: Guidelines on new/improved farming practices (SW)

No new farming practices guidelines were developed, only the watershed management ones dealt with under Milestone 1.1.5 (SW). IUCN used elements from existing guidelines (some produced for earlier IUCN or UNDP projects) for home gardens, SALT, Kithul, and tea-related guidelines from the government.

Milestone 1.3.2: New farming activities and improved practices introduced in project areas (SW)

The new practices and technologies introduced in the area included old flood-resilient rice varieties, various home garden technologies (raised beds, seasonal rotation), improved tea nursery management, compost, new vegetables (e.g. cabbage, lettuce, radish). During the evaluation visit, farmers were mostly still in the introduction and implementation phase, had less than 4 months experience with new technologies and said to be happy about each technology, it is too early to assess what farmers will value as useful and sustain, and what neighbours will deem feasible to copy without project support.

Home gardens: The evaluator visited one home garden intensively and saw five more but briefly. The first farm did home gardening (and poultry) intensively and also reportedly sold vegetables. Their neighbours started to copy and were subsequently included in the programme. None of the other visited home gardens matched the first one in size, intensity and result. Target farmers all told they understood now much better the whole range of what is possible in terms of home gardening. They now buy less or no vegetables and other food products from the market and eat a much wider variety of vegetables and spices. The fact that the visited gardens were all very different in extent and efforts, is probably an indicator that not all technologies are feasible for every family. Bottlenecks for not-supported neighbours to copy the demo farmers reportedly included lack of cows and cow dung, quality seed, time, money and land. The family of the first and most intensive of the seven visited home gardens also expressed unwillingness to allow interested farmers inside their new home garden to learn and copy, reportedly because of beliefs that this would be bad for the garden. The whirlwind character of the field visit to Paravi Dola did not allow to assess whether this was a real issue, and whether the project should address the issue.

Tea. The efforts in tea (nursery, best management practices education and pilots) consisted of assisting the Tea Small Holder Development Authority's (TSHDA) tea development efforts to revive the tea sector by improving yields and tea quality and linking farmers to the government and its substantial subsidies for tea improvement (up to Rs 400,000/hh). The tea nursery (supported with government training and advice) would produce and sell higher quality seedlings to about 30-40 tea farmers of the area. Cultivation land preparation technologies included better shade trees, soil conservation and soil fertilisation (e.g. grasses, contouring, SALT). The farmers were hopeful for the effect, although in tea these will probably take years to materialise. The project-tested and promoted drainage system (not subsidised) appeared to be costly and the visited farmer thought it might be difficult for others to copy without subsidy.

Flood-resilient rice varieties. One community had just started seedbeds with a variety (20) of old flood-tolerant and iron-tolerant rice varieties that had vanished from the area for a very long time, but that can, unlike most common High Yielding Varieties (HYVs 362, 369) tolerate periods of one week flood inundation, and that might produce lower yields, but also need less inputs and are tastier and healthier. This effort is supported by Department of Agriculture's Natural Resources Management Centre (NRMC) in Kandy. It is too early to assess any result. The beneficiaries told the evaluator that in the wider area about 25 of 150-200 households were interested in this, but that more might follow if the trial was successful. In other parts of Sri Lanka NRMC's

efforts to re-introduce such varieties have been going on longer and are reportedly booking some success. Although this is not mentioned in project documentation, the project also hopes to increase yields by introducing System of Rice Intensification (SRI). It was beyond the evaluator's capabilities to assess how appropriate and successful this new system (which requires relatively high levels of water control and cultivation skills) can be in this part of Sri Lanka.

Kithul. The project introduced improved nurseries started for the Kithul plantations. For Kithul cultivation, no new technologies were introduced, but Kithul "farming" was supported through improved Kithul harvesting training and encouraging more farmers for Kithul by addressing safety issues related to climbing high in Kithul palms through safety equipment (helmets, climbing gear) and Insurance systems. It is too early to assess the impact.

Milestone 1.3.3: Training of staff of support organizations including cooperative BDS providers with adapted ILO tools (e.g. MyCoop) (SW)

The project, SEDD and IUCN trained and coached CBOs. The evaluator did not have enough time or documentation to assess the setup, quality and effectiveness.

Milestone 1.3.4: Value chain studies (SW)

The project supported the development of two value chains, Kithul and implicitly home garden products.

Kithul. As per the evaluator's understanding, value chain studies were not needed for Kithul. Both SEDD and IUCN used already existing assessments, and sector knowledge. The SEDD start-up workshops in Ratnapura also contributed to understanding by creating a Kithul database.

Home garden products. Sales were promoted but did not seem to be placed in a value chain context and were left to the ability and interest of few individual farmers. Focus was first on establishing home gardens for both personal and commercial use, and comprehensive support for the commercial side of the home gardens was probably also not feasible within the short time given. The approach was more one of trying out many products and seeing what works. Poultry and mushrooms were probably the most risky subsectors as they need more investment and depend more on external supply of inputs than most fruits and vegetables.

Milestone 1.3.5: Capacity of farmers' organisations (incl. cooperatives) in selected value chains strengthened (SW)

In Kalutara, the project established and trained three Kithul CBOs and one Home Garden CBO through IUCN. In Ratnapura 20 Kithul CBOs were established by SEDD. The CBOs are relatively new. Not enough time was available to assess their strength and likely sustainability, but the support to their linkage with nurseries, processors and traders (Kithul) and government (Kithul Ratnapura) is probably the most important sustainability factor.

Milestone 1.3.6: Two public-private partnerships for improved market access (SW)

It seemed the partnership in Kalutara was trader-CBO, while in Ratnapura it was SEDD-SME-CBO, whereby SEDD would be replaced in due time by a semi-government body, e.g. a Kithul Authority that promotes and supports the sector. The efforts in Ratnapura could be much more ambitious because the government has a long-term development programme and will continue its support.

3.1.4 Comments on M&E, Indicators and Targets

Evaluation for the Southwest component is complicated. The ProDoc lists a number of milestones for the outputs, of which it is not clear whether all apply to the Southwest. The ultimate list of interventions is

decided on basis of the design and consultation process, but this was not documented. Subsequent reporting is scattered or absent, and it is difficult to find out which of the implemented and visited interventions belongs to which ProDoc output and in what way, because the ProDoc numbering is not followed by the IUCN design document and progress reports. The evaluator has not been able to see progress reports on the SEDD efforts in Ratnapura.

It is obvious that after 6-12 months of community level implementation the expectations should be modest, but still, for proper evaluation and lesson learning, it is important to know what the project expects as intervention outputs and outcomes, even if these are not formulated. E.g. how much extra vegetable consumption and sales is expected from home gardens and is that for all households? Will safety equipment, insurance and CBOs lead to new Kithul farmers (how many) or is it only for existing ones? How many of these are hoped for by project end and how many might be expected after one or two years?

3.1.5 Benefit distribution and gender

Benefit distribution. It seemed that inequality was low in the visited area, that most technologies were relevant to many and that selected interventions and technologies were based on an elaborate consultation process. Activities are however scattered, a socio-economic profile of the communities seemed lacking, visits were short and it was therefore not always possible to assess for how many households and what type of households the concerned intervention was relevant and how many had the resources, skills and access needed to apply, adopt and benefit from the new technologies.

Gender. A short-duration project trying out various approaches and technologies cannot be expected to substantially address gender issues or change gender role divisions. Most of the activities were targeting farm families and participation and opportunities for women depended therefore much on their traditional role in the family farm and the subsectors identified. Women play a major part in home gardening, while Kithul and rice interventions were done mostly with men. At least one exception was the young woman who was trained and supported to start a best practices tea nursery, beside her father's old style nursery. Her father expected to soon change the old nursery in line with how his daughter's nursery was set up and managed. The bridge is more important for women, children and people with disabilities, as during floods they face more problems crossing the stream. The project had no influence on the selection for the food processing, as this was already done by a third party (Samurdhi).

Table 4 An estimate of whether men or women benefit more from an intervention

Intervention	Participants	Increased Income	Increased Exposure, Skills	Decreased Workload	Increased Safety
Home garden-38hh	Men and women	-	-	-	-
Rice-23hh	Men	-	Men	-	-
Tea-44hh	Men and women	-	Men	-	-
Tea Nursery-3hh	Women (men?)	Women	Women	-	-
Kithul-632hh	Men	Men	Men	-	Men
Bridge-10hh	Men and women	-	-	-	Women
Food processor-3hh	Men	Men	Men	-	-

Overall, more men got opportunities to obtain and control extra income (Kithul mostly) and increase skills, but that was because within the household women traditionally play a lesser role in the subsectors identified as having as having potential for increased flood resilience. By including women wherever possible and effective, the project has made at least a reasonable effort. Better analysis of gender issues, multi-disciplinary teams and and longer implementation periods will provide a basis for improving gender equity efforts in future programming.

3.1.6 Strategic use of RBSA

ILO's interventions in the Southwest contributed to community disaster resilience through improved land and water management and generation of extra incomes, were complementary to existing ILO programming (notably smallholder tea), and generated lessons that ILO can use in future programming.

Within relatively short time, ILO acquired detailed understanding of disaster resilience issues in the area, built new or strengthened existing partnerships with important actors in the area (DS, SEDD, IUCN, private sector). Other aid agencies also support economic development and address disaster resilience, and a partner like IUCN stated that it very much appreciates cooperation with ILO, but has no preference for specific aid agencies as partners as long as they are ready to collaborate on Kithul value chain development. It is therefore important to identify what ILO's added value is, what it does differently or more than others:

- ILO showed that a focus on neglected flood-affected communities (e.g. Paravi Dola watershed) is feasible and reduces intra-district inequality (see Milestone 1.1.3 SW).
- ILO showed how disaster resilience can be mainstreamed in existing support for specific economic sectors, e.g. the smallholder tea sector. It should be noted that the District Secretariat Kalutara very much appreciates cooperation with ILO on a series of different projects over the years, and that they hope for further cooperation on this project's subjects.
- ILO also showed how disaster resilience mainstreaming could relate to support for value chains that are not yet supported by ILO. In Kithul, two models have been tried out side-by-side and if ILO feels it that it has not much added value in the IUCN-model, it might still explore to further support the hybrid value chain development model of SEDD Ratnapura, maybe incorporating LEED-elements

3.2 Criteria-wise Evaluation, Southwest Component

3.2.1 Sector and Design Relevance, Southwest

In general, the relevance of the project component in the Southwest should be evaluated as high. In terms of national and local needs, priorities and policies, as well as the flood resilience and economic development objectives, the interventions are most relevant. The design and size of the interventions was further in line with what budget size, staff quantity and composition and the project duration allowed. The project's flexibility, the process character and the focus on small areas was suitable to identify and test various interventions and approaches. Also the support to two models of Kithul value chain development is helping lesson learning.

A design that had included a community-level baseline, systematically documented, planned and monitored the evolution of the design and programme would have been more relevant for a project meant for learning and strategic use. Compared to the Northern component with its three large straightforward interventions, it was much more difficult to assess the results and added value of many small interventions, for which the end results will often only be known after few months or years. More, and more detailed, information on household- and gender situation and employment issues could also have ensured better assessments of benefits and benefit distribution as a basis for tailor-made agricultural extension, decent work strategies, lesson learning and strategy development.

3.2.2 Effectiveness & Efficiency, Southwest

In view of purpose, time- and budget limits the project component in the Southwest should be evaluated as effective and efficient. If better baseline and monitoring data had been available, the evaluator could have assessed whether the qualification "highly effective" could also be used. Anyhow, in relatively short time, the project has engaged hundreds of farmers directly or indirectly in a wide range of interventions, thereby maximizing the learning opportunities, while a number of beneficiaries already experienced benefits (home garden product sales and consumption, value chain linkages) within 6 months of the actual start of field level interventions, while more benefits will accrue in the coming months (bridge access, tea nursery seedling sales, rice). It is fortunate that the project has not shied away from interventions for which benefits will only arrive after many years (Kithul, tea). ILO built effective relationships with potential partners (SEDD, private sector, District Secretariat, IUCN) as basis for future programming and institutional development.

3.2.3 Sustainability, Southwest

The estimates of likely sustainability below are based on evidence of already achieved success or failure, overall feasibility, evidence of local ownership, known successes from other locations, scale, linkages and continued support structure.

Tea nursery best practices. Probably high, also as the government and the manager's father support the effort, and the tea area is expected to increase by farmers who are now shifting from rubber to tea.

Tea cultivation best practices. Maybe moderate. The efforts will continue and be replicated because they are part of the Tea Smallholder Development Authority's efforts, but replication might only feasible if supported by TSDHA. SALT technologies have less chance of being copied because of the costs, efforts and not immediately visible effects. Tea farmers from the area will keenly monitor all the results and adopt any successful and affordable element.

Flood-resilient rice. Unknown. It cannot be assessed yet. If there are at least some moderately successful varieties, farmers will probably themselves continue experimenting and exploring opportunities.

Kithul plantation on flood- and landslide-prone areas. Unknown, although even if not used for Kithul extraction, successful sapling trees will likely stabilise degraded land.

Kithul value chain development, Ratnapura. Probably moderate to high. Because of government's Kithul master plan (committed to also by the Provincial Council, Industrial Development Board and Export Development Board) and support that is intended to continue for at least 5 years the efforts and installed mechanisms are likely to sustain till they are mature and sustainable. Although the effectiveness might not be sustained if the ultimate mechanism/structure is too much government-dominated or subsidy-dependent.

Kithul value chain development, Kalutara. Probably moderate. Because of the involvement of the large trader (said to be linked to 5000hh, country-wide), at least part of the benefits and linkages will sustain. But without a wider network of CBOs and traders and strong mechanisms in the area, any disruption (CBO conflict, market price or demand fluctuations) might affect sustainability. Successful elements may be use to cross-fertilise with the Ratnapura programme by SEDD.

Home gardens. Maybe moderate. Some new crops and technologies will likely sustain in at least a few gardens, as the visited farmers were interested to sustain them after one season. It concerns many different products and technologies, while the gardens had just started and the number of factors affecting sustainability are numerous (e.g. seed availability, easy of propagation, vulnerability to drought and excess rain, micro-climate,

workload for men and women, markets, taste), so it is not possible yet to assess which products and technologies will sustain and to what extent and whether many others will replicate them.

Other. The project also engaged in assistance opportunities (bridge, food processing machine) that were only indirectly linked to the core of the project, but which enhanced the overall result and created goodwill.

The bridge was still incomplete. Sustainability likelihood could not be assessed. For that, the structure should be in place, the potential damage by floods to similar infrastructure in the valley should have been assessed. It might be that damage risks to infrastructure is actually low, because floods are inundation floods and not flash floods with high speed currents.

The support by the nearby government office (Samurdhi, which provided the processor) for the food processing group could help them address initial obstacles. Whether the fledgling SME will achieve long-term success would depend on the market and market access, which the evaluator could not assess.

4 Strategy Development, Key Findings

4.1 Output #2: Long-term viability strategy for improved land and water resource management practices formulated

As per the project document, it is an important dimension of the project to build local capacity to carry on this type of climate resilience measures after the end of the project. For that purpose the project would help develop a strategy which will explore how existing government support mechanisms and key institutions in the fields of agriculture, irrigation, environment, forestry, business development and others can be mobilized to prepare and implement comprehensive schemes in the future-with or without external assistance.

ILO completed an action plan for strategy formulation (milestone 2.1), and contracted Environment Foundation (Guaranteed) Limited (EFL) to draft such a strategy. In November 2019 EFL completed a full draft of a strategy that outlined, often in consultation with constituents, on how to mainstream disaster resilience in national policies and programmes (milestone 2.2). The document is titled: "Identify opportunities/gaps in national strategies/policies in relation to rural development for mainstreaming disaster resilience".

The Strategy focuses on national level (legal and institutional framework, best practices) and, at local level, on Ratnapura, Kalutara and Kilinochchi. The nearly 200-page document ultimately lists 41 recommendations for these 2 districts. The wider range of issues covered by the strategy, provides potential new areas of involvement for future ILO programming, e.g.:

- Encroachments on the river reservation
- Reclamation and use of low-lying areas
- Unplanned mining and quarrying of gems, stones and sand
- Development activities in fragile areas without adhering to regulations and guidelines
- Inefficient disaster relief, recovery and DM governance
- Inadequate economic and social empowerment for enhanced resilience
- Lack of DRR capacity, e.g. mobilization skills and DRR understanding
- Lack of disaster resilient infrastructure development.
- Lack of mainstreaming DRR in social and economic development,
- Improper natural resource management

Actually, the project went further than developing a strategy, because in the awareness raising workshops on the Watershed Management guidelines by UoC (see milestone 1.1.6 SW) targeting local government and CBOs of the two target districts, UoC will in effect focus on mainstreaming of watershed management and disaster resilience in local government and CBO operations. The workshops will include awareness raising on legal and strategy issues, and move to watershed management beyond the tea sector. It can be expected that exchanges during those workshops will also lead to further evolution and recommendations for improvement of both the guidelines and the strategy.

4.2 Criteria-wise Evaluation, Strategy Development

4.2.1 Relevance, Strategy Development

The underlying assessments show clearly the need to address gaps and opportunities, at national and district level, starting with the legal framework. ILO is not the key UN-agency for land water resource management or disaster resilience, and in theory it is possible that others have made similar attempts before. While that could not be found out, there would still be a need for mainstreaming strategy efforts for the project's districts, ILO's sectors (e.g. LEED's subsectors and smallholder tea) and ILO's existing or potential partners like TSHDA, SEDD, NRMC, and District Secretariats.

4.2.2 Effectiveness and Efficiency, Strategy Development

Given the limited available time and the open-ended character, not much more could have been achieved. In view of that limited time and the approaching project end, it would have been more effective to focus on policies and programming for a much more narrow area, e.g. only smallholder tea, the Kithul sector, or Northern tanks. Once equipped with experience (from implementing that strategy) and expertise, ILO could link up in future with the appropriate UN-agencies to tackle a wider range of national policies and programming.

4.2.3 Impact and Sustainability, Strategy Development

Impacts are of three levels, because of the strategy efforts at national and district level and the WSM guidelines efforts at local level. It is possible that the guidelines workshops lead to at least some CBOs, DS Divisions and DSs' operations and plans mainstreaming disaster resilience in programming and operations in the short term, but they might not be able to sustain efforts without the required continued coaching and institutional development. Whether the strategy will have an impact at national and district levels will depend on the ultimate status and acceptance of the strategy document and especially on post-project follow-up and continued ILO sector programming.

5 Evaluation Conclusions, Whole Project

This chapter covering the project as a whole also incorporates result area-specific reviews found under the previous chapters, sometimes repeating them in summarised form.

In summary, the project did a lot of things in the right way, had substantial likely outcomes if considering the time and budget limitations, provided numerous useful lessons for ILO and its partners and could have achieved even more in terms of results and learning if it had paid more attention to results frameworks and rigorous monitoring.

5.1 Evaluability

Evaluation of a project depends very much on knowing the intended and likely outcomes, e.g. effectiveness needs the measuring of outcomes against outputs and efficiency the measuring of outputs against inputs. Evaluation of this project is therefore complex as it was designed as a process approach, much in line with its exploratory RBSA-character, and moreover in a sector where ILO still had to find its feet. Therefore, only the assessments, plans, guidelines and strategies were detailed and quantified in the project document, but for the resulting interventions (community- and agency-level) hardly any or no measurable outputs, outcomes or related indicators existed. It was possible for the evaluator to make a list of community and agency-level interventions and guess the likely outputs on basis of various documents and communications, but outcomes were never formulated, also not in the form of hypotheses on what the project hoped would ensue after the project. For that, the project would need an updated results framework with indicators against which monitoring and evaluation be done.

The evaluator uses therefore an adjusted list of questions, especially related to effectiveness and efficiency, which are presented below.

1. Were the milestones achieved?
2. Was the quality and usefulness of the surveys, plans and guidelines acceptable?
3. Is it possible for an external evaluator to formulate likely outputs for all interventions?
4. Were the likely outputs of the started interventions a reasonable result given time and budget
5. Will the started interventions be completed within the project period?
6. Is it possible for an external evaluator to formulate likely outcomes for all interventions?
7. Would it be possible to assess those likely outcomes?
8. If the results framework, baseline and monitoring system had been more up to standard, would results have been different.

5.2 Summary of Results, Whole Project

When reviewing the results, one should continue to realise the considerable differences between the North and the Southwest. The scope for immediate and substantial results (including employment-intensive approaches) is high in the drought- and conflict-affected North, and other organisations have shown roughly how that can be done, while the scope for interventions for the flood problems and the scope for interventions

in the Southwest is more complex and less clear, so that more exploration is required, while results will necessarily be more limited, include some failures and for a part will not be known within the project period.

Were the milestones achieved, and adequately? Yes, the processes outlined in the project document resulted in surveys, workplans, site selections, site-wise development plans, tools and guidelines, beneficiary and government staff training. Some of the intended results consisted of adopting and using existing data, guidelines, plans, curricula and trainings. Quality and usefulness were of at least acceptable levels. For where the project document does not detail the outputs and outcomes, but where the evaluation needs such detail, and attempt is made in this summary of community-level and household-level livelihoods and resilience results. As noticed before most community level outputs and, especially, outcomes are not specified or measured, e.g. in terms of days worked, numbers, kilograms, Rupees, months, frequency, etc.

5.2.1 Rice and Other Field Crops, North

The evaluator tried to look at potential outcome indicators like crop failure frequency, crop production, Yala cropping intensity, Yala season village well water levels, and income. See some estimates in chapter 2.1.2.

Outputs: Three tanks have been renovated, benefiting 175 households. 175 households have access to tanks and surrounding wells with more water during Maha and Yala season. Farmer Organisations are better capable of operating and maintaining tank systems than before.

Outcomes, level 1: Crop failure frequency will reportedly be reduced from once in three years to once in maybe ten years. Many of the 175 households will produce more rice during Maha and more peanuts and other field crops during Yala. Most of the 175 households will benefit from improved well water supply for vegetables, coconuts, cattle, drinking water and household chores.

An estimated 200 households[6] have availed of temporary employment opportunities through employment-intensive infrastructure. With on average 20 days work per household, they earned each roughly LKR 20,000 (US$ 110)

Outcomes, level 2: Most of the 175 households will likely achieve higher levels of income (Rs) and food security (months of food sufficiency per year) and lower levels of vulnerability to droughts, probably already from 2020 onwards.

5.2.2 Kithul, Southwest

The evaluator tried to look at potential outcome indicators like Kithul collection accident rates, number of new farmers, number of new SMEs, production per household and district, price difference with pre-project quality Kithul products, and income

Outputs: 632 households are trained in Kithul production, supported with safety equipment and insurance, and linked to key value chain actors. 102 other Kithul value chain actors (CBOs, nurseries (50+), middlemen, processors, traders) are capacitated, grant-supported and linked for effective value chain participation. Value chain development and coordination by key actors and government is improved through better databases, staff training (100), planning, linkages and support for branding.

Outcomes, level 1: Accident rate per 100 Kithul farmers is likely to decrease. A number of new farmers is likely to start Kithul production due to better safety. Price might increase due to improved quality and market access,

[6] The estimate is based on community feedback: 80% of all 175 direct beneficiary farm households provided labour plus tens of other village households, without farm land in the tank command area.

and linkage with and support for other value chain actors. Overall production and sales for the project area might increase.

Outcomes, level 2: Initially 632, and potentially 7000 households can achieve higher income levels by higher sales of Kithul. Effects (more hh, more sales, higher prices) will be small in the short term, but could increase to substantial levels after years, because of the strengthening of the whole value chain and the continued support by the government.

5.2.3 Home gardens, Southwest

The evaluator tried to look at potential outcome indicators like crop failure frequency, number of farmers that practice a home gardening as the project-promoted minimum standard (variety, season, technologies), weekly number of meals with vegetables and other promoted farm products, likely adoption and replication rates, and income from sales

Outputs: 38 of households established and maintain home gardens, of which a number will achieve a minimum of project promoted products and technologies (minimum standard to be defined).

Outcomes: 38 home gardening households will likely improve nutrition and income levels through improved home gardening (standard to be defined), and have better access to food during floods. Some nutrition and income effects started from 2019 already (one farmer reported sales, all reported increased consumption). The ultimate average benefits are too difficult to quantify, as long as sustainability and likely replication by substantial numbers of families are not clear.

5.2.4 Rice, Southwest

The evaluator tried to look at potential outcome indicators like likely adoption rates, crop failure frequency, crop yields and production

Outputs. 23 rice growing households will soon find out whether and how flood-tolerant rice varieties are relevant to their flood-prone lands.

Outcomes. If results are found to be in any way relevant to farmers (yield levels, food quality, flood tolerance to be defined), the number of households trying out and growing such rice varieties is likely to increase, with reduced disaster impacts and increased food production as a result. Assessing and quantification of effects and sustainability is impossible at this stage.

5.2.5 Tea, Southwest

The evaluator tried to look at potential outcome indicators like likely adoption and replication rates, likely yield, production and price increases

Outputs. 44 tea farmers will find out whether seedlings from improved nurseries, and improved tea farming and land and water management will result in higher tea quality and yields.

Outcomes. 44 tea growing households might possibly sustain incomes by reversing the present downwards trends in tea yields and quality (and prices) by improved tea nurseries, farming and land and water management, as a result of linking tea farming to research, best practices and markets. It is not possible to predict success and extent (area, hh), but the tea sector, notably the TSHDA, which will anyhow continue to

seek such improvements, will at least learn useful lessons from reviewing the ultimate (mostly medium-term) results of the project's efforts.

5.2.6 Other community-level resilience

The evaluator tried to look at potential outcome indicators like frequency of road network access problems (for the bridge), the number of raw product suppliers to the processors, and processed product production and sales (for food processor), and frequency of landslides and flood damage (for Kithul plantation in at-risk lands)

Outputs. A village of 10 households has an all-weather bridge connection to the main road. Three people are trained in effectively using a food processor (desiccator). A number of acres of degraded and flood-prone land are planted with Kithul trees.

Outcomes. 10 households have year-round access to markets and services due to the new bridge for their village (Palbima). Three households might increase incomes from food processing (new desiccator) due to project trainings, while not yet quantifiable numbers of households might benefit from increased product sales to the new food processors. A number of households might indirectly benefit from improved personal safety and land stability and sustained soil quality due to Kithul planting of degraded, at-risk lands.

5.2.7 Disaster-resilience capable CBOs and government agencies

The evaluator tried to look at potential outcome indicators like the number of CBOs and agencies that apply newly acquired knowledge and awareness in their operations and interventions.

Outputs. 40 CBOs and 180 staff of a yet unknown number of local government agencies (DS, DS Divisions, SEDD, DAD) more aware of measures and approaches to land and water management for disaster resilience. At least a number of CBOs and agencies will have increased access to information (guidelines, linkages, data) and experience with ways to help communities' disaster resilience through increasing incomes and improving land and water management.

Outcomes. Translation of newly acquired awareness and knowledge to application in plans and interventions will depend on too many factors. The evaluator is not in a position to quantify the possible ultimate use of those outputs. They might range from negligible to substantial.

5.2.8 ILO Strategy and Capacity

Outputs. ILO improved its expertise and knowledge products, linkages, networks and leverage.

Outcomes. ILO Sri Lanka will be better able to understand what the added value is of mainstreaming of land and water management for disaster resilience in all of its programming, what its own added value is to the whole sector of land and water management for disaster resilience, and if it finds added value, to more effectively design and implement land and water management programmes.

5.3 Relevance, Whole Project

As coherence and design are narrowly related to overall project relevance in this project, they are dealt with together in one chapter. Within the short duration of the project, no changes took place in terms of context or needs, and the project did not have to adapt its approaches.

5.3.1 Design Coherence and Relevance versus Project Area Situation and Priorities

The targeted problems and the rationale behind the project design are all still present and valid. For both the northern and southwestern component, the project's aims (disaster resilience and livelihood resilience), interventions (water management, watershed management, value chain development, guidelines and strategy development) and overall design (limited area and focus, working to support government programmes where possible) are highly relevant to the needs and priorities of the targeted communities, the existing job and product markets and to the government and partner agencies at local and national level. The government programmes that the project decided to support, e.g. DAD tank renovation, TSHDA smallholder tea, SEDD Kithul sector and NRMC flood resilient rice, all appeared to be relevant choices. See further also the concerned chapters for the North, Southwest and Strategy (respectively 2.2.1, 3.2.1, and 4.2)

5.3.2 Design Coherence and Relevance vis-à-vis ILO programming in Sri Lanka

The coherence with and potential for contribution to ILO Sri Lanka's country level outcomes, and the compatibility with ILO's comparative advantage are all still present and valid. ILO's intention was to address urgent needs (drought, floods), increase access to decent work opportunities and in the process to find ILO's place in land and water management and disaster resilience in Sri Lanka in view of ILO's mandate, expertise and ongoing programming. This strategic aim can result in better land and water management and DRR mainstreaming in ongoing ILO programming as well as in applying or mainstreaming decent work approaches to land and water management and disaster resilience. In these respects, the project should be assessed as relevant to highly relevant because:

1. Addressing urgent needs: The project was designed to make targeted communities more disaster resilient.
2. Complementarity: The project design helped to explore whether and how land and water management and disaster resilience can strengthen ongoing programming and increase access to decent work opportunities (DCWP Outcome 1.1), notably in value chain development (e.g. LEED) and Tea smallholder development.
3. Innovation and leverage: The project design helped to explore whether and how decent work approaches can be applied to disaster resilience and land and water management, e.g. community-led implementation, equal pay, worker safety, and green jobs.
4. Linkages and partnerships: The project design helped to build and test new partnerships and linkages because it was built on partnership with relevant government agencies and contractors.

The design would have been more relevant for organisational learning through data , insights and knowledge products, if ILO had been more thorough and systematic about formulating organisational learning objectives, establishing target group- and institution-level baseline, M&E and learning systems. See further also the concerned chapters for the North, Southwest and Strategy (respectively 2.1.6, 3.1.6 and 4.2)

5.4 Effectiveness, Whole Project

North, Community-level. Measuring the likely outcomes against the inputs and likely outputs is best possible for the North, as similar interventions have been implemented by others before in near identical ways and the likely outcomes quoted by beneficiaries can be assessed as realistic (e.g. less crop failures, higher cropping intensity, higher yields). The evaluator assesses the community-level outcomes as substantial and the effectiveness as high, because of the immediate food and income benefits as well as the peace dividend, effective cooperation with DAD, and possible links to projects like LEED.

Southwest, Community-level. Assessing effectiveness for the Southwest component is more difficult because the options are not always clear-cut and proven, so that different things are actually piloted without guaranteed or immediate outcomes. Still, the likely effectiveness should be assessed as optimal (as high as possible) because the project based itself on sector experiences, partnerships with ongoing government initiatives (SEDD, TSHDA) and extensive local consultations. The Kithul outcomes will in the long-term be probably most substantive as they are part of a larger effort by the government, private sector and organisations like UNDP and IUCN. To assess the tea, rice and home garden outcomes, a longer time is needed, because e.g. the adoption of new rice varieties, the continued availability of vegetable seeds and the price of improved tea for the tens of immediate beneficiaries actually depends on the adoption and replication of improvements by larger numbers of families.

Government strategy and capacity. Awareness and readiness was easily observed in the partnering government agencies and CBOs, but it is too early to assess effectiveness because most outputs and all outcomes (e.g. application of awareness, knowledge, increased efforts and budgets for land and water management for disaster resilience) will at the earliest materialise after the project ends.

Contributions to ILO strategy and capacity. Although this project might not lead to immediate follow-up and replication, effectiveness for ILO Sri Lanka should be considered as high and optimal, as ILO largely achieved the desired sector knowledge, experience, linkages and networks and an idea of ILO's place in the concerned sector and the sector's possible place in ILO's programming. Effectiveness could have been even higher if more attention would have been paid to (community and agency) baseline and systematic M&E.

Contributions to ILO Country Programme Outcomes and the Country Programme. The main contributions of the project were towards P&B Outcome 5 (Decent work in the rural economy), under indicator 5.2 (Number of member States that have taken concrete steps to promote employment and decent work in rural areas). Renovation of tanks generated temporary employment for about 200 households, earning on average around $100. Improving community disaster and income resilience benefited 175 farm households in the North and contributed to processes that in the mid-term will benefit another 700 farmers in the Southwest plus about 200 SMEs. In the process three Farmer Organisations in the North and in the Southwest various CBOs and local government agencies have been strengthened. Although opportunities for promoting Cross Cutting Policy drivers like gender equality, non-discrimination and International Labour Standards were scarce in this short-term exploratory project, considerable attention was paid when considering the context, although due to a lack of systematic planning towards these issues it is likely that opportunities to achieve more have been missed (see concerned chapters). A number of knowledge products (assessments, guidelines, strategy) will be of assistance in future programming.

RBSA Project contribution to the SDGs. The project contributed to Goal 8 (Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all) by generating temporary work for more than 200 people in tank renovation, and contributing to improved productive employment and incomes for about 200 households and potentially more than 1000 through programming that will be continued by the government. It contributed to Goal 5 (gender equality) by promoting that women

and girls access new skill and income opportunities, and to Goal 10 (reducing inequalities) by prioritising disadvantaged communities that were neglected and disadvantaged within the context of their region.

Inclusion and Equality. Within the context of a 2- year project with ambitious targets, the addressing of gender and other social inequality tend to take a backseat. However, by focusing on the poorer and conflict- and drought-affected North and poorer remoter more disaster-prone communities within each project district, the project contributed to reducing regional and local inequalities. As for gender inequality, the project did not systematically make gender inequality its priority, but it consulted intended women beneficiaries during design and did avail of opportunities to prioritise women, e.g. for the home gardens and tea nurseries.

Project Management and Monitoring. The set up worked relatively well. The two regional coordinators supported from Colombo by a part-time CTA and accountant (and ILO Country Office support) effectively managed and coordinated the contractors and partnerships.

The monitoring setup and system was unsatisfactory, and by far the most important shortcoming of the project. It appeared the ILO system does not require regular periodic reporting for RBSA projects separate from the overall Country Office's reporting. As the contributions of this RBSA project to Country Programme Outcomes and the Country Programme uses different, more generic, indicators, there is no document that reports progress against the specific outputs of the project document. Moreover, the outputs in the project document cover only assessments, guidelines, strategies and plans and only in general terms. ILO does not have a document that details the intentions (description, planned outputs, success indicators) or progress for all the interventions that resulted from those assessments and plans. Making short profiles for each target community with baseline info for indicators that the project hoped to change would help design the intervention and be also the basis for an updated results framework with details, quantities and indicators. Such framework would greatly assist monitoring, evaluation, and learning. The evaluator found that the description of activities was scattered over various documents, mostly from contractors like IUCN, and while these could be brought together with some difficulty (e.g. the ultimate set of activities differed from the initial plan), still success indicators have not been assigned or reported upon. This has not only complicated this evaluation, but also organisational learning, which was the main purpose of this project. ILO Sri Lanka as a result will only be able to describe outcomes in general terms (like this report is doing), but might not be able to describe each intervention's exact benefits (what, how, how much, by what time, at what cost, for whom), whether it is worthwhile to include in future programming and how it can be improved. In case that ultimately the contractors will report on these things, or ILO will write a completion report, it will be important for the reporters to know e.g. what the key success indicators (for output and outcome level) are.

5.5 Efficiency, Whole Project

The set of started interventions as compiled by the evaluator on basis of information provided by the project (including IUCN reports) was nearly completed at the time of evaluation and would be completed by December 2019. The project faced delays due to political disturbances and events, but in general delivery was still timely. Exceptions are probably some knowledge products (strategy, guidelines) that would have had more impact if available earlier. An extension was granted to cover supervision of contractual post-construction obligations and to increase the sustainability of results.

In general, the conversion of resources and inputs to results has been acceptable. The composition (resource allocation), quality and usefulness of the outputs were acceptable, and suitable to test and achieve land water management improvements and serve ILO's intention to find out what is useful and possible in terms of land and water management for disaster resilience within the given budget and time limitations. By leveraging

resources from the government (SEDD for Kithul value chain development in Ratnapura, DAD for tank renovation in Kilinochchi, TSHDA for smallholder tea), the project has increased the overall project result.

Interventions could have been more focused and useful if they had been based on formulated tentative outcomes, e.g. a next time, ILO would be better able to formulate government capacity building interventions if it would formulate what exactly a supported government agency or community can improve and should (be able to) do differently compared to before, and how that change will be achieved through project support.

The likely outputs of the started interventions that the project is likely to achieve will be a good result given time and budget limitations. It was clear that the total set of activities was likely the maximum of what could be achieved by the project team within the given time and budget.

It is not likely that the project could have achieved more with different approaches and processes and a different set of interventions. It should also be noted that the project interventions and plans were based on existing priority lists in the North and on extensive consultation processes in the Southwest.

5.6 Impact, Whole Project

Measuring impacts on income, health, living quality and resilience for a 2-year exploratory project with very few immediate outcomes is of course challenging. But in general terms, it can be confirmed that all efforts were designed to contribute to often broader long-term changes, and most interventions will or can create opportunities for decent work and economic growth (SDG 8), in some cases by working jointly with the government and private sector, e.g. in the Kithul value chain and the smallholder tea sector. The components that have the highest likelihood of impacts in the short term are probably the renovated tanks (175 hh), and to a lesser degree the home gardens (at least few families) and Kithul (at least few families), while possible impacts for others, if any, will take more time.

The project was integrated with the ILO country office's programme, which aims to promote social dialogue, labour standards and gender mainstreaming, but did not, as far as the evaluator understood, make substantial specific identifiable contributions, as this was not the main focus of the effort. The impact on the country programme is mostly strategic.

5.7 Special aspects to be addressed

Through the project, ILO has started communicating decent work issues and labour standards with old and new partner agencies, and also with CBOs. No evidence was found in plans and reports on how systematic this had been done, but exchanges with agencies and communities showed that issues had been discussed and standards promoted, as they were aware of e.g. equal pay principles, ILO's support for and focus on labourers and SMEs, and inclusion of women and people with disabilities in employment and income opportunities.

5.8 Exit Strategies and Sustainability, Whole Project

5.8.1 Exit Strategies

For a project with such a short duration, exit will be relatively smooth, because the interventions are often rooted in ongoing government efforts:

Renovated Tanks: Nothing extra is needed after a last farming practices training. The Farmer Organisations appear well capable of managing the schemes themselves and because their links to relevant government agencies (DAD, local government) have been strengthened due to the project, it is more likely that they will be again assisted by the government when facing any future disaster beyond their capabilities.

Tea nursery best practices: The tea nursery visited is already more or less independent, while it is well-connected to customers and the government programmes (through the training).

Tea cultivation best practices: The farmers with the tea cultivation and SALT best practices sites will need follow-up as the benefits will not be clear or sustainable for some time yet. It can be assumed that links to Farmers Organisations and the Tea Smallholder Development Authority will be helpful, but the evaluator did not have enough time to make a more detailed assessment.

Flood-resilient rice: The community can manage the tests themselves under farmer practice, and even if the seed bank (not possible to assess during field visit) does not succeed due to management or cost issues, any successful varieties likely will find their way in the villages. The support by the Natural Resources Management Centre (NRMC) of Kandy was probably a one-time event.

Kithul plantation on flood- and landslide-prone areas: plantation is on government land and accompanied by a system of providing permits for Kithul farmers. The visited Kithul plantation near the stream was close enough to farms to remain interesting for Kithul farmers, but this could not be assessed for the not visited degraded areas said to be at the edge of protected areas.

Kithul value chain development, Ratnapura. The project joined the start-up of a longer-term more expansive government programme that will continue, an arrangement that seems an ideal exit situation. The government (SEDD) also has its own exit strategy, the establishment in due time of a Kithul Development Board that will continue to support the Kithul value chain. It was not possible to assess the risk that the government and the Kithul Board would make the value chain too government dominated and therefore maybe less viable and sustainable.

Kithul value chain development, Kalutara: The exit strategy focuses on the two CBOs and the linkage to one large Kithul trader who works with 5000 other farmers across Sri Lanka, and also has been a major actor in various Kithul development projects, e.g. by UNDP and IUCN. The fact that the trader, after having been involved with similar support for 1400 farmers previously, thought that neither trader not farmers could pay themselves for the safety equipment, processing pans and Kithul collection tanks, was not a good indicator of sustainability. Any exit strategy for both Ratnapura and Kalutara should include efforts for establishing a supply chain for quality, safe and affordable safety other equipment.

Home gardens: The project leaves behind one or more farmers who earn extra income, a larger number who eat more vegetables, and a CBO that allows all home gardeners to share experiences and take possible joint action. As per the evaluator's information, the CBO does not have a commercial role (e.g. input supply, collection and storage, sales) and with the considerable differences and distance between the various home gardens it is not sure whether these arrangements will sustain.

Government capacity improvement (DAD, SEDD, DS): ILO and its partners will exit cooperation with the various government agencies, leaving behind awareness, some project successes that can be copied, strengthened linkages with communities and private sector, and guidelines and strategies that can be used. It is likely that ILO will cooperate with some of them in future.

5.8.2 Likely Sustainability

The likely sustainability of outcomes and impacts depends on benefit levels, timeliness of benefits, ownership by communities and other stakeholders, follow-up support by government and private sector or other projects and the costs and skills required for maintenance and continuation, the beneficiaries' capability to maintain and sustain, the risk of failure, market developments, and yes, vulnerability to disasters. The reasoning behind the assessments below is given in the component chapters above

Renovated Tanks: Probably high.

Tea nursery best practices: Probably high.

Tea cultivation best practices: Maybe moderate.

Flood-resilient rice: Unknown.

Kithul plantation on flood- and landslide-prone areas: Unknown.

Kithul value chain development, Ratnapura: Probably moderate to high.

Kithul value chain development, Kalutara: Probably moderate.

Home gardens: Maybe moderate.

Government capacity improvement (DAD, SEDD, DS): Probably Moderate.

6 Lesson Learnt and Recommendations

6.1 Lessons Learnt and Emerging Good Practices

The conclusions chapter above contains several lessons and emerging good practices, of which a number are listed here:

1. M&E in RBSA (lesson). Regardless of whether a RBSA project's aim is exploration and learning, emergency aid, complementary programming or leverage, the project's management and learning will always benefit from a detailed and, in case of process approaches, regularly updated results framework, SMART indicators, indicator-linked baseline, and periodic reporting on progress against indicators/targets, even if the project is of short duration (see also Annex 7).
2. Building partnerships in short-duration projects(lesson). In short-duration exploratory projects, it is effective to work with constituent/partner agencies on their programmes and follow their system and only deviate for the few key elements where ILO or the project wants to add value or wants to explore and learn. Good examples are how ILO worked with DAD in the North and SEDD in the south. ILO could however have achieved more if it had been more specific about its added-value and its strategy for those partnerships (see also Annex 7).
3. Assessments in short-duration projects (good practice). In short-duration exploratory projects, it is more effective to do detailed time-consuming assessments and short duration interventions, like this project did, rather than to do quick assessments that leave more time for longer-duration interventions. The detailed assessments allow for better learning (see also Annex 7).
4. Piloting in short-duration projects (good practice). In short-duration exploratory projects in sectors and environments about which ILO knows less, it is effective if different models can be tried out. This is not always possible, but in the case of Kithul value chain development (SEDD and IUCN model) this has contributed to optimal learning. Because the SEDD Ratnapura-programme reached so many more farmers (600 vs 38) and also would continue after the project, that model should probably be favoured (see also Annex 7)
5. Project area for short-duration projects (good practice). In short-duration exploratory projects, where a range of interventions is tried out, it is not only efficient but also effective to do those interventions in as small as possible an area. The fact that tank renovations were limited to one district (Kilinochchi) and most of the SW-interventions to the one small watershed(Paravi Dola) has helped consultation, design, local ownership, management, monitoring and learning (see also Annex 7).
6. Flood control or living with floods (good practice). When addressing risks in flood affected rural areas like in the Southwest, it is good practice to adjust interventions to the type and extent of flooding and flood damage (based on assessments), focus on flood resilience in general, and reserve the more costly flood control for protecting high value assets like industries, roads and habitation. For rural areas and agriculture, adjusting to floods (rice and tea cultivation systems) and economic resilience (home gardens, Kithul, tea) are the best strategies. It is indicative that extensive community consultations in the Paravi Dola area did not produce any proposals for flood control measures, and prioritised only two infrastructure works, namely a bridge and an irrigation system (a so-called anicut, which was dropped due to cost and time factors) (see also Annex 7).

6.2 Recommendations

6.2.1 Recommendations for the Ongoing Project (Short-term)

Still a few things can be done in the ongoing project to enhance the overall project result, sustainability and ILO learning:

1. Review of DAD and project approach. It is recommended that the project should before project end, conduct a joint review with DAD of DAD's and the project's approaches, tools and results, for mutual learning and as basis for any future cooperation. It would take maybe two days of the CTA and PCO North to prepare a format and questions, to conduct a few hours session with key DAD staff and to write up the results.
2. Continue monitoring and learning: as most outcomes from the RBSA-efforts are not clear yet, ILO can still till March 2020 increase its efforts to monitor the ultimate outcomes from the various efforts. The project, as an exit strategy and tool for learning, can still constitute baselines (through beneficiary recall) and assess likely outcomes. Even afterwards, half-yearly one-day visits to e.g. the Paravi Dola watershed for another few years would constitute a minimal effort in terms of staff and costs, but would provide numerous valuable lessons that ILO as well as government and UN-agencies can apply in new programming. The concerned project staff (ILO, IUCN), possibly supported by CTA or CO M&E officer, might require five to seven days in total to select one or two indicators per intervention, formulate precise data collection questions, and hold sessions with community groups and focus groups (e.g. women, women-headed households, people with disabilities, youth) in the three tank communities in the North, and in the Southwest maybe with the Home Garden CBO, the Kithul CBOs, the rice seedbank village, a group of tea smallholders, the concerned DS Division leaders of the Paravi Dola area, and a small sample of communities in Ratnapura district and the other areas of Kalutara. Post-project efforts might be limited to 2-3 staff days (including travel) per year for a programme staff working in the area or an M&E expert of the Country Office.
3. Sustaining the validity and use of guidelines and strategies. Guidelines and strategies require time to mature, through feedback, exchange and testing. For effective future strategy use, the EFL draft can first be updated to include the UoC need assessment findings. Next, the workshops should include interactive exercises to obtain feedback from participants for further strategy improvement. A project officer might need two days to review feedback, propose strategy adjustments and obtain consent from key stakeholders. It can be further considered to keep the document in draft till after one year of use in the districts. This will enhance the chances that the strategy and guidelines will become knowledge products with real strategic use for both ILO and the government. If ILO programming inn concerned areas will not continue, the recommendation can be still implemented by the concerned authorities, notably the District Secretariats.
4. Support land and water management efforts for disaster resilience through capacity building of local government and CBOs. To enhance the effects from the upcoming workshops, they should be as interactive and participatory as possible. An important element would be to reserve one time slot in the workshop schedule for the participants to translate new insights to concrete steps for their own specific situation, and provide at least one monitoring/coaching event before the project ends. Such actions might range from one improvement on one farm to arranging subsidies for technology adoption in a whole DS division or an effort to change a government regulation that hinders land and water management improvements. Once included in the schedule, no extra resources or staff time will be required.

6.2.2 Recommendations for Future Programming

In principle, all the elements of ILO's RBSA-efforts in the Southwest seem worthwhile of inclusion in future programming. If ILO was again to engage in flood-affected areas in the Southwest and had to choose between commodities, it would probably favour smallholder tea (ongoing engagement) and Kithul value chain development (potential for LEED-like programming) over Rice and Home Gardens. However, the choice of elements for ILO's future efforts, if any, depends on too many other factors that the evaluator cannot be aware of. All of the recommendations under 6.2.2. and 6.2.3 are for future projects and the required staff and resources input therefore depend on how those projects are designed and by whom.

It is recommended that ILO, when working on land and water management for drought and/or flood resilience consider the following:

5. Keep considering support for tank renovation. ILO, when working on peace, drought and livelihoods resilience in the North, should consider including tank renovation, because of substantial and immediate benefits as peace dividend, drought resilience and potential integration with LEED efforts, e.g. in the Other Field Crops (OFC) subsector. ILO should consider using a watershed approach, or what is often referred to as a cascade system of interlinked tanks, some of which are used for irrigation and others only for groundwater recharge and environmental restoration. As the tanks will impact each other, the total result will be bigger than the sum of the individual tank results (like the three in this RBSA project)
6. Living with floods rather than flood control: It is recommended that ILO in its programming continues to focus on helping flood-affected communities to adjust farming systems to flooding, and only consider the more costly soil conservation and flood control measures if implementation and maintenance are affordable for all affected people, also those not supported during the project, but are expected to adopt technologies and practices. The inclusion and design of future interventions should be informed by continued monitoring of success, adoption and replication for the interventions started and completed under the evaluated project.
    a. Smallholder Tea. Ensure that improvements are feasible, affordable and available for all smallholders, regardless of whether efforts are paid for by the tea smallholders themselves, subsidized government programmes or the private sector.
    b. Home Gardens: Focus on the poorest and most flood-vulnerable families and ensure that demo gardens should be "owned" and accessible by all households.
    c. Flood resilient varieties for rice and other crops. The proposed continued monitoring should include monitoring of farmer-to-farmer seed exchange and be done in cooperation with the Natural Resources Management Centre and government extension agencies to ensure effective information and data sharing.
    d. Protection of river areas and fragile environments by Kithul plantation
    e. Other flood resilience improvement opportunities can be explored, e.g. a) Gem mine or quarry planning and management, b) Natural resource management for small scale industries
7. Support to Kithul value chain development: it is recommended to assess outcomes from previous support efforts, continue work on the Kithul value chain, protect erosion-prone areas through Kithul plantation, strengthen SEDD's value chain development efforts, use LEED-lessons, conduct detailed value chain assessments, support safety and processing equipment development and supply chains and ensure that equipment support is paid for by either the farmers or the private sector.
8. Marginal groups and women. Because marginal groups within communities and women within families, are often more concerned with natural resources (management) and more vulnerable to disasters, it is

recommended that project documents and monitoring systems put their needs and priorities systematically centre stage during consultations and design. The evaluated project's efforts seemed adequate, but the efforts should also have been an integral part of the project document and reports.

9. Contribute to long-term flood resilience strategies. Land and water management programming for flood resilience in the Southwest requires long-term strategic approaches as it will at best only produce positive impacts slowly, often beyond the few years that projects normally last (examples Kithul plantation in degraded lands, tea farm best practices and SALT technologies). It is also not always sure what will work and what not, as farmers and government can impatiently drop new approaches and technologies if results are not immediate enough. Because leading such long-term development is best done by the government and private sector, a short-duration project like this RBSA made correct choices: work closely with and through the partners that are engaged in long-term efforts, assist with assessments and knowledge products, piloting technologies and approaches. A next step would be to provide longer-term assistance to the partners to gradually assess and improve their expertise and workings.

6.2.3 Recommendations for Partnerships and ILO Strategy Development

10. Support for a partner agency within a short-duration project. One of the reasons of project success for this limited budget short-duration project was the partnerships and support to ongoing partner programmes, and this will also be a sound approach to future programmes. When wanting to find out what and how a partner agency can improve, ILO can best base its institutional strengthening efforts on maximum alignment with the agency, an institutional assessment of the agency and its procedures (including those by previously supporting aid agencies), resulting in a mutually agreed piloting of improvements.
11. Systematically incorporate M&E and learning in the RBSA project design. When designing a short-duration exploratory RBSA project, it is recommended, regardless of ILO system demands, to a) include an as specific as possible results framework with SMART indicators, b) a monitoring system that reports every three months against the indicators, c) the provision for an update of the results framework after the initial assessment, identification and planning phase, d) short purely indicator-related baseline for each target community or agency (often only one or two data per site/institution)
12. Which way ILO will go with the results of this project depends on too many factors, so the evaluator can list opportunities. In general ILO can consider:
    a. Mainstreaming or incorporating Land and Water Management for Disaster Resilience Programming in other Sri Lanka country programming. This is probably the most obvious, and the way that will get most support and understanding from the government and the UN-community. Examples are: adding tank renovation to LEED OFC efforts or Land Water Management to Smallholder Tea programming.
    b. Mainstreaming Decent Work and ILO expertise in Land and Water Management for Disaster Resilience Programming. This might also be joint programming with other agencies. Examples are applying LEED-approaches to the Kithul sector and EIIP approaches to Tank Renovation, or expanding worker safety efforts in Kithul by strengthening the production and supply chains for affordable worker safety equipment.

ANNEXES

Annex 1: Terms of Reference

Independent Final Evaluation
Disadvantaged and vulnerable groups in rural areas, especially in conflict-affected and economically lagging regions, have equitable and enhanced access to more and better jobs and expanded product markets
26 August 2019

ILO Project Code	**LKA/16/02/RBS**
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Evaluation Manager	Rebecca Napier-Moore, Programme Technical Officer (Safe and Fair, ROAP)

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XIII. Introduction

ILO Colombo received Regular Budget Supplementary Account (RBSA) funding from 2017-2019 build resilience of disaster vulnerable communities through better soil and water conservation and management measures in watershed areas and drought prone areas in rural Sri Lanka. The work has contributed to the country programme outcome (CPO) LKA 107. The project was designed to contribute to ILO 2018-2019 Programme & Budget (P&B) Outcome 5 "Decent work in the rural economy", contributing to P&B Indicators 5.2 "Number of member States that have taken concrete steps to promote employment and decent work in rural areas", and 5.1 "Number of member States that formulate or adopt strategies or policies that target employment and decent work in rural areas." It also contributes to Outcome 1: "More and better jobs for inclusive growth and improved youth employment prospects."
The project is related with Sri Lanka's 2018-22 Decent Work Country Programme (DWCP) Country Priority 1: "Creation of sustainable, inclusive and decent employment" and its Outcome 1.1 "Sri Lankan workforce have more and better employment opportunities". From the 2018-2022 DWCP the project has reported against Output 1.1.3 "Micro, Small and Medium Enterprises equipped with solutions in line with the Decent Work Agenda to enhance their resilience, sustainability and competitiveness." The 2018-22 DWCP had not been written or agreed at the time of the project design. At the time of design, a Country Programme Outcome was foreseen on the promotion of sustainable and resilient employment. The project design aligned with Outcome 1.3 in the 2013-2017 DWCP: "Disadvantaged and vulnerable groups especially in conflict affected and economically lagging regions have equitable and enhanced access to more and better jobs and expanded product markets."
The project contributes to simultaneously achieving SDG8: 'decent work and economic growth' and SDG13: 'action for climate'.
Significant amount of RBSA funding (2017-2019) has continued to be provided to LKA 107 and its activities are coming to an end by December 2019 in the project, thus the final independent evaluation is required as per ILO evaluation policy. The purposes of the final evaluation are both for accountability and for organizational learning within the ILO. This final evaluation is to assess the relevance,

effectiveness, efficiency, impact and sustainability of the interventions' actions undertaken under the project. The evaluation will also provide lessons learnt, and recommendations for possible future programming.
The evaluation process will be from 1 October – 13 December 2019 (with field work and interviews ideally conducted during 28 October-5 November 2019). It will be conducted in compliance with the principles, norms and standards for project evaluation set forth in the *ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd edition* (Aug 2017). The final evaluation will be carried out in close consultation with the project, key stakeholders in Sri Lanka. The final evaluation will take into account the contextual situation that the project has been operating in Sri Lanka during the project period.
Responsibility for management of the evaluation is with the ILO's Programme Technical Officer (Research and M&E, Safe and Fair project), based at the ILO Regional office- Bangkok who has no prior involvement in the project with oversight provided ILO Evaluation Office. The evaluation will be carried out by an independent external evaluator. The evaluation will be funded by evaluation provision of the RBSA M&E fund and it will comply with UN Norms and Standards[7].

XIV. Background and description of the programme

Sri Lanka is facing new opportunities for social and economic development. The country is on the path towards becoming a middle-income country and to progressively achieve the SDGs. Nevertheless, there still remain disparities between regions and social groups. Moreover the economy is fragile and ¼ of the population is considered nearly poor and vulnerable to shocks that can push them back to poverty. Climate related disasters are one of these drivers, with a recurrent occurrence of floods, landslides and drought affecting particularly the impoverished sectors living in high-risk conditions and with reduced capacities for recovery.
The effects of floods and drought in 2017 have confirmed the increasing impact of climate related disasters in Sri Lanka coupled with haphazard human development activities, requiring to be considered as a priority in national policy. During the period 2005-2016, floods affected 64% of Sri Lanka's total population. High impact disaster events are occurring frequently since 2011 which on average affect more than 1 million people annually. In 2016, almost 500,000 people were affected by floods and landslides causing 93 deaths and 117 people still reported missing. In 2017 about 1.3 million people around the country have been affected by drought which has adversely impacted food production and access to drinking water.
Consequent to the recurrent disasters in the country there is a growing appreciation of the need for developing stronger resilience to avoid the excessive damages, which is becoming a regular feature. The Government's National Policy of Disaster Management (2013) prioritizes resilience and encourages disaster mitigation measures beyond haphazard relief actions. Prevention and resilience to climate change has been widely discussed in the UNCT (United Nations Country Team) committee on disasters and is reflected as one of the four priorities in the recently signed UNSDF 2018-2022.

The recent drought as well as the floods in the south has had a severe impact particularly on poor and vulnerable households. This shows the demand for climate proofing of existing livelihood development programmes and support schemes provided to such groups. The current vulnerability to climate disasters threatens the sustainability of such support efforts. Introducing the right climate resilience measures therefore needs to be seen as an integral part of the strategies to improve the quality of current jobs when creating new job prospects.

ILO Response

The ILO sees a potential for contributing to this process through applying the strategies formulated in its flagship programme, Jobs for Peace and Resilience, JPR. It is believed that community driven public works interventions in both the drought and flood stricken regions can in the long-term provide solutions that mitigate the detrimental effects of the natural disasters. Furthermore if these interventions are combined with improved farming practices, introduction of alternative crops and establishing new value chains, it is possible to create decent jobs in the rural areas that protect livelihoods and household income.
As mentioned, the government, through its National Policy of Disaster Management has prioritised resilience and encourages disaster mitigation measures beyond haphazard relief actions. Thus far in Sri Lanka, development agencies have focused more on risk reduction and humanitarian response. In contrast, ILO's JPR approach focusing on building resilience while at the same time generating jobs, has gained much interest for technical assistance from the Government (consultations held during a post floods scoping mission in 2016).
A number of mitigation and resilience strengthening activities have been identified on the basis of a careful analysis of the impact of recent natural disasters in Sri Lanka, in consultation with the constituents. It is important to note that these disasters are not one-off events but occur in a cyclical pattern. For this reason, efforts have been made to identify measures that not only alleviate the immediate impact from the most recent disasters but which will strengthen resilience in the long term and thus reduce risks and vulnerabilities before new floods and droughts occur.

Project aims and strategy

The project aims to contribute to the National Policy of Disaster Management's priority to build resilience and disaster mitigation measures by developing and demonstrating effective models in rural communities.
More specifically, this aim will be met through a dual strategy, entailing:

3. Introducing *improved land and water resource management practices* that build resilience in disaster prone districts.

[7] United Nations Evaluation Group (UNEG), Norms and Standards for Evaluation. June 2016.

4. Supporting *policy coherence by integrating "livelihood resilience building" within existing national rural development programmes* including disaster response programmes for floods and droughts

This project intends to support livelihoods improvement by strengthening disaster resilience in flood-affected communities in selected districts in the Southwest and drought affected communities in Northern Province. The proposed RBSA funding is considered as a first step in developing a long-term programme in Sri Lanka within the context of the JPR with an objective to contribute to improved disaster resilience by reducing negative impact on livelihoods caused by natural disasters. An important feature of the strategy (see outputs for more details) is the application of a comprehensive EIIP guide on employment in labour-based public works schemes, focusing among other things on the quality of work.
A major cause of the flash floods is the high water run-off from the upper parts of the water catchment areas. Natural forests have the best ability to retain water and thereby reduce the intensity at which water is supplied to rivers from the surrounding watershed areas. When forests are removed as a result of human settlements and economic activities such as farming, mining and timber extraction, this have a significant impact on the speed at which water travels and feeds into the rivers. When seasonal rains occur at high intensity, this increases the risk of flash floods.
Measures such as reforestation, terracing works and recharging underground aquifers slow down and reduce the water flow before it reaches the main rivers thereby avoiding the extreme flash floods. Watershed management is also a less capital-intensive measure compared to flood protection works. When carried out in a planned manner and in close consultation with local communities, it may yield the best and most sustainable results.
The planned measures in the South will also benefit vulnerable populations living in plantations that face constant threats from recurrent natural disasters, such as floods and landslides.

The recent drought has had a severe impact on many smallholder farmers in the North. This shows the demand for climate proofing the type of support provided by LEED and similar efforts to improve livelihoods in this region. The current vulnerability to climate variations puts all the support efforts in building sustainable livelihoods among this group at risk. The impact of drought can be mitigated by expanding irrigation systems, water conservation, crop diversification, introducing cash crops and improving value chains and access to markets.
The ILO has already built up an impressive programme promoting small business enterprises and cooperatives in Sri Lanka through its existing technical cooperation portfolio. In this respect, the on-going Local Empowerment through Economic Development Project is worth mentioning, with its successful livelihood development support to smallholder farmers in the Northern Province. The LEED project has had a significant impact in terms of increasing farm income among these smallholders, through the introduction of cash crops, securing access to domestic and international markets by channelling support through their cooperatives and social enterprises. A significant part of the experience from LEED would have been relevant to the support envisaged in this RBSA proposal. The support network created by the LEED project is also valuable in terms of reaching vulnerable households that need to build climate resilience.

Some of the proposed measures to mitigate the impact of floods and droughts can be organised as public works schemes. Past experience from similar works has demonstrated that such measures have a high potential for job creation if the right choices of technology are made. Through the application of employment-intensive methods such work has the potential to provide significant employment opportunities for people living in the nearby communities – thereby also contributing to livelihood development in the short term.
The immediate beneficiaries of this project can be summarised as follows:

(vi) smallholder and plantation farmers vulnerable to floods and droughts,

(vii) landowners in the water catchment areas who benefit from the improved land and water resource management,

(viii) inhabitants in nearby communities offered new employment opportunities rising from the public works schemes initiated to mitigate the effects of future climate related disasters,

(ix) particular attention will be given to ensure that youth and women are well represented as beneficiaries in the groups mentioned above,

(x) Ultimately, communities downstream including enterprises and its workers benefiting from less severe floods as a result of the improvements made in the water catchment areas.

The close collaboration with government agencies is also expected to lead to capacity development among the staff in field offices concerned with land and water resource management and enterprise/cooperative development. Equally, collaboration with local research institutions is expected to widen their knowledge base. This in turn is expected to improve existing rural development programmes and also climate proofing such schemes.
In the long term, the proposed support measures are expected to contribute to building resilience in communities regularly impacted by natural disasters and thereby reduce the need for mobilising large humanitarian efforts when freak weather occurs.
Introducing the right climate resilience measures therefore needs to be seen as an integral part of government policies to improve the quality of current jobs and creating new jobs. Finally, it is important to bear in mind that the proposed programme consists of measures that also contribute to livelihoods development in a scenario without recurrent disasters. In other words, they will also yield results and make a positive change even if there are no repeat disasters. In most cases, efforts to improve land and water resource management

have an immediate positive impact on the environment and impact household income in a positive way. Combined with more sustainable farming practices, which in turn results in improved yields and further diversification of outputs, these measures can further increase income for rural households and reduce vulnerabilities.

Natural disasters also have a detrimental effect on past peace building efforts. The cessation of conflicts is largely motivated by a desire for and prospect of better living conditions. The peace building processes in the North have to a large extent been driven through improvement of livelihoods through the provision of basic services, decent jobs and income. Natural disasters can easily scuttle these development efforts. The increasing fragility of the environment due to climate related disasters are therefore even more important concerns in the more politically tense regions.
The proposed flood related interventions will be implemented in the southwest region where there is already a RBSA project operational. Although the current RBSA project has encountered delays in implementations most of the interventions will be completed early 2018. *See earlier provided justification.*

New and better jobs

Resilience building is becoming increasingly important component of development efforts to reduce household vulnerabilities and build sustainable livelihoods. Building disaster resilience is essentially about protecting jobs and livelihoods. The planned interventions have been selected on the basis of (i) complementarity with other programmes, (ii) addressing the challenges among the most vulnerable, (iii) expected extent of impact and (iv) fields of competence with the ILO that have shown to be successful in this context in the past.
The suggested interventions have both direct and indirect impact on employment. The resilience building will improve the quality of many existing jobs since they will not continue to be disrupted by natural disasters. Equally, many of the suggested measures involve improvements to the environment that will have a positive effect on jobs even if new disasters do not occur - leading to increased income. Furthermore, the implementation of some of the envisaged improvements will create new employment opportunities. The potential for improved land and water management covers vast areas of land. For such measures to reach its full impact the works need to cover considerable portions of the watersheds. The envisaged public works schemes therefore have a large employment generation potential that can provide local communities with new jobs and additional income. Combined with the introduction of new crops and facilitating access to new markets may also lead to new and better jobs.
Finally, these measures contribute to a common goal in which less resources is used on continuous reconstruction works and instead is invested in further development of the farming sector, private sector enterprises, public services and livelihoods. This in turn has a more sustainable impact on the economy, building peace and prosperity and improving future job markets.

XV. Purpose and scope of the evaluation

Purpose
The main purposes of the final independent evaluation is to promote accountability to ILO key stakeholders and donor, and to enhance learning within the ILO and key stakeholders.
The main objective of the evaluation are as follows: -

- Assess the relevance of the ILO support in
    a. Introducing *improved land and water resource management practices* that build resilience in disaster prone districts.
    b. Supporting *policy coherence by integrating "livelihood resilience building" within existing national rural development programmes* including disaster response programmes for floods and droughts
- Assess the effectiveness of the project – the extent to which the government structures and farmers' organizations have strengthened in improving land and water management practices, and to what extent it has covered labour and employment issues.
- Assess efficiency - economically how resources/inputs (funds, expertise, time etc.) are converted to results
- Assess/identify new developments and/or challenges that may have contributed or hindered the achievement of the objective of the project.
- Identify possible impact(intended and unintended) and the sustainable contribution of the work, including in enhancing social dialogues and gender mainstreaming
- Provide recommendations for possible future programming
- Identify emerging potential good practices and lessons learnt

Scope

The evaluation will cover all interventions from all sources of funds that have contributed to the achievement of the P&B Outcome 5: "Decent Work in the rural economy" and Outcome 1: "Creation of sustainable, inclusive and decent employments". The duration of the project to be evaluated is from December 2017-December 2019.
The evaluation should cover expected (i.e. planned) and unexpected results in terms of non-planned outputs and outcomes (i.e. side effects or externalities). Some of these unexpected changes could be as relevant as the ones planned. Therefore, the evaluator should reflect on them for learning purposes.
The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO Guideline, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.

The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability (and potential impact) to the extent possible as defined in the ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations (i-eval resource kit)', 2017.
Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects" All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.
Client: The primary end users of the evaluation findings is the ILO Country Office in Colombo and the key stakeholders involved in the project. Secondary parties making use of the results of the evaluation will include ILO technical departments, DWT-Bangkok and ROAP.

XVI. Evaluation questions

Below are the main categories that need to be addressed:

8. **Coherence and design (the extent to which the design is logical and coherent)**
    - Are the project design (i.e. outcomes, outputs and activities) and the underlying theory of change[8] still valid given the Sri Lanka context? Assess whether the problems and needs that give rise to the work still exists or have changed.
    - How appropriate and useful are the milestones identified in assessing the progress made? Is the project coherent with the ILO's priorities and policy –P&B outcome 5, as well as outcome 1[9]? Has the approach been strategic and exploited on the comparative advantage of the ILO?
    - What, if any, alternative strategies would have been more effective in achieving its objectives?

9. **Relevance**
    - Has the project responded to the real needs of the disadvantaged and vulnerable groups in rural areas, and is it still consistent and relevant to the job market and product markets in Sri Lanka?
    - Is the project relevant to the DWCP Outcome 1.1 (Sri Lankan workforce have more and better employment opportunities) and UNSDAF Sri Lanka?
    - Has the project been able to adapt its approaches to the changing context to address priority needs of targeted communities?

10. **Effectiveness (including effectiveness of management arrangement)**
    - To what extent has the project achieved its objectives, and the extent that it has contributed to the achievement of DWCP outcomes and of the LKA 107 milestones for 2018-2019? If it has not (or not fully), what are the main constraints, hindering factors, and areas in need of further attention? If it has, what are the main contributing factors.
    - To what extent did intervention results contribute toward gender equality?
    - To what extent has the project collaborated with other projects and programmes to enhance its impact, effectiveness, and leveraging of resources?
    - Has the mode of implementation proven to be effective?
    - Has the project received adequate administrative, technical and if needed, political support from concerned ILO offices (Country office and DWT-Bangkok)? If not why?
    - Has the project management arrangement been adequate to carry out the work? Any monitoring plan or tools used to monitor the progress made?
    - How effective have the partnerships and coordination been among key stakeholders in achieving the results; and how far have stakeholders been engaged in design, implementation and monitoring of the project?

11. **Efficiency (A measure of how economically resources/inputs i.e. funds, expertise, time etc. are converted to result)**
    - Have resources been allocated strategically to achieve results? And have they been delivered in a timely manner? If not, what were the factors that have hindered timely delivery of outputs? Any measures that has been put in place?
    - The extent to which the resources have been leveraged with other related interventions or other projects to maximise impact, if any?
    - How far has the project allocated resources in achieving gender equality within the given context? Is this reflected in the budget?

12. **Impact**

[8] Note that this refers to the project theory of change, not DWCP theory of change.
[9] 2018-19 P&B outcome 1: More and better jobs for inclusive growth and improved youth employment prospects, and outcome 5: Decent work in the rural economy. Specifically link to indicator 5.2 on Number of member States that have taken concrete steps to promote employment and decent work in rural areas; and Indicator 5.1 on Number of member States that formulate or adopt strategies or policies that target employment and decent work in rural areas.

- Has the strategic orientation of the project made a significant contribution to broader, long-term, sustainable development changes?
- To what extent has the RBSA project strengthened the constituents' engagement and influence in SDG-related processes at the country level with the purpose of making significant progress towards SDG8?
- What is the likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed?
- How strong is the level of ownership of results by the targeted communities, institutions?
- What have the intervention's long-term effects been on more equitable gender and other inequalities, or on reinforcement/exacerbation of existing inequalities?

13. Sustainability

- Taking into account the Sri Lankan context and the short timescale of the project, to what extent are the results of the interventions likely to be durable and maintained or even scaled up and replicated by the partners after the project ends? What has been planned as exit strategy?
- Has the project created an enabling environment and developed foundations towards resiliency and sustainability of the interventions?

14. Special aspects to be addressed

- The extent that the work has promoted ILO's mandate on social dialogue and international labour standard (taking into consideration the context of the project). Any improvement in the tripartite or bipartite social dialogue in Sri Lanka?

XVII. Expected outputs of the evaluation

The expected outputs to be delivered by the evaluator are:

6. Inception report: This report (based on communication with the Project Team, the Evaluation Manager, and a Desk review) should describe the evaluation instruments, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instruments need to make provision for the triangulation of data where possible. The inception report should include evaluation purpose, scope, methodology and evaluation framework, tools to be used to gather data, quality assurance of data, validation, sampling approaches and key milestones. It will cover how the more detailed analysis on the focus areas will be integrated in the analysis and reporting. This inception report must be to the satisfaction of the Evaluation Manager before the evaluator starts data collection.
7. Stakeholders' workshop: On the last day of the in-country field visit, this workshop acts to both present initial findings via powerpoint presentation (as validation) and to gather collective stakeholder views, as part of full data collection.
8. Draft evaluation report: The evaluation report should include and reflect on findings from the fieldwork and the stakeholders' workshop.
9. Final evaluation report together with a stand-alone evaluation summary (ILO standard format) after comments from stakeholders.
10. Upon finalization of the overall evaluation report, the evaluator will be responsible for writing a brief evaluation summary which will be posted on the ILO's website. This report should be prepared following the guidelines included in Annex and submitted to the evaluation manager.

Draft and Final evaluation reports include the following sections:

- Executive Summary *(standard ILO format)* with key findings, conclusions, recommendations, lessons and good practices *(each lesson learn and good practice need to be annexed using standard ILO format)*
- Clearly identified findings
- A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
- Clearly identified conclusions and recommendations (i.e. specifying to which actor(s) apply)
- Lessons learned
- Potential good practices and effective models of intervention.
- Appropriate Annexes including present TORs
- Standard evaluation instrument matrix (adjusted version of the one included in the Inception report)

The entire draft and final reports (including key annexes) have to be submitted in English.
The total length of the report should be a maximum of 30 pages. This is excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.
The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible for Word for Windows. Findings and results should follow logically from the analysis, be credible and clearly presented together with analyses of achievements and gaps. Ownership of data from the evaluation rests jointly with ILO, and the consultant. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

The draft reports will be circulated to key stakeholders, tripartite constituents, and ILO staff i.e. project management, ILO Office in Colombo, DWT Bangkok, ILO Regional office EVALofficer) for their review. Comments from stakeholders will be consolidated by the Evaluation Manager and will be sent to the evaluation consultant to incorporate them into the revised evaluation report. The evaluation report will be considered final only when it gets final approval by ILO Evaluation Office.

XVIII. Methodology

The ILO policy guidelines for results-based evaluation provide the general framework for carrying out the evaluation and writing the evaluation report, including the requirements for the recommendations made, lessons learned and good practices documented in the report (http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm).

These guidelines adhere to the evaluation norms and standards of the United Nations system, as well as to the OECD/DAC Evaluation Quality Standards. In addition, the UNEG Ethical Guidelines for Evaluation are to be followed by all parties involved with the process.

The evaluation is to be carried out independently and the final methodology and evaluation questions will be determined by the evaluator, in consultation with the Evaluation Manager.

The evaluation process will be participatory. All key stakeholders will have the opportunity to be consulted, provide inputs to the ToR and evaluation report, and use the evaluation findings and lessons learnt, as appropriate.

The methodology should include multiple methods, with analysis of both quantitative and qualitative data. It should identify linkages between data sources, data collection methods and analysis methods. A clear statement of the limitations of chosen evaluation methods should be included.

The evaluator will conduct a desk review first to be followed by interviews and field visits to Sri Lanka. She/he can make use of the sources of information exhibited below for desk review and interview, namely the review of selected documents (1.1), and the conduct of interviews (1.2).

1. Sources of information

1.1 Documents review

The evaluator will review the following documents at home based before undertake mission to Sri Lanka:

- Project document (description of actions)
- Progress reports
- Other relevant documents e.g. Mission, meeting, workshop and training reports, Project budgets – planned and actual- expenditures, Monitoring and evaluation plan.

1.2 Individual interviews/focus group discussions

Individual interviews in person during the field visit, by phone, e-mail or Skype and/or a questionnaire survey can be conducted with the following:

c) ILO staff

Country Office

- Country Director, ILO Country Office for Sri Lanka and the Maldives, Ms Simrin Singh and relevant programme officers
- Project team
    - ILO CTA Mr Thomas Kring
    - Project staff (including the Administrative and Finance Officer), if relevant
        1. Ms. Chamila Weerathunghe, Project Manager
        2. Mr. Vasanthan Kathirgamathamby, Project Manager
- Other NPCs of other projects
    - Local Empowerment through Economic Development project
    - LKA/16/01/RBS

Regional Office for Asia and the Pacific

- DWT, Senior Engineer on Employment-Intensive Investment, Mr. Bjorn Johannessen

d) Other key stakeholders:

- Government agencies
    - Ministry of Plantation Industries
    - Ministry of Disaster Management
    - GA offices in Kalutara and Ratnapura
    - DS Office- Palindanuwara

- GN- Ilukpotha of Agrarian Development northern province
- Irrigation Engineer

- Local research institutions
  - District Secretary – Ratnapura,
  - International Union for Conservation of Nature (IUCN),
  - Environmental Foundation Limited – EFL,
  - University of Colombo.
- Beneficiaries (*with an aim of equal numbers of women and men among interviewees*)
  - Trained government officials
  - Farmers' organizations representatives from:
    - Arasapuram Farmers' Organization
    - Peralai Farmers' Organization
    - Mattuvilnadu East Farmers' Organization

2. Gender equality

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover the evaluators should review data and information that is disaggregated by gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and evaluation report.

XIX. The evaluator responsibilities and profile

Responsibilities	Profile
• Desk review of programme documents and other related documents • Development of the evaluation instrument • Briefing with ILO • Telephone interviews with HQ and DWT-Bangkok specialists • Undertake a field visit in Sri Lanka • Facilitate stakeholders' workshop/ debriefing with the programme and key stakeholders • Draft evaluation report • Finalize evaluation • Draft stand-alone evaluation summary as per standard ILO format	• Not have been involved in the programme. • Relevant background in social and/or economic development. • Substantive experience in project evaluations in the UN system or other international context - human rights based approach –inclusiveness • Experience in using results – based management principles, TOC /LFA analysis for programming • Ability to bring gender dimensions into the evaluation, including in data collection analysis and writing • Demonstrate an understanding of the ILO mandates and tripartism • Demonstrate an understanding of climate related livelihood resilience; and land and water resource management • Adequate technical specialization of relevant ILO labour related issues will be a great advantage • Experience in the UN system or similar international development experience • Experience in Sri Lanka will be an advantage • Fluency in spoken and written English and understanding of ILO cross-cutting issues • Experience facilitating workshops for evaluation findings. • Be flexible and responsive to changes and demands; client oriented; and open to feedback.

XX. Management arrangements

The evaluator will report to the *Evaluation Manager*, Ms. Rebecca Napier-Moore (napiermoore@ilo.org), Programme Technical Officer (Research and M&E for Safe and Fair Project) in ILO Regional Office for Asia and the Pacific. The evaluation manager takes the responsibility in drafting TOR in consultation with all concerned and will manage the whole evaluation process and will review evaluation report to make sure it has complied to the quality checklist of ILO evaluation report.

Regional Evaluation Officer, ROAP will do quality assurance of the report and EVAL, Geneva will give approval of the final evaluation report.

ILO CO-Colombo and the ILO project management team will provide administrative and logistical support during the evaluation mission. The project management team will also assist in organizing a detailed evaluation mission agenda, and to ensure that all relevant documentations are up to date and easily accessible by the evaluator.

Roles of other key stakeholders: All stakeholders, particularly the relevant ILO staff, the donor, tripartite constituents, relevant government agencies, NGOs and other key partners will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunities to provide inputs to the TOR and to the draft final evaluation report.

XXI. Calendar and payment

The duration of this contract is for 25 working days between 1 October 2019- 13 December 2019. The mission in Sri Lanka is expected during 29 October - 5 November 2019 (with travel and some stakeholder consultations on weekend days).

Phase	Responsible Person	Tasks	Proposed timeline	Number of days
I	Evaluator	○ Desk Review of programme related documents ○ Telephone briefing with the evaluation manager, and project CTA ○ Preparation of the inception report	October 2019 – to submit the inception report by 15 October 2019	5
II	Evaluator (logistical support by the project)	○ Field visit (to Country office in Colombo and to project sites) ○ Interviews with project staff and other relevant stakeholders (including ILO officials –via skypes?) ○ Preparation of the workshop ○ Workshop with the programme management and ILO relevant offices for sharing of preliminary findings (last day – 8 Nov)	29 October-5 November 2019 (with travel and some stakeholder consultations on weekend days)	9
III	Evaluator	○ Analysis of data based on desk review, field visit, interviews/questionnaires with stakeholders ○ Draft report	Draft report to be submitted to Evaluation Manager by 18 November 2019	9
IV	Evaluation manager	○ Circulate draft report to key stakeholders ○ Stakeholders provide comments ○ Consolidate comments of stakeholders and send to team leader	18-25 November 2019	
V	Evaluator	○ Finalize the report including explanations on why comments were not included	4 December 2019	2
VI	Evaluation Manager	○ Review the revised report and submit it to EVAL for final approval	By 10 December 2019	
		Total no. of working days for Evaluator		25

ROAP will finance the evaluation from RBSA M&E allocation. It can be spent on:

- Consultancy fee;
- Travel and DSA

Based on the TOR, the ILO will prepare an external collaborator contract with an evaluator.
An independent interpreter will be hired to accompany the evaluator.

XXII. Legal and ethical matters

The evaluation will comply with UN Norms and Standards. UN Evaluation Group (UNEG) ethical guidelines will be followed.
All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. Ownership of the data from the evaluation rests jointly with the ILO and the ILO consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentation can only be made with the agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

XXIII. Application

Interested applicants are requested to provide a cover letter, their CV, and their daily rate by **11 September 2019** to napiermoore@ilo.org.

XXIV. Annex 1: All relevant ILO evaluation guidelines and standard templates

1. Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
2. Checklist No. 3 Writing the inception report http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
3. Checklist 5Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
4. Checklist 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
5. Template for lessons learnt and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
6. Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
7. Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
8. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
9. Template for evaluation summary: http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc

Annex 2: Main Evaluation Questions/ Data Collection Plan Worksheet

Evaluation Questions	Indicator	Data Sources	Method
1 Coherence and design a. Targeted Problems and Needs still exist? b. Project design and Theory of Change still valid? c. Are progress milestones appropriate and useful? d. Is project coherent with ILO's P&B outcomes? e. Is approach based on ILO's comparative advantage? f. Could alternative strategies have been more effective?	a. Priority on community list same as before b. Inverse ToC shows impact c. Milestones used d-f. Comparison with best practices and alternatives is favourable for project	Documents ILO Partner agencies Communities	- Document study - Interviews - Theory of Change formulation with project staff
2. Relevance a. Response to real needs of disadvantaged and vulnerable? b. Response relevant to job and product markets? c. Relevance to DWCP Outcomes and UNSDAF Sri Lanka? d. Did target group context change and project adapt?	a. Community priority list same b-c. Comparison with best practices and DWCP is favorable for project d. Project adapted to changes, if any	ILO Partner agencies Value chain actors Communities	- Interviews: - Field visit
3 Effectiveness Describe the approaches, activities, results and evidence a. To what extent were objectives achieved? b. Contributions to DWCP outcomes and LKA 107 milestones? c. What are main contributing or hindering factors? d. To what extent results contributed to gender equality? e. To what extent project collaborated with other actors? f. Has mode of implementation proven to be effective? g. Has project received adequate support from ILO offices? h. Was project management arrangement adequate? i. What monitoring plan or tools were used, if any? j. Were stakeholder partnerships and coordination effective? k. Did stakeholders engage in design, implementation, M&E?	a-b. % Outputs, Outcomes, impact achievedd. % gender outcomes achieved e. No. cooperation occurrences f. No. of implementation issues g. No. of ILO support issues h. No. of management issues i. Extent/% M&E tools/plan use j. % partnerships effective k. Matrix with engagement levels	Documents Communities Women focus group Vulnerable groups Partner agencies	- Document study - Interviews - Field visits
4. Efficiency a. Were resources allocated strategically? b. Were resources delivery timely? c. What were factors, if outputs were not delivered timely? d. How did project address issues? e. How far were resources leveraged with other actors f. Were resources to achieve gender equality adequate?	a-b. no. priority outputs affected by budget or delivery issues d. No. of issues not addressed e. % of interventions co-financed by third parties f. No. Gender/equality issues not addressed due to resource issue	Budget, Prodoc Progress report Communities Partner agencies	- Document study - Interviews - Field visits

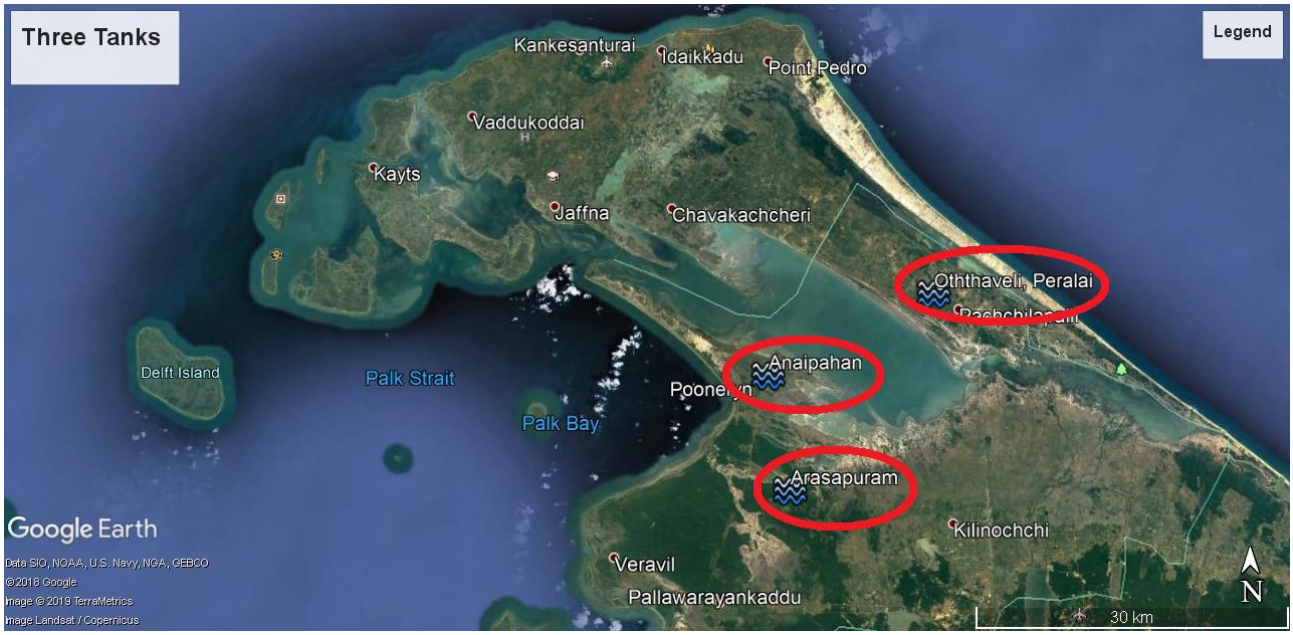
Evaluation Questions	Indicator	Data Sources	Method
5. Impact a. Did project contribute to broader, long-term changes? b. Did project impact constituents' engagement and influence in SDG8-related processes at the country level c. How has project impacted gender/other inequalities	a-c. Evidence of contributions to longer-term broader changes: overall, constituent-level, inequalities	Communities Partner agencies Women Vulnerable Groups	- Document study - Interviews (incl. Focus groups) - Field visits
6. Sustainability a. How likely is the durability of results? b. How likely will partners replicate, scale up results? c. How strong is community/institution result ownership d. What has been planned as exit strategy? e. Will enabling environment be adequately supportive?	a. Stakeholders assessments for each result: sustainability >5 years b-c. Stakeholders assessments for each result: replication, scaling up d-e. % Exit strategies adequate	Communities Partner agencies Women Vulnerable Groups	Interviews Document study Study of comparable interventions by ILO and third party actors
7. Special aspects to be addressed a. Promotion of ILO's mandate on social dialogue and international labour standard? **b. Improvement in tri-/bi-partite social dialogue in Sri Lanka?**	a-b. Evidence of promotion and improvements	ILO Partner agencies Documents	Interviews Document study

Annex 3: Evaluation Itinerary and People Consulted

Date	Activity
1-15 October	Inception Report preparation
Wednesday, 30 Oct'19	Travel to Colombo (night stay)
Thursday 31 Oct'19	08.30 Meet Simrin Singh (Country Director), Mr Balasingham Shanthakumar (Sr Program Officer) 09.30 Meet Coordinator South West (Chamila Weerathunghe) 10.30 Colombo to Kurunegala, travel 13.45 Meet Anusha Bandara (Director), Industrial Services Bureau (in absence of Mr Mathavan), on Drought Impact Assessment Study 2018 15.00 Kurunegala to Kilinochchi (night stay) 21.00 Meet Thomas Kring (CTA)
Friday 1 Nov'19	08.15 Meet K.Vasanthan Kathirgamathamby, Coordinator North, and S.Augustine (translator, and IFAD staff) 09.25 Meet V. Aayakulan, Assistant Commissioner Agrarian Development 12.30 Visit Oththaveli tank, Peralai, inspect works with Farmers Organisation and S.Selvarajah (President); improvised meeting with group of women beneficiaries (all farmers) 14.00 Visit tank built by Dept of Agrarian Development in 2018 with TO Shreeranjan 15.30 Meet Vasanthan, Coordinator North
Saturday 2 Nov'19	09.15 Visit Arasapuram Tank: inspect works, meet Famers' Organization and P.Thayaparan, President; improvised meeting with group of women; village walk- through; visit farmer M.Deelakshan who started commercial crops 13.00 Visit Anaipahan tank: inspect works and rice fields with farmers, meet Farmers' organization and S.Rasalingham,, President(Mattuvilnadu East Farmers' organization) 15.30 Meet P.Piratheevan, Engineer consultant (site selection 2019 batch), at ILO KIli 16.30 Kilinochchi to Anuradhapura (night stay)
Sunday 3 Nov'19	09.00 Anuradhapura to Colombo (night stay) 18.00 Meeting with IUCN Mr Ananda Mallawatantri (Country Rep) and Mrs Dhiniti Samarathunga (Field Project Coordinator) and ILO team, at IUCN Colombo
Monday 4 Nov'19	08.30 Meet EFL-Environmental Foundation Limited, Chaturangi Wickramaratne (Head of Science) and Hufsa Huda A.A.L (Legal Officer), at ILO CO 09.15 Meet UoC/DET-University of Colombo Department of Technology, Professor Ranjana U.K. Piyadasa and Zihan Zarouk, at ILO CO 10.00 Travel to Ratnapura (night stay) 13.30 Meet SEDD enterprise development field officers (Dileeptha Nethupul, Sithara Dilrukshi, Nirmani Wasana), at Eheliyagoda DS 14.20 Visit Kithul Farmer group, Eheliyagoda (Senivirathna, JD Gunasiri Jayakodi, U Gamini)

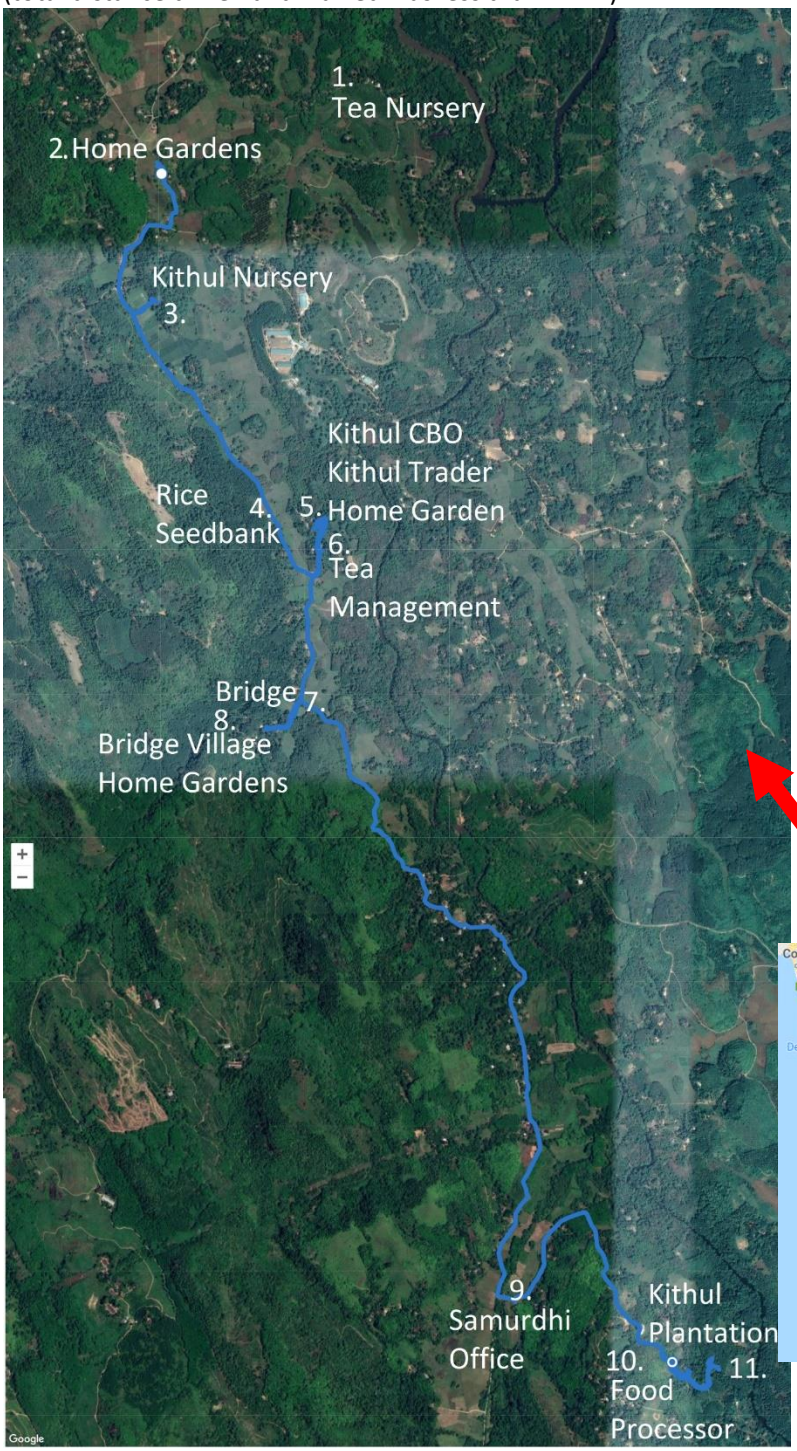
	16.15 Session with Mr Manoratnan (SEDD-Ratnapura) and team
Tuesday 5 Nov'19	07.00 To Paravi Dola valley (project area, Bulathsinhala, Kalutara district) for the following 5-30 minute interviews: 09.30 Tea Nursery-1 (manager and her father) 10.00 Home Gardens-2 (2 households, of which one the wife only) 10.55 Kithul Nursery-1 (1 farmer) 11.30 Rice Seedbank-1 (about 10 farmers) 11.45 Smallholder Tea land and water management-1 (1 farmer) 12.00 Kithul CBO-1 (plus Home Garden-1, Mushroom shed-1), 10 members 12.00 Kithul Trader-1, Mr Priyanthan 13.15 Bridge-1 and village (plus Home Garden-2), 2 families 13.55 Samurdhi Officer Mr Chamure (1) 14.15 Food Processing group-1 (plus Home Garden-1), 3 men 14.30 Kithul riverside Plantation-1 (1 farmer) 15.00 To Kalutara 16.15 Meet Ms. W.A.K.S. Dhamayanthi (District Secretariat Director Planning), Mr Damith (Asst Director) and team (Manjuk, Chitral, Dinu, Indika) 17.00 To Colombo (night stay)
Wednesday 6 Nov'19	10.00 Meet Sr Program Officer and CTA, ILO Country Office 11.00 Presentation preparation 14.00 Debriefing with UN RCO-3, UNDP-1, ILO-7, UNICEF-1, UNOPS-1, WFP-1, UNIDO-2, IUCN-1, EFL-1, UoC-1 16.00 Meet Ms Gita Sabharwal, RCO UN, Reconciliation and Development Advisor 16.30 Final meeting ILO CTA and Coordinator SW
Thursday 7-8 Nov'19	Travel Colombo to Kathmandu (delayed schedule due to Delhi smog, 1 night Delhi)
9-25 Nov'19	Draft Report

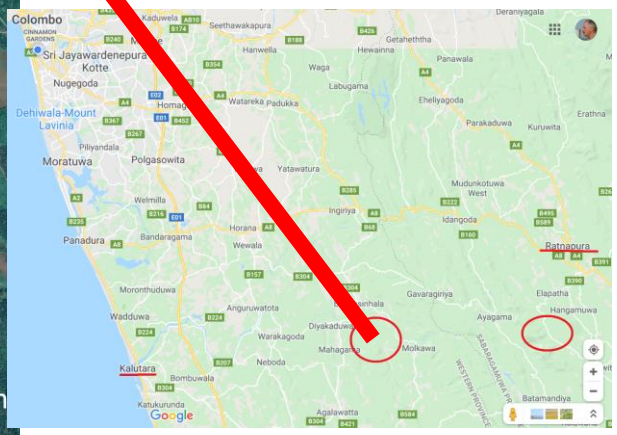
Annex 4 Three visited Tanks in Kilinochchi district



Annex 5 Paravi Dola Visit, 5 November

(total distance driven and walked was less than 12km)





Annex 6: Documents Consulted

Most documents that have been reviewed, even if not directly referred to in the text, are listed here:

Deepakkumar R, Kitul Palm (Caryota urens): under utilised multipurpose Agroforestry palm and a potential source of jaggery, South Indian Journal Of Biological Sciences, 2016

EFL (ILO contractor)., Milestone 3 Report, Possible means of mainstreaming disaster resilience into strategies, policies and action plans, 2019

EFL (ILO contractor)., Tools and Guidelines for Watershed Management in the South-Western Region of Sri Lanka for Increased Climate Resilience, 2019

ILO, (Project document) Minute Sheet RBSA allocations approval (last round in biennium) 2016-17 Sri Lanka - LKA107: Disadvantaged and vulnerable groups in rural areas, especially in conflict-affected and economically lagging regions, have equitable and enhanced access to more and better jobs and expanded product markets, 2016

ILO, Decent Work Country Program Sri Lanka 2018-22

ILO, DWCP Decent Work Country Program Sri Lanka 2013-2017

ILO, EVAL Guidance Resources – September 2019

ILO, Programme and Budget for the Biennium 2016–17

ILO, Programme and Budget for the Biennium 2018–19

ILO/Project, Physical progress reports (North) January and May 2019 and tank-wise technical progress reports, May 2019

ILO/Project, Policy Based Note on Minor Tank Rehabilitation, 2019

ILO/Project, Various documents on tank selection, survey and design, 2018 and 2019

Industrial Services Bureau (ILO contractor)., Assessment on the Impact of Drought on the Small Holder Farmers in Northern Sri Lanka, (draft, 2019)

IUCN (ILO contractor)., Technical Progress report, August 2019

IUCN (ILO contractor)., various documents on promoting traditional paddy and climate smart agriculture, 2019

IUCN (ILO contractor)., various documents related to Identifying Project intervention areas, 2018-2019

Liyanage, W.K.D.D. et al, An Assessment of the Contribution of an Analog Forest as a Sustainable Land-use Ecosystem for the Development of Rural Green Economy in Sri Lanka, Journal of Tropical Forestry and Environment, 2013

Natural Resource Management Division, ME&NR, National Action Programme for combating Land Degradation in Sri Lanka, undated

Piratheevan, P (ILO contractor)., Interim Report on Detail study on improvement works for the restoration of selected minor tanks in Kilinochchi District , 2019

SEDD Ratnapura (ILO contractor)., Proposal for Increased Economic and Ecological Resilience in the Ratnapura District through promoting Kithul Industry, 2019

UoC (ILO contractor)., Proposal Carrying out activities to increase the awareness of local government officers and other key stakeholders on tools and guidelines for managing watershed areas with a special focus on cultivated areas with tea and other crops, 2019

Annex 7: One Lesson Learned and Two Emerging Good Practices

ILO Lesson Learned 1

Project Title: Jobs for Peace and Resilience-RBSA Sri Lanka
Project TC/SYMBOL: LKA/16/02/RBS

Name of Evaluator: Arend van Riessen **Date: 25 November 2019**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	RBSA projects aiming to explore, innovate and leverage are more effective with proper documentation, monitoring and evaluation, i.e. separate and detailed results frameworks and periodic reporting that also reflects on innovation and exploration
Context and any related preconditions	The evaluated JPR-RBSA project only had a results framework showing the initial steps, not the ultimate field activities or outcome indicators. Reporting was merged with the country office. Actual progress and reflection could not be obtained.
Targeted users / Beneficiaries	ILO and its partners
Challenges /negative lessons - Causal factors	ILO does not demand separate project-level reports for RBSA and logframes dont need updates that reflect the actual situation
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	Adequate staff time should be allocated for M&E

ILO Lesson Learned 2

Project Title: Jobs for Peace and Resilience-RBSA Sri Lanka
Project TC/SYMBOL: LKA/16/02/RBS

Name of Evaluator: Arend van Riessen **Date: 25 November 2019**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text

Brief description of lesson learned (link to specific action or task)	Building partnerships in short-duration projects. In short-duration exploratory projects, it is effective to work with constituent/partner agencies on their programmes and follow their system and only deviate for the few key elements where ILO or the project is sure it can add value or wants to explore and learn. Good examples are how ILO worked with DAD in the North and SEDD in the south. ILO could however have achieved more if it had been more specific about its added-value and its strategy for those partnerships.
Context and any related preconditions	Short-duration exploratory projects, like RBSA.
Targeted users / Beneficiaries	Partner agencies, and indirectly that partner agency's beneficiaries
Challenges /negative lessons - Causal factors	A partnership is more effectively built by starting with a short assessment of the partner agency, and an agreement on what ILO's added value can be and what improvements and deviating approaches and operations will be tried out during the partnership
Success / Positive Issues - Causal factors	It is effective to work with partner agencies on their programmes and follow their system and only deviate for the few key elements where ILO or the project is sure it can add value or wants to explore and learn.
ILO Administrative Issues (staff, resources, design, implementation)	Assessments and partnership building/improvement plans should be integral parts of design and planning

ILO Emerging Good Practice 1

Project Title: Jobs for Peace and Resilience-RBSA Sri Lanka
Project TC/SYMBOL: LKA/16/02/RBS

Name of Evaluator: Arend van Riessen **Date: 25 November 2019**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Taking time for detailed assessments even in a short-duration project
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Although the project duration was only 2 years, it allowed detailed assessments and consultation as a foundation for interventions in a lesser known sector
Establish a clear cause-effect relationship	Taking less time for assessments and planning, and reserving more time for implementation would have led to more interventions that did not address real needs and were not owned by all stakeholders
Indicate measurable impact and targeted beneficiaries	The impact from adequate assessment and consultation were feasible, affordable, locally owned interventions that addressed priority needs. Most of the intervention impacts will be only measurable after the project, by the government and local CBOs
Potential for replication and by whom	Other RBSA projects. Most are similarly short-duration and have the same choice: adequate assessments and less implementation or the other way
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	NA
Other documents or relevant comments	

ILO Emerging Good Practice 2

Project Title: Jobs for Peace and Resilience-RBSA Sri Lanka
Project TC/SYMBOL: LKA/16/02/RBS

Name of Evaluator: Arend van Riessen **Date: 25 November 2019**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	In short-duration projects to support (and tweak) long-term government initiatives rather than develop something from scratch
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Ongoing long-term programmes (like tank renovation in the North and Kithul development in Ratnapura) to piggy-back are not always available.
Establish a clear cause-effect relationship	By piggybacking a long-term district wide programme, the reach is bigger and the lessons more valid than when trying something yourself in small area.
Indicate measurable impact and targeted beneficiaries	The programme reached 600 farmers/SMEs by supporting/piggybacking the SEDD Kithul programme in district 1 and 38 farmers/1 SME through an own initiative in district 2. Support in district 1 will continue post-project, but not in district 1
Potential for replication and by whom	ILO might decide to continue support of the SEDD programme in district 1 and look for similar initiatives in other districts..
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	
Other documents or relevant comments	

ILO Emerging Good Practice 3

Project Title: Jobs for Peace and Resilience-RBSA Sri Lanka
Project TC/SYMBOL: LKA/16/02/RBS

Name of Evaluator: Arend van Riessen **Date: 25 November 2019**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Keep project areas small for short-duration exploratory projects. In short-duration exploratory projects, where a range of interventions is tried out, it is not only efficient but also effective to do those interventions in a small area. The fact that in the RBSA project tank renovations were limited to one district (Kilinochchi) and most of the SW-interventions to one small watershed (Paravi Dola) has helped consultation, design, local ownership, management, monitoring and learning

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Short-duration exploratory projects, like RBSA projects or pilot projects
Establish a clear cause-effect relationship	By choosing one small area rather than locations scattered over a whole district, more can be achieved with the same time and resources because consultation, communication, community mobilisation, and monitoring will all take less time, staff and monetary resources.
Indicate measurable impact and targeted beneficiaries	NA
Potential for replication and by whom	In other short-term exploratory projects
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	NA
Other documents or relevant comments	NA

ILO Emerging Good Practice 4

Project Title: Jobs for Peace and Resilience-RBSA Sri Lanka
Project TC/SYMBOL: LKA/16/02/RBS

Name of Evaluator: Arend van Riessen **Date: 25 November 2019**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Whether to prioritise flood control or living with floods. When addressing risks in flood affected rural areas like in the Southwest, it is good practice to focus on flood resilience in general, to adjust interventions to the type and extent of flooding and flood damage and to reserve the more costly flood control for protecting high value assets like industries, roads and habitation. For rural areas and agriculture, adjusting to floods (rice and tea cultivation systems) and economic resilience (home gardens, Kithul, tea) are good strategies. It is indicative that extensive community consultations in the Paravi Dola area did not produce any proposals for flood control measures, and prioritised only two infrastructure works, namely a bridge and an irrigation system (a so-called anicut, which was dropped due to cost and time factors)

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	It is essential to establish through consultation or assessment the type and extent of floods and flood damage. Pre-monsoon flash floods require a different approach than high-monsoon floods, and floods caused by inflow from upstream through rivers require different measures than inundation floods caused by heavy local rainfall.
Establish a clear cause-effect relationship	1. Floods have negative (damage) and positive (groundwater recharge, siltation) impacts, and ideally flood area inhabitants prefer to retain the positive impacts, which they might lose if all floods are kept out. 2. Flood control infrastructure is normally very expensive as it must be extra sturdy (costly) and will only produce positive effects once in so many years. Therefore it is normally only affordable (to construct, to maintain) for high value assets.
Indicate measurable impact and targeted beneficiaries	In the case of Paravi Dola, where flood damage was caused more by inundation (up to 7 metres) than by erosion, and consisted mostly of lost crops and temporary loss of access to facilities and markets, the project invested its scarce resources in flood resilience (e.g. resilient rice varieties and home gardens) which reduce but do not eliminate impacts for all residents (<1000hh). Not any type of flood control infrastructure could be identified that would stop or divert floods.
Potential for replication and by whom	This principle can be applied by ILO in any flood-affected area, small narrow valleys like Paravi Dola as well as flood plains of large rivers
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	
Other documents or relevant comments	