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Sri Lanka (1991–2012)

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Contents

FOREWORD	vii
ACKNOWLEDGMENTS	ix
ABBREVIATIONS	x
1. MAIN CONCLUSIONS AND RECOMMENDATIONS	1
1.1 Background.....	1
1.2 Objectives, Scope, and Methodology.....	3
1.3 Conclusions.....	3
1.4 Recommendations	15
2. EVALUATION FRAMEWORK.....	18
2.1 Background.....	18
2.2 Objectives and Scope	19
2.3 Methodology.....	19
2.4 Limitations	21
3. CONTEXT	23
3.1 Sri Lanka: General Description	23
3.2 Environmental Resources in GEF Focal Areas.....	25
3.3 The Environmental Legal and Policy Framework in Sri Lanka.....	38
3.4 The GEF: General Description	50
4. THE GEF PORTFOLIO IN SRI LANKA	52
4.1 Defining the GEF Portfolio.....	52
4.2 Projects in the GEF Portfolio	52
4.3 Evolution of GEF Support by Focal Area	57
5. RESULTS OF GEF SUPPORT TO SRI LANKA	59
5.1 Overview.....	59
5.2 Results by Theme.....	61
5.3 Institutional Sustainability and Capacity Building	65
5.4 Results by GEF Focal Area.....	67

6. RELEVANCE OF GEF SUPPORT TO SRI LANKA	71
6.1 Relevance to Country Environmental Priorities and Sustainable Development Needs and Challenges	71
6.2 Relevance to National Action Plans within GEF Focal Areas	73
6.3 Relevance to Achievement of Global Environmental Benefits	78
7. EFFICIENCY OF GEF SUPPORT TO SRI LANKA	79
7.1 Resources Required for Project Formulation	79
7.2 Cofinancing Generated by GEF Projects	80
7.3 Coordination and Synergies	81
7.4 Monitoring and Evaluation for Project Adaptive Management	82
7.5 Efficiency of Project Implementation	83
7.6 Stakeholder Roles and Responsibilities	84
7.7 The GEF Focal Point Mechanism	86
ANNEXES	
A: Country Response	87
B: Peer Review Panel Statement	92
C: Statement on Joint Evaluation Experience	96
D: Terms of Reference	98
E: Evaluation Matrix	107
F: Interviewees	112
G: Sites Visited	114
H: Workshop Participants	115
I: All GEF Projects from 1991–2012	120
BIBLIOGRAPHY	124
BOXES	
3.1 Gaps in Knowledge on the State of Sri Lankan Biodiversity	27
6.1 Ten Priority Capacity and Collaboration Actions for Effective Implementation of the CBD	72
7.1 Key Functions of the GEF Operational Focal Point	86
FIGURES	
3.1 Sri Lanka Human Development Index and Energy Use Compared to Other Countries	33
3.2 Projected Sri Lanka Energy Consumption Pattern under a Business-as-Usual Scenario	33
3.3 Time Line of Key Sri Lanka Policies, Actions, and Projects Addressing the Environment	49
4.1 Representation of Projects by Focal Area in the Sri Lanka Portfolio, 1991–2012	57
4.2 Status of GEF Projects in Sri Lanka, 1991–2012	57
4.3 Distribution of Funding across GEF Phases, 1991–2012	58
7.1 Distribution of Funding Sources for Projects in the GEF National Portfolio	81
7.2 Distribution of Sri Lanka Funding across GEF Phases by GEF Agency, 1991–2012	82

TABLES

1.1	GEF Support to the Sri Lanka National Project Portfolio, 1992–2012	2
2.1	Focus of Evaluation by Project Status	19
3.1	Sri Lanka: Vital Statistics	23
3.2	Sri Lanka's Significant Environmental Issues	26
3.3	Forest Cover of Sri Lanka, 2010	26
3.4	Species Diversity among Selected Groups of Sri Lanka's Fauna and Flora in Terrestrial Ecosystems and Freshwater Wetlands	28
3.5	Sri Lanka Summary of IUCN Red List Categories	28
3.6	Sources of GHG Emissions and Removals in Sri Lanka (gigagrams)	30
3.7	Aggregate GHG Emissions and Removals in Sri Lanka (gigagrams of carbon dioxide equivalent)	31
3.8	Sri Lanka's Energy Mix, 2011	31
3.9	Sri Lanka Energy Use, 2010 (thousand tons of oil equivalent)	32
3.10	Historical Use of POPs as Pesticides in Sri Lanka	35
3.11	Land Use Categories in Sri Lanka	37
3.12	Key Environmental Laws in Sri Lanka and Their Relation to the GEF Focal Areas	40
3.13	Key International Environmental Conventions to Which Sri Lanka Is a Party, and Implementing Focal Points	42
3.14	Key Sri Lankan Environmental Policies and Plans and Their Relation to GEF Focal Areas	44
3.15	Institutions Involved in Environmental Conservation and Management in Sri Lanka	46
4.1	GEF Support to the Sri Lanka National Project Portfolio, 1991–2012	52
4.2	GEF-Supported National Projects in Sri Lanka: 1991–2012	53
4.3	GEF-Supported Regional Projects in Sri Lanka, 1991–2012	54
4.4	GEF-Supported Global Projects in Sri Lanka, 1991–2012	55
4.5	Small Grants Programme in Sri Lanka 1994–2012	56
4.6	GEF Support to National Projects Based on Financing by Status and Focal Area, 1991–2012	58
5.1	Contribution of GEF-Supported Completed Projects in Sri Lanka to Meeting International Environmental Commitments and Global Environmental Benefits	60
7.1	Time Required from Pipeline to Project Start-up for Full-Size Projects across the GEF Phases	79
7.2	Average Time Required from Pipeline to Project Start-up for All Project Modalities	80
7.3	Trends in Funding for Project Preparation (\$)	80
7.4	GEF Support to National Projects by Focal Area and GEF Agency, 1991–2012 (million \$)	81
7.5	Delays in Implementation of Completed GEF National Projects	84
7.6	Stakeholders Involved in GEF Projects in Sri Lanka	85

Foreword

The Joint GEF–Sri Lanka Country Portfolio Evaluation is one of four country-level evaluations that examined Global Environment Facility (GEF) support in the Asia and Pacific region during the fifth replenishment period of the GEF. Sri Lanka was selected primarily on the basis of its diverse and mature portfolio which covers all the GEF focal areas, with a predominant share in biodiversity.

A particular feature of this country portfolio evaluation is its joint nature. For the first time ever, the GEF Independent Evaluation Office has shared management responsibilities of a country-level evaluation with a national government institution, independent from the official GEF national partner. Such joint management was implemented through a Joint Steering Committee composed of representatives from the GEF Independent Evaluation Office and the Sri Lankan Ministry of Finance and Planning, through its Department for Project Management and Monitoring. Shared responsibilities call for enhanced national ownership of evaluation results as well as for mutual accountability and follow-up to the evaluation recommendations at the country level, in line with the Paris Declaration principles on aid effectiveness.

On April 29, 2013, the GEF Independent Evaluation Office and the Ministry of Finance and Planning invited a large number of national stakeholders to a final consultation workshop in Colombo to discuss the findings of the evaluation. The workshop was opened by Naoko Ishii, the GEF Chief Executive Officer and chair, and

B.M.U.D. Basnayake, Secretary of the Ministry of Environment and Renewable Energy and the GEF operational focal point in Sri Lanka. During the workshop, the evaluation context and methodology were presented as well as preliminary findings and emerging recommendations.

The main findings and conclusions of this evaluation were included in the *Annual Country Portfolio Evaluation Report 2013*, a report that synthesizes the main conclusions and recommendations from the four country-level evaluations conducted by the Office in the Asia and South Pacific region: India, Sri Lanka, Vanuatu and the Secretariat of the Pacific Regional Environment Program (SPREP), and Timor-Leste. This report was submitted as an information document to the GEF Council in June 2013. The executive summary containing the main conclusions and recommendations of this evaluation was included in an information document submitted to the GEF Council at its 46th meeting in May 2014.

The Sri Lankan government response to the evaluation from the Ministry of Environment and Renewable Energy was transmitted to the GEF Independent Evaluation Office through the Ministry of Finance and Planning, and is included as annex A of this report. A quality assurance statement from the national panel of independent experts from the Sri Lanka Evaluation Association is included as annex B.

The Ministry of Finance and Planning officially communicated to the GEF Independent

Evaluation Office its full satisfaction with this joint experience. In this communication, included as annex C to this report, the ministry ensures that its Department for Project Management and Monitoring will closely work with the Ministry of Environment and Renewable Energy on the management responses at the national level, and affirms that the findings and lessons learned will be used in the planning and formulation of new projects. Moreover, the ministry indicated that the evaluation report will be uploaded in the department's

Evaluation Information System for wider dissemination in the country.

The evaluation was conducted and completed when Rob D. van den Berg was Director of the GEF Independent Evaluation Office. The Office remains fully responsible for the content of this report.



Juha I. Uitto
Director, GEF Independent Evaluation Office

Acknowledgments

This report is the result of a collective effort with several layers of collaboration. A Joint Steering Committee was set up to manage the evaluation, co-chaired by Robert D. van den Berg, and B.M.S. Batagoda, Deputy Secretary to the Treasury, Ministry of Finance and Planning. Carlo Carugi, Senior Evaluation Officer and Team Leader for country-level evaluations at the Global Environment Facility (GEF) Independent Evaluation Office, served as co-task manager for the effort, together with Dharshana Senanayake, Director of the Department for Project Management and Monitoring, Ministry of Finance and Planning.

The GEF Independent Evaluation Office was supported in the conduct of the evaluation by a team of national evaluators at the Centre for Poverty Analysis, led by Karin Fernando and consisting of Nilakshi De Silva, Jinie Dela, Asoka Abeygunewardene, Amila Balasuriya, and Kulasambanthan Romeshun. Stephanie Nsom served as research assistant. The evaluation was supported with quality assurance services provided by a panel of three independent national experts provided by the Sri Lanka Evaluation Association: Indira Aryaratne, Nilanthi Bandara, and Velajuthan Sivagnanasothi.

Abbreviations

ADB	Asian Development Bank	MSP	medium-size project
BCAP	Biodiversity Conservation Action Plan	NCSA	National Capacity Self-Assessment
CBD	Convention on Biological Diversity	NEAP	National Environmental Action Plan
CBO	community-based organization	NGO	nongovernmental organization
CCD	Coast Conservation Department	PCB	polychlorinated biphenyl
CEO	Chief Executive Officer	PMIS	Project Management Information System
CEPOM	committee on environment policy and management	POP	persistent organic pollutant
CPE	country portfolio evaluation	RAF	Resource Allocation Framework
DWLC	Department of Wildlife Conservation	ROtl	review of outcomes to impacts
FAO	Food and Agriculture Organization of the United Nations	SAM	special area management
FSP	full-size project	SGP	Small Grants Programme
GDP	gross domestic product	STAR	System for Transparent Allocation of Resources
GEF	Global Environment Facility	UN	United Nations
GHG	greenhouse gas	UNCCD	United Nations Convention to Combat Desertification
IFAD	International Fund for Agricultural Development	UNFCCC	United Nations Framework Convention on Climate Change
IFC	International Finance Corporation	UNDP	United Nations Development Programme
IUCN	International Union for Conservation of Nature	UNEP	United Nations Environment Programme
KDN	Kanneliya-Dediyagala-Nakiyadeniya	UNIDO	United Nations Industrial Development Organization
M&E	monitoring and evaluation	USAID	U.S. Agency for International Development

All dollar amounts are U.S. dollars unless otherwise indicated.

1. Main Conclusions and Recommendations

1.1 Background

The Evaluation Office of the Global Environment Facility (GEF) conducts country portfolio evaluations (CPEs) each year with the aim of providing the GEF Council and the national governments with an assessment of the results and performance of GEF-supported activities at the country level, and of how these activities fit into national strategies and priorities as well as within the global environmental mandate of the GEF. CPEs enable knowledge sharing about country-level results for the benefit of the GEF Council, the participating country, and the agencies and organizations that plan and implement GEF-funded activities. CPEs are consolidated in the Annual Country Portfolio Evaluation Report that the GEF Independent Evaluation Office presents to the GEF Council.

In line with the overall purpose of CPEs, the Joint GEF–Sri Lanka CPE had these objectives:

- Evaluate the effectiveness and results of completed and ongoing projects in each relevant focal area
- Evaluate the relevance and efficiency of GEF support in Sri Lanka from several points of view: national environmental frameworks and decision-making processes, the GEF mandate and the achievement of global environmental benefits, and GEF policies and procedures

- Provide feedback and knowledge sharing to (1) the GEF Council in its decision-making process to allocate resources and develop policies and strategies, (2) Sri Lanka on its participation in the GEF, and (3) the different agencies and organizations involved in the preparation and implementation of GEF support

A distinctive feature of the Joint GEF–Sri Lanka CPE was that it was jointly managed by the Sri Lankan Ministry of Finance and Planning and the GEF Independent Evaluation Office, through a Joint Steering Committee. Further independent national quality assurance support was provided by the Sri Lanka Evaluation Association through a Peer Review Panel. A team of national consultants supported the GEF Independent Evaluation Office in conducting the evaluation.

GEF support to Sri Lanka was initiated during the GEF pilot phase in 1992, with the preparation of the Development of Wildlife Conservation and Protected Areas Management project (GEF ID 352), implemented by the United Nations Development Programme (UNDP). As of December 2012, 14 national projects had been completed, 6 projects were being implemented, 2 projects were at the approval stage, and 1 was at the proposal stage. The national portfolio consists of these 23 national projects and 330 small grants. The total financial investment in the national projects is \$396 million, with GEF funding accounting for

15 percent (\$60 million) and cofinancing from various sources including donors and the government accounting for the remaining 85 percent (\$336 million) (table 1.1). The GEF has invested in an equal number of projects (nine each) in the biodiversity and climate change focal areas, but climate change–related projects have received 80 percent of the total budgetary allocations largely on account of renewable energy initiatives. The national portfolio consists of 14 full-size projects (FSPs), 3 medium-size projects (MSPs), and 6 enabling activities.

In addition, Sri Lanka was involved in implementing three regional GEF FSPs (two in biodiversity and one in international waters) and nine global projects, including an enabling activity on Development of National Biosafety Frameworks (GEF ID 875), two FSPs in biodiversity, an FSP and an MSP in climate change, and a land degradation FSP. The available documentation does not clearly provide details of the funding amounts for national-level activities from these regional and global initiatives.

The GEF has also provided funds directly to civil society organizations, including nongovernmental organizations (NGOs) and community-based organizations (CBOs), under the Small Grants Programme (SGP) since 1994. The SGP has provided 330 grants amounting to \$9.8 million, of which GEF funding accounted for 66 percent (\$6.5

million); the remaining 34 percent (\$3.3 million) was provided through cofinancing by the grantees. The majority of SGP projects in Sri Lanka are in the biodiversity (176) focal area, followed by multifocal (57), land degradation (43), and climate change (39) projects. In addition to funding projects in these focal areas, the Sri Lanka SGP funded one capacity-building project. Another 49 projects were administered by the GEF SGP office in the UNDP Country Office under special allocations from non-GEF resources: the Community Water Initiative, the climate change Adaptation Fund, and UNDP additional funding for tsunamis. The total financing of these projects amounted to \$1.07 million.

Eight GEF Agencies have been responsible for project development and implementation at the national level in Sri Lanka. The World Bank was dominant during the first two phases, while UNDP has assumed greater prominence in GEF-5 (2010–14). GEF-4 (2006–10) had the greatest number of GEF Agencies, including the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), the United Nations Industrial Development Organization (UNIDO), and the United Nations Environment Programme (UNEP). With the conclusion of the Sri Lankan civil war in 2009, the geographical coverage of GEF projects extended to the northern and eastern parts of the country.

TABLE 1.1 GEF Support to the Sri Lanka National Project Portfolio, 1992–2012

Focal area	No. of projects	Budgetary allocation (million \$)			GEF %	Cofinancing %
		GEF financing	Cofinancing	Total		
Biodiversity	9	24.7	38.20	62.9	39	61
Climate change	9	27.5	290.10	317.6	9	91
Multifocal	4	7.5	7.60	15.1	50	5
Persistent organic pollutants	1	0.5	0.02	0.5	95	50
Total	23	60.0	336.10	396.1	15	85

1.2 Objectives, Scope, and Methodology

The methodology used in the Joint GEF–Sri Lanka CPE included several qualitative and quantitative data collection methods and standardized analytical tools that were adapted to the Sri Lankan context. Several sources of information from different levels (project, focal area, country, and global) and from different stakeholders (government, civil society, GEF Agencies, communities, etc.) were the basis for the evaluation.

The main scope of the CPE was the 23 national projects implemented within the boundaries of Sri Lanka. The evaluation consisted of a desk review of all the national projects and interviews with partners involved in the implementation of GEF projects in Sri Lanka, including those implementing and receiving funds from the SGP. Although emphasis was given, as per the evaluation terms of reference, to national projects, efforts have been made to gather and incorporate findings from regional and global projects as well. Specific inputs to the evaluation were a country environmental legal framework review, a global environmental benefits assessment, a GEF Sri Lanka portfolio database analysis, and review of outcomes to impacts (ROtI) field studies. These documents are provided separately in volume 2 of this report. The ROtI analysis was carried out for three projects based on the criteria that they be a full- or medium-size project completed at least two years ago, covering the two main focal areas of biodiversity and climate change, and involving the two major Implementing Agencies (the World Bank and UNDP).

The evaluation was led by the GEF Independent Evaluation Office and carried out by a national team led by the Centre for Poverty Analysis. Based on the initial findings of the evaluation, an aide-mémoire was developed and distributed to stakeholders for comments. The aide-mémoire was presented at a national consultation workshop

where it was validated. Participants in this workshop included government representatives and other national stakeholders, including project staff, donors, and GEF Agencies.

1.3 Conclusions

EFFECTIVENESS AND RESULTS

CONCLUSION 1: GEF projects in biodiversity have effectively supported actions identified by the Sri Lanka Ministry of Environment and related departments.

Sri Lanka's rich and unique biodiversity forms the basis for the country's natural heritage, which is linked to its cultural legacy and economic advancement. High ecosystem diversity on the island has given rise to a large number of indigenous species, including a remarkably high percentage of endemics among both fauna and flora. Sri Lanka and the Western Ghats of India is 1 of 35 global biodiversity hotspots (CEPF 2014), recognized for high flowering plant endemism and 70 percent loss of its original habitat. This indicates the globally significant nature of the biodiversity and the urgency of protecting it. As per the International Union for Conservation of Nature (IUCN) 2013 Red List, 571 globally threatened species are found in Sri Lanka: the majority are plants (286); others are invertebrates (130), amphibians (56), fish (43), mammals (30), birds (15), and reptiles (11).

Responding to the need for conserving the biological wealth of Sri Lanka, GEF support from inception has focused on biodiversity. Biodiversity projects have been linked to the development of action plans, such as the Biodiversity Conservation Action Plan (BCAP) prepared under the Conservation and Sustainable Use of Medicinal Plants project (GEF ID 95) and an addendum to the action plan prepared under the Protected Areas and Wildlife Conservation Project (GEF ID 878), as well as to overall protected area/forest/coast management plans identified by line agencies. Examples

of GEF support to Sri Lanka in the biodiversity area include the two wildlife conservation and protected area management projects noted above, aimed at improving protected area management; the Conservation of Globally Threatened Species in the Rainforests of Southwest Sri Lanka (GEF ID 818), for participatory forest conservation with communities; and the Conservation of Biodiversity through Integrated Collaborative Management in Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems (GEF ID 802), for special area management (SAM) with community participation. GEF support has focused attention on emerging subjects such as the sustainable use of bio-resources (the medicinal plants project), genetic resources (Strengthening Capacity to Control the Introduction and Spread of Alien Invasive Species, GEF ID 2472), biosafety (the biosafety framework project), agrobiodiversity (Mainstreaming Agrobiodiversity Conservation and Use in Sri Lankan Agro-ecosystems for Livelihoods and Adaptation to Climate Change, GEF ID 4150), and wild crops (In-situ Conservation of Crop Wild Relatives through Enhanced Information Management and Field Application, GEF ID 1259). With the exception of the biosafety enabling activity, all of these projects provided hands-on experience with the topics mentioned and assisted Sri Lanka in developing national capacity.

CONCLUSION 2: In climate change, GEF-supported activities have created an enabling environment for renewable energy through removal of barriers and establishment of transparent tariff mechanisms, enabling market transformation and uptake beyond GEF support.

Sri Lanka is a negligible contributor to global warming. However, the island state is highly vulnerable to the impacts of climate change, which include increases in the frequency and intensity of disasters, variability and unpredictability of rainfall patterns, increase in temperature, and inundation due to rising sea levels. The degree of severity and actual impacts are being debated, but there is

overall agreement that climate change—if not acted upon—can undermine economic and social development potential. In Sri Lanka, biomass remains the most widely used cooking fuel, while thermal power generated through oil and coal is the largest source of electricity. The increase in fossil fuel-based energy is one of the largest climate change and development-related issues for Sri Lanka.

Climate change interventions supported by the GEF have largely responded to Sri Lanka's desire to expand electricity coverage to areas the grid could not reach. Two consecutive GEF projects—Energy Services Delivery (GEF ID 104) and Renewable Energy for Rural Economic Development (GEF ID 1545), which had considerable cofinancing over a long period of time—supported an enabling environment for renewable energy uptake through a multipronged approach that focused on issues such as long-term finance; policies and tariffs; and technology and capacity, especially for solar and small hydropower schemes. The commercial orientation of these projects and the community organizations created have enabled both the renewable energy policy development process and the development of further project initiatives to continue independently after GEF support ended. Further barriers to sell the grid for other renewable technologies such as biomass have emerged, and a new GEF initiative—Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies (GEF ID 4096)—aiming to address these barriers is now in the approval stage. Lobby groups continue to work with the authorities to improve the uptake of renewable energy sources.

CONCLUSION 3: The use and incorporation of lessons from previous projects has been at best ad hoc in the early GEF phases; recent projects (GEF-4 and later) refer to previous lessons in their design and include budget lines for disseminating lessons both locally and internationally.

Some project documents from earlier GEF phases refer to lessons from previous GEF and

other projects being used for proposed concepts, approaches, and management practices. However, looking at the use of lessons in successive project design in GEF-4 and GEF-5, the results are mixed. Some positive examples include energy projects—such as the Energy Services Delivery project, the Renewable Energy and Capacity Building project (GEF ID 425), and the rural renewable energy project—that had similar objectives and operational continuity building on past projects. In biodiversity, the participatory forest management model implemented by the Forest Department in the rainforest project was used to successfully redesign and implement the community participation component of the Protected Areas and Wildlife Conservation Project, but this was done more as a result of the transfer of knowledge via Forest Department staff operating in both projects rather than having been built into project design. The two coastal projects managed by the Coast Conservation Department (CCD)—the coastal ecosystems biodiversity project and the Participatory Coastal Zone Restoration and Sustainable Management in the Eastern Province of Post-Tsunami Sri Lanka (GEF ID 2753)—tested and took forward the SAM concept for coastal resource management, yet they have been less successful in taking forward the district coordinating committees that were set up at the local level with multiple sectoral departments to aid better coordination.

The National Capacity Self-Assessment (NCSA) enabling activity (GEF ID 2417) was designed to identify capacity needs and recommendations for the GEF focal areas of biodiversity, climate change, and land degradation; yet these recommendations were not systematically incorporated into institutional programs or project designs. In general, the transfer of lessons has been ad hoc. The main reasons for this are the lack of a central repository of information for the projects; and the lack of regular sharing of project information among executing agencies, Implementing Agencies, and the SGP projects.

Recent projects (from GEF-4 and later) such as the alien invasive species project, the biomass energy promotion project, and the agrobiodiversity and climate change project have specific activities/budgets allocated for dissemination of lessons. They also demonstrate that addressing cross-sectoral topics (i.e., combining agriculture, land use, climate change, and energy with biodiversity) and institutional links may lead to greater sharing of lessons in the future.

CONCLUSION 4: Results are mixed in relation to the effectiveness of GEF support to Sri Lanka in producing results that last over time and continue after project completion.

Only some components of the biodiversity projects have been taken forward through other projects and regular programs after the completion of GEF support. Examples include the use of participatory management approaches to manage protected areas, the continuation of training programs, boundary marking and setting up of electric fences, establishing medicinal plant nurseries outside of protected areas, and institutionalizing national Red List activities. Biodiversity projects, such as the rainforest project, facilitated a greater acceptance by government field officers of participatory management approaches to protected areas as opposed to the standard command and control practices previously applied. This acceptance led to an improvement in the relationships between the field officers/rangers/wardens and the community.

A number of projects (e.g., the Protected Areas and Wildlife Conservation Project) have contributed to building technical capacity through in-country and international training, and the development of training modules for national initiatives. This contribution has been seen as an important driver in improving the management capacity of organizations and—more importantly—of individuals. Regular training has been continued by the relevant organizations, and training programs continue to feature modules (on community

participation, ecotourism, etc.) developed through the GEF-supported projects. However, the continuous rotation of government staff, including those trained for specific duties such as ecotourism, to parks with no such facilities, alongside the fact that trained mobilizers were not retained by the department to work with the community, has led to discontinuity of some activities introduced with this project. In the case of the post-tsunami project, the lack of in-house technical capacity for ecosystem restoration activities within the CCD has caused a slow-down in the activities related to this particular component. However, the project is taking steps to improve this activity by providing training and relying on the Technical Coordinating Committee for advice.

The main outcome lasting beyond completion in climate change projects has been the focus on renewable energy as a viable energy source for electricity generation in Sri Lanka; this has been particularly true for the two renewable energy projects. According to the project management unit in the Development Finance Corporation of Ceylon (DFCC Bank), the Energy Services Delivery project and the subsequent rural renewable energy project installed solar home schemes in 131,528 households and off-grid micro-hydropower systems for 7,913 households, exceeding project targets.¹ The projects also supported initiatives to promote private investment in on-grid power, and financed 77 on-grid mini-hydro systems (generating 182 megawatts of power collectively) and 1 wind power system (10 megawatts of power) that are privately operated and now selling energy to the grid. The on-grid mini-hydro systems and wind plants are

accepted as financially viable by the private sector and continue to attract investments. However, a long-term financing scheme for renewable energy as operated under these two projects has not continued in any of the commercial banks.

The renewable energy projects have contributed to a reduction of carbon dioxide emissions. The DFCC Bank estimates that the rural renewable energy project alone has reduced 2.15 million tons of carbon dioxide emissions. Some of the mini-hydro scheme projects are also registered for carbon credits in the Clean Development Mechanism, indicating a contribution to reducing carbon dioxide emissions. In terms of reduction of emissions at the household level in off-grid energy projects (both solar and micro-hydro schemes), the contribution has been time bound. Once households connect to the national grid, there is a tendency to move away from renewable energy systems, largely due to the limited power supply and maintenance issues. However, users are shifting toward a more efficient energy supply through the new grid-connected electricity and not moving back to inefficient sources such as kerosene. Hence, this also has been a permanent change.

No mechanism was put in place at the end of the rural renewable energy project to continue the use of micro-hydro systems once households were connected to the grid. These systems were connected post project to the grid, as was done for the mini-hydro schemes. The Federation of Electricity Consumer Societies—an umbrella organization representing 200 electricity consumer societies established under the rural renewable energy project to manage village hydro systems—has been able to remove technical, social, financial, and administrative barriers for grid interconnection, thus enabling micro-hydro schemes to sell electricity to the Ceylon Electricity Board. So far, two schemes have been connected to the main grid. Despite the project's removing market barriers and improving transparency on power purchase agreements, the long-term funds required to finance

¹ Two hydropower schemes are mentioned throughout this report: mini-hydropower, which generates between 100 kilowatts and 10 megawatts of power; and micro-hydropower, which generates less than 100 kilowatts of power. The mini-hydro scheme was implemented on a commercial basis by the private sector; micro-hydro systems, also referred to as village hydro systems, were provided to rural homes.

off-grid systems have been lacking; further, emerging barriers face biomass energy projects.

GEF SGP grants have helped build capacity at the community level, and many organizations have been interested in continuing with activities initiated beyond SGP support, although finances were scarce. The knowledge accumulated by the civil society network with SGP support has been important in lobbying for issues related to the environment at the local level. Further, some NGOs and CBOs are being consulted by the Sri Lanka government in relation to environmental policies and programs such as the Climate Change Adaptation Policy and management of alien invasive species. However, these consultations do not take place on a regular or structured basis and reduce the possibilities of creating better vertical linkages from policy to practice that can aid in scaling up the results achieved at the local level.

CONCLUSION 5: GEF-supported projects have not followed a gradual progression from foundational activities to demonstration and then investment, leading to less progress toward impact after project closure.

The first GEF projects in Sri Lanka were FSPs and MSPs. Yet some of these—like the medicinal plants project and the two wildlife conservation and protected areas projects—included activities of a foundational nature, such as the preparation of biodiversity action plans, technical staff capacity building, institutional development, biodiversity baseline studies, and protected area gap analysis.

Later, enabling activities on climate change, land degradation, biosafety, and persistent organic pollutants (POPs) were used in the preparation of policies and action plans, yet follow-up projects and investment have not materialized. Some proposals developed in this regard—especially for regional projects—have been dropped from GEF support. Examples of such dropped projects include Production and Promotion of Neem-Derived Bio-pesticides as a Viable Eco-Friendly/

Biodegradable Alternative to POPs Pesticides in Asia and the Pacific Region (GEF ID 1390), Reducing Greenhouse Gas Emissions by Promoting Bio-energy Technologies for Heat Applications (GEF ID 1891), Energy and Environmental Efficiency Improvement of Urban Transport System in Selected Asian Countries (GEF ID 1997), Development and Application of Decision Support Tools to Conserve and Sustainably Use Genetic Diversity in Indigenous Livestock and Wild Relatives (GEF ID 2125), and the Sub-regional Action Plan (Asia) for PBDEs Management and Reduction (GEF ID 4879).

Several GEF projects have built on or addressed gaps in previous projects, resulting in funding being available over a longer period of time. Examples include the protected area management projects, the renewable energy projects, and the in-pipeline biomass energy promotion project.

Some GEF projects have linked to other projects funded through other sources and donors, which has increased continuity. An example is the integrated management of coastal resources practice area using the support of local people through SAM planning, initiated by the CCD at Rekawa and Hikkaduwa in 1991 via the Coastal Resources Management Project funded by the U.S. Agency for International Development (USAID). This approach was formalized in the document “Coastal 2000: Recommendations for a Resource Management Strategy for Sri Lanka’s Coastal Region” (Olsen et al. 1992). In 2000, the GEF-supported Coastal Biodiversity Project looked to implement the SAM program for the Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems with participation of local people, placing an emphasis on conservation of wetlands and marine turtles. This project was then linked to a 2002–05 cycle of the Coastal Resources Management Project funded by the Asian Development Bank (ADB) and the government of the Netherlands and expanding on the work done in SAM sites. Much emphasis has been given to seek external funds to support management of SAM sites rather than providing regular

government funding, which has negative implications for the sustainability of the work carried out in these sites.

In biodiversity projects, the continuation of activities that involve communities in conservation and help them maintain livelihoods/environment links have had mixed results. The Forest Department shows greater buy-in and applications of community approaches through other projects carried out with state funds and external support. Community mobilizers recruited under the two protected areas projects have been retained as education officers, and they continue to carry out activities with the communities with some earmarked public funds for awareness and training. The same model has been applied for AusAid-funded projects (under the Sri Lanka Australia Natural Resources Management Project). Some new initiatives have been undertaken by the Forest Department in other areas to enable community participation in forest conservation, including the Knuckles Conservation Project through the establishment of CBOs. These types of community activities have not spread from the pilot sites in the protected areas projects to other parks in efforts undertaken by the Department of Wildlife Conservation (DWLC). Even many of the pilot sites do not have outreach officers to continue to link with the communities in the same manner as during the project. Links are maintained by other park officials along with their other duties. Further, categories of project staff trained to carry out these activities (i.e., the community mobilizers) were not absorbed into permanent cadres; this has reduced staff ability to continue these types of participatory approaches elsewhere. In the coastal restoration projects, social mobilizers also have not been made part of the regular workforce, but were only hired to execute project-funded activities.

The continuation of activities introduced by the renewable energy projects over a long time period has enabled strengthening of CBOs. Today, they are able to lobby for policy change and to

obtain further support, as with the Federation of Electricity Consumer Societies lobbying for connection of micro-hydro schemes to the grid. Renewable energy projects also provided training to individuals on the topic of demand-side management of energy, which led to the formation of several energy service companies that continue to provide these services and work with the Sri Lanka Sustainable Energy Authority.

While the usual SGP grant implementation period is one year, there have been instances where consecutive grants were provided for some initiatives to move from developing a technology or sustainable intervention to demonstrating it in different areas and enhancing or adding value to it. One such example was the development of a cleaner and more efficient stove, and the use of subsequent grants to work on marketing the stove and then offering a whole kitchen unit to combat indoor pollution. Subsequent grant funding can be seen as acceptable in the case of grants having tried to revive rush and reed species and improve wetlands, or grants having worked on growing and marketing traditional rice varieties—in such cases, observable changes in the environment tend to occur over a long time period.

CONCLUSION 6: GEF support to Sri Lanka has had a demonstration effect in linking environmental conservation measures with compatible sustainable livelihood and development activities.

Livelihood options have been factored into projects at different levels. In the majority of biodiversity projects, there has been at least one component for livelihood patterns that contribute to reducing stress on wild species and ecosystems. This was achieved by creating new jobs in sewing, driving, tourism; establishing small or medium-size enterprises; and improving income from existing jobs. Examples include improving tea cultivation techniques under the rainforest project, setting up electric fences to prevent damage to crops under the Protected Areas and Wildlife Conservation

Project, establishing medicinal plant nurseries for extraction under the medicinal plants project, and creating alternative employment opportunities for egg collectors to protect marine turtles under the coastal ecosystems project. Because many of the livelihood options selected by communities are not directly connected to the use of natural resources in protected areas, there has been a positive impact on parks/reserves in terms of reduced encroachment and extraction. Promotion of ecotourism associated with natural resource-based livelihoods has increased, but has benefited a small segment of the buffer zone communities living close to park/reserve entrances. These communities can set up accommodation options for tourists more easily or can afford a larger investment in safari jeeps, and/or their members can be employed as tourist guides. A negative aspect of the livelihood activities introduced was the provision of individual loans, many of which were not reimbursed; this has resulted in some of the CBOs that disbursed these becoming inactive after some time. Some of the loans granted to individuals under the Protected Areas and Wildlife Conservation Project were particularly large.

Communities have also received benefits from group activities through the Protected Areas and Wildlife Conservation Project and the rainforest project. These activities include construction of roads or irrigation canals, and the setup of electric fences to control wild elephant attacks, among others. Overall, the livelihood component of biodiversity projects has helped build relationships with forest/park officials and can be seen as a driver in community participation in conservation activities such as reducing encroachment and illegal activities, involvement in maintenance of fences, clearing invasive species, and reporting of illegal activities (vigilance). The relationship with forest/park officials and vigilance continues today, although not uniformly in all projects. The staff of executing agencies and community groups felt that there is a need for introducing livelihood activities

periodically in order to spread benefits to more people, especially among the younger generations, and thus gain their support for conservation.

The SGP projects have particularly focused on joining livelihood options with sustainable management of natural resources; as a result, they have contributed to conserving natural resources at a local level. Some grants have resulted in marketable products (rush and reed products, vegetables, treacle); others have gained income through a change in practices (ecotourism, land use planning, home gardens). Some of the projects—notably, the rush and reed project and the traditional yams project—have been recognized locally and internationally as best practices. Interviewed SGP officers in UNDP stated that around 60 percent of the grants could be considered as successful and lasting beyond GEF funding, but recognized that scaling-up has not yet occurred.

The contribution to livelihoods in the renewable energy projects may not be as strong as in the biodiversity efforts, but nevertheless has helped fulfill a basic need for rural communities. The impact on livelihoods for family-owned enterprises was that they were able to extend their working hours and hence productivity. However, the impact on enhancing employment in the area is not significant. The capacity-building activities conducted by the GEF renewable energy projects led to the establishment of about 15 energy service companies which continue to operate today, and the model has been replicated in Africa and other South Asian countries.

RELEVANCE

CONCLUSION 7: Although limited in spread of activities and project ideas, GEF support has helped Sri Lanka meet its international commitments as well as a number of key national concerns.

As seen in the description of the country environmental legal framework analysis (see [section 3.3](#)

and Technical Document A in volume 2 of this report), Sri Lanka has adequate legal, policy, and institutional structures to address its environmental protection and conservation concerns. GEF support was aligned to such legal and sectoral plans as the National Environmental Action Plan (NEAP), the BCAP, the Coastal Zone Management Plan, and the SAM Plan. Furthermore, GEF-supported national projects have assisted Sri Lanka in meeting its obligations to the various international environmental conventions to which the country is party, and to amend national laws and/or develop new plans. Some examples of the above are shown in figure 3.3, and are summarized below:

- The preparation of the BCAP led to Sri Lanka's meeting the requirements of Article 6a of the United Nations (UN) Convention on Biological Diversity (CBD) as well as providing a comprehensive approach for biodiversity conservation in the country.
- The preparation of the First and Second Communications to the United Nations Framework Convention on Climate Change (UNFCCC) were undertaken under GEF enabling activities; these documents have been used to develop national strategies.
- The POPs enabling activity (GEF ID 1777) helped Sri Lanka prepare its National Implementation Plan and ratify the Stockholm Convention in 2005.
- The Protected Areas and Wildlife Conservation Project was responsible for the 2009 amendment of the Fauna and Flora Protection Ordinance, which made it mandatory to prepare management plans for all wildlife reserves in the country.
- The NCSA identified the need for a functional national access to genetic resources and benefit-sharing regime in Sri Lanka.
- One year after the startup of the biosafety enabling activity, Sri Lanka became a party to

the Cartagena Protocol on Biosafety; it developed a biosafety policy in 2011.

- The renewable energy projects helped Sri Lanka increase its use of renewable sources of energy and make renewables a part in the country's energy mix. These pilots, which included setting a tariff for selling energy to the grid, have contributed to promoting the policy that nonconventional renewable sources would account for 10 percent of energy generation by 2020.

GEF support has mainly focused on biodiversity and climate change. GEF support to biodiversity has tended to focus on protected area management, contributing to the protection of globally threatened species and critical habitat management. Support for climate change has focused on renewable energy promotion, contributing to a reduction in the use of fossil fuels and carbon dioxide emissions by generating electricity from renewable sources. GEF support has not extended to include other important sectors such as transport under climate change. Very few activities have specifically addressed land degradation; those that have were mainly multifocal area projects. Only one project was designed and implemented in the international waters focal area.

CONCLUSION 8: GEF support is aligned to Sri Lanka's environmental and sustainable development objectives in terms of laws, plans, and policies, but weaknesses in the implementation of such laws and policies reduce the full integration of environmental concerns into sectoral agendas.

Sri Lanka's vision for sustainable development, as stated in the Mahinda Chintana 10-year national development framework (DONP and MOFP 2010), envisions an economy with a green environment and rapid development. The vision is taken forward by the Haritha (Green) Lanka Programme, which is headed up by the president and promotes the coordination of sectoral and cross-sectoral environmental activities. However, in practice, integration

of environmental considerations into sectoral plans and the implementation of laws and policies that would allow for greater protection of natural resources in Sri Lanka have not followed on.

Participatory processes are used to put in place sustainable benchmarks and activities (such as the Haritha Lanka Programme, the BCAP, and the Climate Change Adaptation Strategy). However, while these processes rely on each sector/department/institution deciding on ways of incorporating environmental aspects into their work with the Ministry of Environment providing guidance and legislative coverage, there is no separate financing mechanism to support these activities. The expectation is that these activities are incorporated in the annual budgets of those state institutions.

The lack of technical skills on environmental subjects in government institutions and the lack of a good coordinating mechanism are highlighted in the NCSA as an area that needs to be addressed for better integration of environmental concerns into the various sectors. The final stakeholder consultation workshop held in April 2013 as a part of this evaluation identified the lack of understanding and technical competencies to tackle sustainability of environmental interventions such as the GEF-supported ones as barriers. Attention to and interest in developing synergies in content and resources were also seen as not adequate. The experience shared by the Ministry of Environment on efforts to develop collaborative planning as part of the Protected Areas and Wildlife Conservation Project was that this was not an easy task to accomplish, even among departments with similar interests. The overall tendency is to favor one's own agendas and plans.

Several laws and regulatory processes exist—e.g., to control industrial discharges, pollution, and air and water quality. Responsibilities for their enactment are shared among many institutions. However, as the capacity for monitoring pollution levels for adherence to permitted emission limits is weak, enforcement does not happen as it should. The way in which laws are interpreted and used

can also lead to inconsistency in their enactment. Some areas such as domestic and industrial solid waste are less regulated than others. The situation changes in different parts of the country, as environmental protection is managed by local authorities.

CONCLUSION 9: Ownership of projects and their performance is linked to who carried out the design, what sort of process was used, and how they are able to align them to their own sectoral priorities and availability of funds.

The level of country ownership in the development of GEF projects differs in each focal area according to national priorities at that point in time. For climate change, both the Ministry of Finance and Planning and the Ministry of Power and Energy were eager to develop renewable energy sources in the early 1990s as the national electricity grid reached only 40 percent of households. Therefore, the support extended by the government to assist in overcoming issues related to tariffs and power purchase agreements was strong. The Protected Areas and Wildlife Conservation Project was designed by external consultants, which caused suspicion about the real intentions of the project and resistance from within government institutions (including among DWLC staff) and the public (including a few NGOs). A legal case was filed against the implementation of certain project components, and project activities were consequently modified to incorporate the ideas of DWLC staff as well as of civil society. While it is acknowledged that the expertise to develop proposals did not exist at that time within the DWLC and that external support was needed, a more comprehensive consultative process during project design—along with consideration of previously done work—could have engendered ownership while reducing delays and avoiding legal action. The design of the rain-forest project used a more participatory process which generated ownership within the Forest Department. According to the completion report

of the coastal ecosystems project, expectations of who would participate in project activities as per the roles described in the project design stage did not materialize during implementation; this has reduced buy-in and ownership.

The quality of government ownership of GEF support is evidenced by its cofinancing contributions to approved projects, which are mainly in kind rather than in monetary terms. Overall, the Sri Lankan government's contribution is around 19 percent in terms of commitment at project approval. The staff time contribution of government officials to project activities does not materialize sufficiently, due to commitments to their regular work; this was the case in the coastal ecosystems project and the post-tsunami project.

CONCLUSION 10: Although the GEF Sri Lanka portfolio is strongly relevant to global environmental benefits in biodiversity, it is not so well aligned to other GEF focal areas, including land degradation and international waters.

Given Sri Lanka's high endemism and diversity of biological wealth, GEF projects are contributing positively to the protection of globally valuable species and habitats. Support in climate change mitigation through renewable energy projects has contributed to reducing emissions. However, the more pressing national need as far as climate change is concerned is adaptation. Sri Lanka is an island state prone to variability in rainfall and climate change impacts, including natural disasters. However, the country has focused on climate change adaptation only through a biodiversity project in GEF-4 that combines agriculture and climate change adaptation (the agrobiodiversity and climate change project). Other funding sources such as the climate change Adaptation Fund have been accessed—e.g., for a World Food Programme project approved in 2011 on Addressing Climate Change Impacts on Marginalized Agricultural Communities Living in the Mahaweli River Basin of Sri Lanka Project.

Sri Lanka is mainly an agricultural country. One of its pressing national problems with regard to POPs is the use of chemical fertilizers. Again, GEF support has not been used to address this national need. With regard to land degradation, the main problems for Sri Lanka revolve around soil erosion and soil fertility loss, the two major contributors to land degradation in the country. An expanding population and the need for land for human activities are serious factors that complicate land issues for a small island. Land management is identified in the Haritha Lanka action plan as an important area. Although a few projects were identified in both the Resource Allocation Framework (RAF) and the System for Transparent Allocation of Resources (STAR) programming exercises, no land degradation projects materialized. Links to land management under the biodiversity focal area are observed in some cases, as in the agrobiodiversity and climate change project. Further, Sri Lanka is involved in only one regional international waters project, the Bay of Bengal Large Marine Ecosystem (GEF ID 1252), demonstrating that Sri Lanka has not prioritized activities related to its oceans for GEF support.

EFFICIENCY

CONCLUSION 11: The time taken for project approval has increased over time.

The time taken for the approval process in Sri Lanka has increased over time, especially for FSPs to progress from Council approval to GEF Chief Executive Officer (CEO) approval. In comparison to FSPs in Brazil, which take 3.6 years from entry in the pipeline to project startup, Sri Lankan FSPs take an average of 4.0 years.

With the introduction of the RAF in 2006, projects under GEF-4 experienced long delays due to the new procedure by which project ideas and potential executing agencies were to be identified in consultation with stakeholders at the RAF development stage. It was expected that these projects

would then be submitted to the GEF operational focal point for endorsement, but this did not happen, and the GEF Agencies became involved in the process to help finalize project proposals. Delays were also experienced at the approval stages due to the procedures and paperwork required by the National Planning Department of the Ministry of Finance and Planning. Moreover, there were delays in GEF Secretariat approval, which were seen by national stakeholders to be linked to a shortage of funds due to the international financial crisis. As a result of these factors, GEF-4 projects were not registered in the GEF system until 2009. Delays have been reduced in GEF-5. Stakeholders, including those from the SGP, stated that delays and lack of proposals were due to proponents' unclear understanding of the GEF approval process and the complexities of the paperwork required by GEF Agencies in submitting proposals.

CONCLUSION 12: Extension of project implementation has happened mostly in biodiversity projects.

Eleven GEF-supported projects had been completed by 2012, with an average implementation period of five years. Climate change projects have been implemented on time, except for the first enabling activity, the First Communication to the UNFCCC (GEF ID 309), which took 10 years to complete. Most biodiversity projects have been extended beyond their completion date. In comparison to other GEF countries, the extension time experienced by GEF projects in Sri Lanka is low. The reasons for extension of GEF projects in Sri Lanka are numerous and include issues related to design, management, staffing, funding, and other external factors, as described below.

- The time needed to involve the community in conservation activities had been underestimated in the project design for the medicinal plants project and the Protected Areas and Wildlife Conservation Project, causing delays in the early implementation phase of these projects.

- Project design did not allow adequate time for changes to national laws. The Protected Areas and Wildlife Conservation Project estimated that changes to the Fauna and Flora Ordinance could be made within the first year of the project, but these ultimately took seven years. Also, in the medicinal plants project, the progress of enacting the Intellectual Property Rights Act was significantly delayed.
- Lack of technical staff within the DWLC and opposition to recruiting qualified external staff had an impact on the progress of the two wildlife conservation and protected area management projects. Staff recruitment was also hampered due to a moratorium on recruitment for permanent government positions in 2001. The centralized nature of decision making and, in particular, the limits on spending by field-level staff had a negative impact on activities designed to improve protected areas.
- Continuing changes in the parent ministry resulted in the medicinal plants project having to convince diverse teams of officials of its usefulness; this resulted in several starts and stops in the project, disrupting the continuity of its activities.
- The post-tsunami project currently under implementation faced a three-year delay primarily due to shifting the lead project agency to three different ministries. Changes in timelines and milestones translated into an inability to coordinate with a larger project that was expected to provide administrative support as well as a link for related activities.

CONCLUSION 13: Monitoring and evaluation in GEF projects in Sri Lanka is not fully operationalized.

Monitoring and evaluation (M&E) of GEF projects in Sri Lanka includes the usual tools and reports, starting from the initial project logical framework

matrix to quarterly progress and financial reports, annual reports, project implementation reviews, midterm reviews, terminal reports, implementation completion reports, and independent evaluations. In many cases, the various M&E reporting steps have not been followed, and information has not been recorded adequately. Many projects do not have project implementation reviews. In the case of some completed projects, the evaluation reports indicate that the poor quality of the logical framework matrix has had an impact on the quality of project monitoring. GEF Agencies, including the World Bank and UNDP, use different M&E systems, implying differences in how project outcomes are assessed. The GEF Project Management Information System (PMIS) does not have up-to-date information on project status; also, project monitoring documentation often is not uploaded.

The use of project steering committees has been mixed. The medicinal plants project and the rural renewable energy project report positive associations with the regular use of their respective steering committee. The coastal ecosystems project and the rainforest project report negative associations in terms of steering committee meeting frequency and quality of inputs.

Both the GEF operational focal point and the GEF Agencies are seen as not being sufficiently proactive in ensuring that M&E systems are followed, reporting is up to date, and actions are taken to rectify issues during implementation. The GEF operational focal point at present does not follow up on projects outside the Ministry of Environment's line agencies and does not actively pursue status reports.

SGP stakeholders have mentioned inadequacies in their M&E system setup. The use of national NGOs as service providers and/or individual experts to conduct monitoring activities is considered biased by many national stakeholders. In addition, the large number of projects vis-à-vis the limited number of SGP staff and scarce resources allocated for M&E restrict direct engagement of

UNDP/SGP staff in regular monitoring visits to all sites.

The 2011 completion report on the first phase of the rural renewable energy project is the only report that provides information on the level of environmental stress reduction—i.e., that provides an estimate of the reduction of emissions due to the use of renewable energy. Arrangements or institutions in place to monitor stress reduction or improvement in the environment and/or socio-economic conditions at the systemic level after project completion are weak.

CONCLUSION 14: GEF projects have applied adaptive management to steer project implementation.

Midterm reviews are the only exception to the overall weakness in M&E. All completed projects have used midterm evaluations/reviews as a means of taking stock and making adaptive management changes to the project where appropriate. For example, the Protected Areas and Wildlife Conservation Project excluded international NGOs in the conduct of biodiversity monitoring in response to protests by the public and national NGOs and agreed on alternative arrangements. The medicinal plants project institutionalized a participatory village model to promote sustainable use of medicinal plants. To reduce pressure on the forest, the rainforest project increased and/or continued training on the productivity of tea land. And the Energy Services Delivery project allowed microfinance institutions to act as project credit institutions, resulting in a reduction of interest costs for households seeking to borrow money for solar systems, and thus expanded use of these systems.

CONCLUSION 15: Different project implementation modalities have shown mixed levels of synergy and stakeholder coordination.

There have been few projects that involved multiple GEF Agencies, but the most recent ones, designed during GEF-4 and GEF-5, involve diverse

GEF Agencies, each of which brings a different set of expertise. It is too early to draw conclusions on the actual efficiency of the newly introduced multi-Agency execution modality.

Projects have also been varied in terms of the executing structures put in place. These structures have involved different numbers of national executing agencies and other types of national stakeholders and/or service providers. Different project implementation modalities have been adopted based on the specific design features and technical needs of the various projects. The Forest Department was the only responsible executing agency for the rainforest project, but it brought in specialized institutions for particular activities such as training communities in businesses. In the coastal ecosystems project, unclear roles among the implementers and differences in opinion concerning conservation strategies among the stakeholders involved have affected efficiency—and the eventual achievement of expected results. In contrast, the clear definition of roles for each stakeholder institution in the rural renewable energy project, along with regular coordination meetings that include communities, has been efficient and has contributed positively to project results.

CONCLUSION 16: Different budget cycles of the Sri Lankan government and the GEF project cycle result in a longer time taken for project approval.

The Sri Lankan government budget planning cycle occurs on an annual basis. If the national budget cycle is missed, national approval of a project proposal can be delayed by a year. In turn, delays in the submission of a proposal to the GEF Secretariat can also result in the approval process lasting beyond one year, depending on requests for modification or further information. Both the Sri Lankan government—through the National Planning Department in the Ministry of Finance and Planning—and the GEF require different sets of paperwork, which adds to delays.

To speed up the project proposal submission process, the GEF operational focal point introduced the practice of sending endorsed proposals to the National Planning Department and the GEF Secretariat at the same time. At the final stakeholder workshop, the following reasons were mentioned for delays in obtaining approval from the National Planning Department for proposals submitted: (1) lack of linkages with larger national goals and consequent inability of proving relevance to national development, and (2) a corresponding difficulty in obtaining government cofinancing for environmental projects.

1.4 Recommendations

TO THE GEF COUNCIL

RECOMMENDATION 1: In compliance with the fourth minimum requirement of the GEF M&E Policy, GEF Agencies should ensure that M&E reports are made available to the GEF operational focal point and relevant national stakeholders.

The available evidence has shown gaps in the way M&E is performed. Project M&E systems are in place, but aside from midterm reviews, the information they produce is not used for learning. Progress reports are either not available in the PMIS or are not distributed to all concerned stakeholders. Terminal evaluations have not been completed for all closed projects. Environmental stress monitoring and improvement in environmental status occurred only in one project. As a consequence, limited M&E information is readily available to stakeholders to refer to for project design and proposal preparation, as well as for the creation of synergies among stakeholders—both at the initial stages and during project implementation—to build on activities already carried out and, more importantly, to share lessons for scaling-up.

GEF Agencies should ensure that regular monitoring occurs using the tools that are in place and, more importantly, that basic M&E information is

regularly transmitted to the GEF operational focal point and other concerned national stakeholders, in full compliance with the fourth minimum requirement of the GEF M&E Policy.

Gaps in M&E have been acknowledged by the GEF operational focal point. During the final stakeholder workshop, the operational focal point announced that the Ministry of Environment is planning to set up a monitoring unit and a project management information system for the entire portfolio of its environmental projects, including those funded by international institutions such as the GEF. The project M&E information transmitted by GEF Agencies would be uploaded in the ministry's newly established management information system and, through it, made available to the relevant national stakeholders.

TO THE GOVERNMENT OF SRI LANKA

RECOMMENDATION 2: The GEF operational focal point should steer the national portfolio formulation for GEF-6 in a way that all the crucial environmental challenges Sri Lanka faces are addressed, including land degradation and international waters.

From its inception, the focus of GEF support to Sri Lanka has been on biodiversity and climate change. GEF projects in these two focal areas have been shown to be in line with national priorities as well as with the strategic objectives of the various operational programs of these two focal areas—especially regarding protected area management in biodiversity and renewable energy in climate change. However, there is room for the country and its institutions to expand on other types of projects in these focal areas. One example is transport in climate change. The portfolio shows that few projects have addressed land degradation and international waters, while it is recognized that land management and marine area conservation

are crucial measures in facing some of the country's key environmental challenges.

Sri Lanka went through two comprehensive national portfolio formulation exercises—the first for programming GEF-4 resources under the RAF, and the second for GEF-5 under the STAR—through the voluntary National Portfolio Formulation Exercise support modality. In GEF-4, project ideas in land degradation and international waters were shortlisted by the stakeholders at the portfolio programming stage; these did not later materialize into concrete project proposals. Some land degradation projects were proposed in GEF-5, but none in international waters. Both land degradation and marine ecosystem health are priority areas for Sri Lanka in the Haritha Lanka action plan. The GEF operational focal point, with support from the GEF Agencies, should liaise with the national institutions responsible for these subjects and develop proposals for future GEF funding to be included in the next portfolio formulation exercise for GEF-6 (2014–18).

RECOMMENDATION 3: The Ministry of Environment should play a stronger role in systematically coordinating the GEF portfolio for greater impact and sharing of lessons, including across sectors.

Lesson sharing has been weak and sporadic. GEF projects have a tendency to work in isolation or link or share lessons only within the Ministry of Environment or its departments. At times, lessons are taken forward through ad hoc circumstances, as in the case of renewable energy where more recent projects were follow-up phases of earlier initiatives. In other cases, lessons were conveyed through staff transfers from one department to another. No structured links exist to build on the results achieved by the SGP and bridge to policy-level work as well as to larger projects for scaling-up.

The Ministry of Environment is entrusted with the coordination of activities in the environmental

sector, and the GEF operational focal point is expected to play a more proactive and systematic coordination role in ensuring that the GEF portfolio is mainstreamed horizontally across sectors. GEF projects should be made aware of the activities being carried out by each other so that synergies and links are established across project activities. The first step for doing this will be through the next national programming exercise for GEF-6, whose preparations should start in early 2014—or in any event, before the end of GEF-5, to prevent delays. The GEF operational focal point can also seek support from the GEF Agencies in promoting concrete linkages between GEF projects and other projects for which they are responsible.

RECOMMENDATION 4: The GEF operational focal point should ensure that project proposals have a clear link to national priorities prior to submission through the national as well as the GEF approval process.

GEF support has contributed considerably to advancements of the environmental agenda in Sri

Lanka. GEF effectiveness can be further advanced if the links to national priorities are more clearly envisioned and used to leverage funds, build partnerships, and mobilize stakeholders, as was done in the renewable energy projects. The National Planning Department has delayed cofinancing approval for project proposals as their alignment to national priorities was not clear. The GEF operational focal point should ensure that national project proposals submitted for endorsement are aligned with national priorities and explain how the benefits of the environmental component link to the national sustainable development agenda and related national plans (such as the Haritha Lanka Programme, the Mahinda Chintana, and the BCAP). At the final stakeholder workshop, several participants suggested that a committee be established with relevant stakeholders, including from the National Planning Department, where project ideas can be discussed from their onset, and links and sectoral buy-in identified and negotiated upfront. The GEF operational focal point should lead this process.

2. Evaluation Framework

2.1 Background

CPEs are one of the main evaluation streams of work of the GEF Independent Evaluation Office. By capturing aggregate portfolio results and the performance of GEF support at the country level, they provide useful information for both the GEF Council and the countries. CPEs' relevance and utility have grown in GEF-5 with the increased emphasis on country ownership and country-driven portfolio development. [Annex D](#) provides the full terms of reference on which this evaluation's methodology and process were based.

The evaluation aims to answer the following questions; these are derived from the standardized CPE questions as well as from several additional questions raised during the scoping mission by Sri Lankan stakeholders.

Effectiveness, Results, and Sustainability

- Is GEF support to Sri Lanka effective in producing results (outcomes and impacts) by focal area at the project and aggregate levels?
- What is the likelihood that objectives will be achieved for those projects that are still under implementation in Sri Lanka?
- Is GEF support to Sri Lanka effective in producing results related to the dissemination of lessons learned in GEF projects and with partners?
- Is GEF support to Sri Lanka effective in producing results that last over time and continue after project completion?
- Is GEF support to Sri Lanka effective in moving from foundational activities and production of information and databases to demonstration and investment activities with concrete, tangible results?
- Is GEF support to Sri Lanka effective in linking environmental conservation measures with compatible sustainable livelihood and development activities?
- Is GEF support to Sri Lanka effective in replicating/up-scaling the successful results it has demonstrated in its projects?

Relevance

- Is GEF support relevant to Sri Lanka's national environmental priorities and sustainable development needs and challenges?
- Are the GEF and its Agencies supporting the environmental and sustainable development prioritization, country ownership, and decision-making processes of Sri Lanka?
- Is GEF support to Sri Lanka relevant to the objectives linked to the different global environmental benefits in the biodiversity, greenhouse gases (GHGs), international waters, land degradation, and chemicals focal areas?

- Is Sri Lanka supporting the GEF mandate and focal area programs and strategies with its own resources and/or with support from other donors?
- Is the relevance of GEF support to Sri Lanka's national priorities coinciding or clashing with relevance to the GEF international mandate of achieving global environmental benefits?

Efficiency

- How much time, effort, and financial resources does it take to formulate and implement projects by type of GEF support modality in Sri Lanka?
- What role does M&E play in increasing project adaptive management and overall efficiency in Sri Lanka?
- What are the roles, types of engagement, and coordination among different stakeholders in project implementation in Sri Lanka?
- What are the synergies for GEF project programming and implementation among GEF Agencies, national institutions, GEF projects, and other donor-supported projects and activities in Sri Lanka?
- How do the national budget procedures in Sri Lanka affect GEF project proposal preparation and funding?

2.2 Objectives and Scope

The joint GEF–Sri Lanka CPE covers all types of GEF-supported activities in Sri Lanka at different

stages of the project cycle (pipeline, ongoing, and completed) and implemented by all GEF Agencies in all focal areas, including applicable GEF corporate activities such as the SGP and a selection of regional and global programs that are of special importance to the country. The main focus of the evaluation has been the national projects implemented in Sri Lanka—which include FSPs, MSPs, and enabling activities—and has concentrated on aggregated results. Wherever possible, the assessment has included regional and global projects. The stage of the project determined the focus of the analysis (table 2.1).

2.3 Methodology

Chapter 5, 6, and 7 address the three main areas of the evaluation—the results, relevance, and efficiency of GEF support, respectively. Each chapter addresses the key evaluation questions that guided the CPE. These questions are contained in the terms of reference ([annex D](#)) and the evaluation matrix ([annex E](#)), which contains a list of indicators, potential sources of information, and methodology components to be used to answer the key evaluation questions. The indicators were derived from project documents and other GEF documentation, including the STAR, and any appropriate national sustainable development and environmental indicators.

The Joint GEF–Sri Lanka CPE was conducted from December 2012 to September 2013 by staff of the GEF Evaluation Office and a team of national experts provided by a national institution, the

TABLE 2.1 Focus of Evaluation by Project Status

Status	Relevance	Efficiency	Effectiveness ^a	Results ^a
Completed	Full	Full	Full	Full
Ongoing	Full	Partially	Likelihood	Likelihood
Pipeline	Expected	Processes	n.a.	n.a.

NOTE: n.a. = not applicable.

a. On an exploratory basis.

Centre for Poverty Analysis; this constituted the evaluation team. The team's expertise included environmental management and sustainable development in Sri Lanka, evaluation methodologies, and the GEF. The evaluation methodology included multiple components using a combination of quantitative and qualitative data collection techniques and tools. The evaluation used the following information sources:

- **At the project level**, project documents, project implementation reports, terminal evaluations, terminal evaluation reviews, reports from monitoring visits, and any other technical documents produced by projects
- **At the country level**, national sustainable development agendas, environmental priorities and strategies, GEF-wide focal area strategies and action plans, and global and national environmental indicators
- **At the GEF Agency level**, country assistance strategies and frameworks, evaluations, and reviews
- **Evaluative evidence at the country level** from other evaluations implemented either by the Office, by the independent evaluation offices of GEF Agencies, or by other national or international evaluation departments
- **Interviews** with GEF stakeholders, including the GEF operational focal point and all other relevant government departments; bilateral and multilateral donors; civil society organizations and academia (including both local and international NGOs with a presence in the country); GEF Agencies, including the World Bank and UNDP; SGP; and the national UN convention focal points
- **Interviews** with GEF beneficiaries and supported institutions, municipal governments and associations, and local communities and authorities

- **Field visits** to selected project sites
- **Information from a national consultation workshop** held April 29, 2013, to enable comments on and discussion of findings

Annex F provides a list of the interviews conducted, and **annex G** lists the sites visited.

The quantitative analysis used indicators to assess the relevance and efficiency of GEF support using projects as the unit of analysis (i.e., linkages with national priorities, time and cost of preparing and implementing projects, etc.) and to measure GEF results (i.e., progress toward achieving global environmental impacts) and the performance of projects (such as implementation and completion ratings). Available statistics and scientific sources, especially for national environmental indicators, were also used.

The evaluation team used standard tools and protocols for CPEs and adapted these to the specific context in Sri Lanka. These tools included a project review protocol to conduct the desk and field reviews of GEF projects and interview guides to conduct interviews with different stakeholders.

The evaluation analysis and triangulation of collected information and evidence from various sources, tools, and methods were undertaken by comparing the response to key evaluation questions on relevance, efficiency, and effectiveness. Project sites were selected based on the requirements for ROTI field studies. Three projects were selected for ROTI analysis based on whether they had been completed sufficiently long ago to analyze their progress from outcome to impact and on their coverage of two important focal areas for Sri Lanka: biodiversity and climate change. The evaluation team decided on specific sites to visit based on the initial documentation review and to balance needs of representation as well as cost-effectiveness.

Quality assurance was performed at key stages of the process by a Peer Review Panel composed of three independent experts from the Sri Lanka

Evaluation Association. The expertise provided covered the relevant scientific and technical aspects of the peer review function related to the GEF focal areas as well as to evaluation.

The specific inputs generated with the information were as follows:

- The **GEF Sri Lanka portfolio database**, which compiled basic information (GEF Agency, focal area, implementation status), project cycle information, GEF funding and cofinancing information, major objectives and expected (or actual) results, key project partners, etc.
- The **country environmental legal framework**, which provided an overview of the context in which GEF projects have been developed and implemented in Sri Lanka; and contains information on national environmental legislation and policies, action plans, and international conventions that were analyzed with regard to specific GEF support
- The **global environmental benefits assessment**, which looked at Sri Lanka's contribution to the GEF mandate and its focal areas based on appropriate indicators as identified from the GEF website and others used in project documents
- **ROtIs**, which provided extensive descriptions of three national projects to provide an indication of impact; these projects were selected based on their having been completed for at least two years, representing results in key focal areas and different GEF Agencies, and their potential for change

The country environmental legal framework, the global environmental benefits assessment, and the three ROtI studies are presented in volume 2 of this report.

These inputs were used to carry out a triangulation exercise that formed the basis of the evaluative analysis to which the entire evaluation team,

including the GEF team leader, contributed. Analysis and data gaps were highlighted in this exercise, and the results summarized in an aide-mémoire, which captured the key preliminary findings of the evaluation. The aide-mémoire was distributed to stakeholders and presented at the final consultation workshop, where it was validated. Some information gaps were also filled at this meeting, and some areas for potential recommendations were discussed. Workshop participants included government representatives and other national stakeholders, including project staff, donors, and GEF Agencies (see [annex H](#) for a list of workshop participants).

Given the late start to the evaluation, it was not possible to finalize the final report for the GEF Council's June meeting; instead, the aide-mémoire was fine-tuned into a key findings document. The evaluation team then prepared the final draft report, which was circulated to all stakeholders; this was finalized into the present report, taking their comments into account.

2.4 Limitations

In conducting the evaluation, the following limitations were taken into account and addressed wherever possible:

- Only three projects had evaluation reports; thus, the ability to understand project impacts using documents was constrained. In addition, shortcomings in completing M&E documentation and the adoption of their own reporting formats by GEF Agencies also made understanding outcomes difficult. The team adopted a number of measures in this regard. In addition to the field visits for the three ROtI studies, these measures included triangulation through interviews with relevant stakeholders and analyzing the reporting required on biodiversity and climate change.
- In this context of insufficient information, as well as GEF support being linked to other

projects in some cases, establishing direct attribution was not always possible. Thus, the assessment was largely on outcomes and/or the contribution of GEF support to observed overall environmental achievements.

- When reporting impacts, the assessment is based on performance beyond the life of the project and is time bound to the achievements at the point the evaluation was conducted. Hence,

it cannot be concluded that this is final or lasting impact. This is also the basis on which the ROtIs were conducted.

- The short time available to conduct the evaluation resulted in more reliance on secondary data and an inability to cover all projects through interviews. The evaluation team took advantage of various stakeholder meetings to verify and increase project coverage.

3. Context

3.1 Sri Lanka: General Description

The Democratic Socialist Republic of Sri Lanka, a small island state in the Indian Ocean was, by virtue of its geo-positioning, a port of call on the ancient trade routes between China and the Middle East. The existence of natural commodities such as spices and gems resulted in Sri Lanka becoming a valuable trade hub. These trade links, coupled with the country's close proximity to the Indian subcontinent, have shaped its people, culture, and relationships. Sri Lanka is a multi-religious, multi-ethnic country (table 3.1); this diversity is echoed in the ecological features and natural resources to be found on the island.

A 30-year armed conflict that divided the country geographically, ethnically, and politically was brought to an end in May 2009. The end of war saw a new revival and vitality of the Sri Lankan economy, with greater opportunities for businesses such as tourism that had remained constrained and stunted over three and a half decades. Even through times of war, terrorist attacks, and unrest, the consistent policy of an open economy, with the private sector at the helm, resulted in an average 5 percent growth rate per year. The goal is to raise this to 8.5 percent growth per year (CB 2011). To achieve this objective, the government envisions a strategy of infrastructure development to combat the regional disparities of growth and development and attract investment for business ventures. In *Sri Lanka: The Emerging Wonder of Asia*, the

TABLE 3.1 Sri Lanka: Vital Statistics

Latitude and longitude	37° 00' N, 127° 30' E
Size	65,610 km ²
Maximum length and width	435 km/240 km
Elevation zones	Coast, lowlands, highlands
Main climatic zones	Wet, dry, intermediate
No. of agro-climatic zones	46
Average annual mean surface temperature	28–32° C
Annual rainfall (range dry–wet)	1,750–5,000 mm
Provinces	9
Population	20 million
Race/ethnicities	Sinhalese, Tamil, Muslim, Burgher, Veddha, other
Religions	Buddhism, Hinduism, Islam, Christianity, other

SOURCE: MOE 2011.

government spells out its development policy framework for the 2010–16 period, highlighting the president's mission of transforming the island state into a strategically important economic world center (DONP and MOFP 2010).

Sri Lanka is now classified as a lower-middle-income country with a per capita income of \$2,836 as of 2011 (CB 2011). The economy's expansion has enabled progressive reduction of unemployment as well as of poverty. However, economic wealth has not spread equitably, either in terms of the population or geographically. Much of the growth

and wealth is accumulated in the Western Province, which generates 45 percent of the country's gross domestic product (GDP). The Northern Province, after years of armed conflict and conditions of restricted access, has the lowest percentage of national GDP (3.4 percent); the Uva Province, where poverty has persisted and economic opportunities are restricted largely to primary agriculture products, makes a similarly low contribution to GDP (4.5 percent) (CB 2011). Sri Lanka's main economic drivers as of 2011 are the service and industrial sectors; the highest foreign exchange earners are tourism, remittances, and tea. There has been a gradual shift from an agriculture and plantation industry-based economy to a more diversified one.

In terms of population, the poverty head count index has been reduced from 15.2 percent in 2006/07 to 8.9 percent in 2009/10; but income inequality as measured by the Gini coefficient is 0.49, indicating a very high income inequality between the poor and the rich.¹ In fact, in the 2002–09 period, the lowest and highest income deciles showed a negative growth rate, underscoring the income inequality issue. The poor tend to rely on agriculture and fisheries-related income, which is not a growing sector in terms of its contribution to GDP.

Despite its income status, Sri Lanka is used as a model in demonstrating how social and welfare policies can, when used over a long period of time, bring about remarkable achievements in health and education. Its high level of social development is reflected in the Millennium Development Goal targets the country is on track to achieving. This is largely a result of past investments—particularly in the provision of free education and health services—that, despite the cost to the state, have provided equitable access and opportunities for social mobility and moving out of poverty. Sri

Lanka has made great strides in reducing infant and maternal mortality and in combating communicable diseases. However, these national-level indicators mask regional disparities and challenges in the delivery and quality of services. At present, state investments in these sectors are well below globally accepted levels: 1.4 percent, as opposed to the global standard of 4.5 percent, of GDP for education and 1.9 percent as opposed to 5 percent of GDP for health.² This raises issues regarding the government's ability to provide and maintain quality health and education services across the country.

As a result of improved social conditions, Sri Lanka's population is living longer. Sri Lanka also has a low population growth rate, resulting in a population comprised of more people over age 60 and less children under age 15. The number of people over age 60 is predicted to double by 2031 and to account for a quarter of the population by 2041. This demographic is on par with developed countries, but has not been addressed through stable economic growth and support structures to care for the elderly. From an economic perspective, this shift in demographics will lead to greater dependency on income earners, with the current child dependency being overtaken by old age dependency and reaching over 50 percent of the population by 2051 (De Silva 2007). The aging of the population could also result in a labor shortage affecting the country's economic growth potential. From a social perspective, it puts pressure on the ability to care for the elderly both in homes and through health services. The health care system has to adjust to cater to the elderly, while also having to deal with a changing disease profile, with noncommunicable diseases emerging as the biggest health care challenge.

The reconstruction and resettlement of the North and the East is one of the government's

¹ Source: Department of Census and Statistics, <http://www.statistics.gov.lk>, accessed July 14, 2011.

² Source: CB (2011) and World Bank online data.

central focuses over the next few years. Revitalizing Sri Lanka's economy to attract investments and increase businesses (such as tourism) is another. Both goals will be mobilized by large-scale infrastructure development and upgrading, resulting in land use changes and resettlement of affected people. These activities are occurring in different ways across the country, causing disputes over resources and their use, and disparities in how the entitlements for affected people are being provided.

Sri Lanka is a democratic socialist republic. It has an elected president with executive powers and a parliament. The number of ministries and portfolios are reshuffled quite frequently, with the most recent change in January 2013. The cabinet now has 10 senior ministers, 54 cabinet ministers, 29 deputy ministers, and 2 project ministers. The central government has an administrative structure that reaches to the village level (district to divisional secretariats to *grama niladhari* at the village level). There are nine provincial councils, and a range of local authorities (municipal and urban councils and *pradeshiya sabhas*) with elected bodies and some devolved powers and responsibilities—such as for health and education, social infrastructure for the provincial councils, maintenance of public utilities for local authorities, etc. The central government retains control of major portfolios such as defense, finance, economic development, and security. In the last couple of years, two powerful ministries—the Ministry of Economic Development and the Ministry of Defense and Urban Development—have been created to spearhead development activities. In addition, a new act (Divi Neguma) was passed in January 2013, amalgamating national and regional poverty alleviation programs and centralizing the administration of these development activities. The bill raised concern among legal professionals regarding its constitutionality, governance, and transparency.

Capital expenditures of the government largely come from donor loans and grants. Recent

years have seen a shift in the funding partners for government projects and programs. Traditionally, Japan, ADB, and the World Bank provided the largest share of loans and grants to Sri Lanka. Since 2009, China and India have begun providing increasing amounts of loans and grants to the government. These new donors are supporting infrastructure projects, and their commitment to community and environmental safeguards is not clear.

While development speeds ahead in Sri Lanka, there is concern that this will come at a cost to the environment. Currently, Sri Lanka has a depleting and degraded resource base, and it cannot keep pace with the demands of growing populations and consumption-based lifestyles. Table 3.2 summarizes the country's significant environmental issues. Climate change is an emerging threat with various ecological, economic, and social consequences.

3.2 Environmental Resources in GEF Focal Areas

BIODIVERSITY

Sri Lanka's rich and unique biodiversity forms the basis for the country's natural heritage, which is linked to its cultural legacy and economic advancement. Despite its relatively small size, the island exhibits an exceptional array of terrestrial, freshwater, and marine ecosystems, with high diversity and endemism; this can be attributed to the presence of a wide range of topographic and climatic variations. Another contributing factor is the country's isolation from the neighboring Indian subcontinent since the late Pleistocene, leading to a reduced influence of the subcontinent on the evolutionary history of Sri Lanka's biodiversity after that geological period (MTEWA 1995).

Sri Lanka and the Western Ghats of India are collectively recognized as 1 of the world's 35 biodiversity hotspots, notable for high endemism

TABLE 3.2 Sri Lanka's Significant Environmental Issues

Land resources	Water resources	Air
• Soil erosion and soil fertility • Biodiversity loss • Pollution from agrochemicals and solid waste • Land degradation • Fragmentation of forests • Urbanization • Sand mining • Coastal erosion	• Depletion and pollution of fresh-water sources • Depletion and degradation of coastal and marine resources • Pollution of coastal and marine areas	• Pollution due to industrialization • Emissions from transport and power generation • Indoor air pollution due to open hearth cooking

SOURCE: MOENR and UNEP 2009; NCSD and PS 2009.

and a 70 percent loss of original habitat (CEPF 2014). This indicates the globally significant nature of the country's biodiversity as well as the urgency of protecting it. Sri Lanka is recognized as 1 of 234 centers of plant diversity in the world (Davis, Heywood, and Hamilton 1995) and as 1 of 218 endemic bird areas, as defined by BirdLife International (Stattersfield et al. 1998). Various documents indicate that the marine waters around Sri Lanka contain high species richness; priority should thus be placed on conserving marine biodiversity (Ausubel, Christ, and Waggoner 2010; Cheung et al. 2005; Roberts et al. 2002).

Sri Lanka has globally recognized biologically rich areas, including two UNESCO World Heritage sites (Sinharaja and Central Highlands), four UNESCO Man and Biosphere Reserves (Hurulu, Sinharaja, Kanneliya-Dediyagala-Nakiyadeniya [KDN] Forest Complex, and Bundala), and six Ramsar sites (Bundala, Madu Ganga, Anawilundawa, Vankalei, Kumana wetland cluster, and Wilpattu wetland cluster).

The country's biological wealth is a result of a combination of factors including distinct climatic zones and different soil conditions. Topographically, the island consists of a south-central mountainous region, which rises to an elevation of 2,500 meters, surrounded by broad lowland plains at an elevation of 0–75 meters above sea level. The climate is tropical overall, but it shows variations

across the island mainly due to differences in rainfall and elevation. Three broad climatic regions are recognized: the wet zone, dry zone, and intermediate zone. While the dry zone is all lowland, the other two zones are further subdivided on the basis of altitude. Sri Lanka has a rich diversity of soils. Fourteen of the great soil groups are recognized within the country. These variations have resulted in several forest categories, each with its own characteristics (table 3.3).

Over 28 percent of the total land area of Sri Lanka is under forest cover and administered by either the Forest Department or the DWLC (Biodiversity Secretariat 2011). Deforestation has been

TABLE 3.3 Forest Cover of Sri Lanka, 2010

Type of forest	Hectares
Closed canopy forest	1,453,944
Montane forest	44,758
Sub-montane forest	28,513
Lowland rain forest	123,302
Moist monsoon forest	117,885
Dry monsoon forests	1,121,392
Riverine dry forests	2,425
Mangroves	15,669
Open canopy sparse forest	445,485
Total natural forest cover	1,899,429
Forest plantations	79,941

SOURCE: Edirisinghe and Chandani 2011.

the most serious threat to terrestrial biodiversity in Sri Lanka. In the period from 1884 to 1992, the rate of deforestation was estimated at 37,000 hectares per year. This rate has slowed in the recent past to 7,000 hectares per year (FD 2012; SD 2007).

As seen in table 3.3, much of the closed canopy forest cover is in the dry zone (dry monsoon and riverine forests). Dry zone forests are an important habitat for threatened and charismatic species such as the elephant and leopard; however, greater species diversity is found in the wet zone (lowland rainforests, moist monsoon forests). The wet zone is heavily populated, and forest land here has been converted for agriculture, homesteads, infrastructure, etc. This conversion has resulted in fragmented forest areas that put pressure on the integrity of these ecosystems (FD 2012). The national budget and plans for 2013 state that forest cover will be increased to 35 percent, with an allocation of Rs 500 million in 2013 and Rs 1.500 billion over a three-year period (MOFP 2013).

Sri Lanka's wetlands are diverse, comprising 103 major rivers and associated marshes and about 12,000 manufactured irrigation tanks that harbor a multitude of wetland species. The country features rich marine and coastal biodiversity along its 1,620-kilometer coastline and exclusive economic zone with a seabed and water column spanning an area of 517,000 kilometers (CCD 2006).

The high ecosystem diversity has given rise to a large number of indigenous species, including a remarkably high percentage of endemics among both fauna and flora (box 3.1). Among the inland indigenous vertebrate species (excluding marine forms and migratory birds) described currently, 43 percent are endemic to Sri Lanka. A higher percentage of endemism is evident among the freshwater crabs (almost 100 percent), amphibians (86 percent), and land snails (81 percent) (table 3.4). Much of these endemic species are concentrated in the rainforests and are heavily dependent on rainfall and humidity to maintain their structure and function. Many endemic rainforest species

BOX 3.1 Gaps in Knowledge on the State of Sri Lankan Biodiversity

Presently, only a small fraction of Sri Lanka's biodiversity is known to science. Invertebrates and lower plants are largely neglected, except for a few selected groups such as butterflies, dragonflies, land snails, pteridophytes, and algae. Even the vertebrates and higher plants may not be completely listed as, during the last two decades alone, a large number of new species has been discovered. Trained taxonomists and more initiatives to explore the biodiversity of the country are needed.

SOURCE: MOE 2012.

are "point endemics" restricted to extremely small areas within a single forest (MOE 2010c, 2012).

The various geo-evolutionary and geological processes in Sri Lanka, coupled with spatial variations in climate and topography, have also promoted isolation of species, resulting in a large number of "geographically relict" species. Several endemic relict genera are recorded among the land snails and herpetetic fauna. The high-elevation cloud forests contain a significant complement of geographically relict endemic species. The high elevation features, coupled with anthropogenic pressures, have led to a higher proportion of endemic species becoming globally and nationally threatened (Bambaradeniya 2006).

As per the IUCN Red List (table 3.5), of 571 globally threatened species recorded in Sri Lanka, 286 are plants. Of the 285 threatened fauna, there are 130 other invertebrates, 56 amphibians, 43 fishes, 30 mammals, 15 birds, and 11 reptiles (IUCN 2013). Thus, 50 percent of the amphibians are threatened. Given the high endemism among amphibians, this highlights a particularly sensitive status.

With 46 agro-climatic regions in Sri Lanka based on soil variation, annual rainfall, and altitude, the country supports a wide range of

TABLE 3.4 Species Diversity among Selected Groups of Sri Lanka's Fauna and Flora in Terrestrial Ecosystems and Freshwater Wetlands

Taxonomic group	Number of species	Number of endemic species	% endemism
Land snails	253	205	81
Dragonflies	118	47	40
Bees	130	—	
Butterflies	245	26	17
Spiders	501	257	51
Freshwater crabs	51	50	98
Freshwater fish	91	50	55
Amphibians	111	95	86
Reptiles	209	125	60
Birds (resident)	237	27 definitive and 6 proposed	
Mammals	124	21	17
Angiosperms	3,154	894	28
Pteridophytes	336	48	14
Mosses	566	63+	

SOURCE: IUCN Red List version 2013.1, updated July 2, 2013.

NOTE: — = not available.

traditional crop varieties. Its long history of agriculture and a unique hydraulic civilization have enhanced the country's agrobiodiversity (crops and

TABLE 3.5 Sri Lanka Summary of IUCN Red List Categories

Category	Fauna	Flora
Extinct	20	1
Extinct in wild	0	0
Subtotal	20	1
Critically endangered	61	79
Endangered	96	74
Vulnerable	128	133
Subtotal	285	286
Near threatened	169	3
Lower risk/conservation dependent	129	4
Data deficient	10	5
Least concern	1,146	382
Total	1,759	681

SOURCE: IUCN Red List version 2013.1, table 5; updated July 2, 2013.

livestock). Despite a process of selection through the ages, and introduction to new areas and climatic conditions, some rice varieties still show close genetic links to their wild relatives (MOE 2011). Sri Lanka is also a valuable repository of crop germplasm, especially of rice. There are varieties of rice that are resistant to pests and adverse climatic and soil conditions, exhibit variations in grain size and quality, and show differences in their rate of maturation (MOENR 2009). With the threats of climate change looming, more effort has been put into identifying drought- and flood-resistant rice varieties. The uptake remains limited, due to a preference for conventional high-yielding varieties and methods; a lack of knowledge, financial resources, and external support also contribute to the low uptake (Athulathmudali, Balasuriya, and Fernando 2011). Significant crop genetic diversity exists among commercially important spices. Among these are 500 selections of pepper and about 7 wild species, 10 wild races of cardamom, and several indigenous varieties of betel and chili.

Grain legumes and root and tuber crops also show rich genetic variability, as do fruit crops including banana, mango, and citrus. Wild species of buffalo, cattle, and fowl are among the domesticated animals of economic value. The local cattle have a high resistance to disease and a high tolerance of internal parasites. Local poultry breeds are similarly resistant to tropical diseases (MOFE 1999).

CLIMATE CHANGE

Sri Lanka is a negligible contributor to global warming. However, the island is highly vulnerable to the impacts of climate change, which include increases in the frequency and intensity of disasters such as droughts, floods, and landslides; variability and unpredictability of rainfall patterns; increase in temperature; and inundation due to sea level rise (MOE 2010a).

The degree of severity and actual impacts are under debate, but there is overall agreement that climate change, if not acted upon, can undermine economic and social development potential. It is likely to affect livelihoods such as tourism, agriculture, and fisheries, and especially those in the informal sector—small-scale businesses/farmers/fishers, laborers, and wage workers—who are less able to cope with external shocks. It will also affect communities living in close proximity to the ocean, posing the greatest risk to families in makeshift houses and in environmentally sensitive areas (e.g., buffer zones, flood plains). Climate change also affects health, especially that of young children and older people who are less able to adapt or respond quickly to change (MOE 2010a, 2011).

In 2011, a vulnerability mapping exercise carried out by the Ministry of Environment as part of the Climate Change Adaptation Strategy formulation process indicated the scale and spatial distribution of potential climate change vulnerabilities in the country. The analysis of climate data for Sri Lanka clearly indicates changes in rainfall and temperature patterns throughout the country

(MOE 2011). Some other key sectors and areas that are seen to be vulnerable follow:

- Vulnerability of human settlements to the expected increase in floods appears to be concentrated in the western region of the country, although smaller pockets of high vulnerability are seen elsewhere as well. High-intensity rainfall will affect harvesting and soil erosion in tea lands and reduce the days suitable for rubber tapping. Increases in rainfall variability will affect crops and food security and increase the vulnerability of farming communities, especially those reliant on rain-fed agriculture.
- The incidence of landslides caused by heavy and continuous rain is on the rise, especially in the central hill region, along with resultant loss/damage to housing, livelihoods, and lives.
- Prolonged droughts will worsen the drinking water availability and increase evapo-transpiration from the soil and plants in the dry zone and coastal areas.
- Sea level rise in the long term will have impacts on land; coastal infrastructure including housing, roads, and tourism establishments; and agriculture. Saltwater intrusion will reduce the availability of freshwater for both drinking and irrigation especially in the northwest and the southern coastal belt. This will lead to substantial loss/damage of assets, disruption of economic opportunities, and threats to the physical and social well-being of coastal communities. In this regard, note that the coastal zone accounts for about 43 percent of the nation's GDP.
- Increases in temperature will have significant implications on coastal habitats, such as coral reefs, seagrass beds, and mangroves, which in turn will affect the distribution and composition of marine and coastal species and fish stocks.
- Climate change impacts are expected to be significant in the areas of vector-borne diseases

(essentially those that are mosquito borne), rodent-borne diseases (e.g., leptospirosis, the second major communicable disease in the country), food- and waterborne diseases, nutritional status, and other environment-related disorders.

Sri Lanka's GHG emissions are low, with per capita GHG emissions being 0.6 tons/year, compared to a global standard of 4.29 tons/year. These emissions are the lowest in South Asia, according to World Bank data, and are mainly the result of lower levels of industrialization (table 3.6). The largest source of GHGs is carbon dioxide as a result of the use of biomass, mainly as the source of household cooking fuel as well as for industrial thermal energy. Fossil fuel combustion for energy mainly from transport (49 percent) and power generation (29 percent) are the other large contributors

to carbon dioxide emissions in Sri Lanka. The largest methane emissions are from agriculture (mainly rice cultivation) and waste (agriculture and municipal). Agriculture is also the largest source of nitrous oxide.

Table 3.7 presents aggregate emissions, calculated using global warming potential values applicable in a 100-year time horizon as used in the Intergovernmental Panel on Climate Change calculations. In this format, all emission values are converted to carbon dioxide equivalents. The table shows that the inclusion of land use change and forestry has contributed to the removal of around 30 percent of total emissions (MOE 2011). Biomass has not been included in this calculation.

In post-conflict Sri Lanka, with its increased economic growth, greater mobility, and greater reliance on coal and thermal energy, it can be assumed that emissions have increased, but a more

TABLE 3.6 Sources of GHG Emissions and Removals in Sri Lanka (gigagrams)

Sector	Carbon dioxide	Methane	Nitrous oxide
Fuel combustion (fossil fuels) ^a	10,430.01	41.87	0.81
Energy industry	3,065.84	0.12	0.02
Industry	842.03	2.29	0.21
Transport	5,059.19	0.48	0.05
Household and commercial	1,195.70	38.97	0.53
Refinery	268.25	0.01	0.00
Biomass ^b	19,720.30		
Industrial processes ^c	492.4		
Cement	347.95		
Agriculture ^d		185.14	2.65
Enteric fermentation		59.68	
Rice cultivation		117.43	
Land use change and forestry	10.3	1.67	
Waste		96.82	

SOURCE: Derived from MOE 2011; values generated in 2000.

a. Refers to emissions due to the use of fossil fuels for producing energy (electrical and thermal).

b. Biomass has been listed separately and combines emissions from industrial and household use.

c. Industrial processes include cement, mineral, chemical, metal, and other. The figures here represent emissions due to industrial/manufacturing processes and do not include electricity, which is covered under fuel combustion. Only cement is highlighted separately as the main source of emissions in this category.

d. Agriculture includes livestock and processes such as burning residues. Only the main sources of GHG emissions are mentioned in this category.

TABLE 3.7 Aggregate GHG Emissions and Removals in Sri Lanka (gigagrams of carbon dioxide equivalent)

Sector	Carbon dioxide	Carbon dioxide removals	Methane	Nitrous oxide	Total (net)
Energy	10,430.0		881.4	251.1	11,562.5
Industrial processes	492.4				
Agriculture			3,887.9	821.5	4,709.4
Land use change and forestry	10.3		35.1		45.4
Waste			2,033.2		2,033.2
Total emissions	10,932.8		6,837.6	1,072.6	18,849.9
Total removals		−6,254.0			−6,254.0
Total net	10,932.8	−6,254.0	6,837.6	1,072.6	12,588.9

SOURCE: MOE 2011. Values generated in 2000.

recent emissions inventory has not been carried out. The electricity demand in Sri Lanka is growing at a rate of about 7–8 percent per year, and 300,000 new vehicles are added each year. Industries and the commercial sectors are also expanding, again indicating that a greater level of emissions can be expected (MOE 2011).

Sri Lanka's energy mix shows a dependency on thermal energy—biomass and fossil fuel; hydro-power makes up the next largest energy source (table 3.8). Biomass remains the most widely used cooking fuel, while thermal power generated through oil and coal is the largest source of electricity. This mix is a change from the 1990s when large hydro, which is considered a conventional renewable energy, accounted for over 90 percent of the electricity supply. The large hydro potential has been fully tapped, and the plan is to increase coal-fired power plants to 1,000 megawatts. In 2011, Sri Lanka commissioned its first coal power plant (300 megawatts).

Nonconventional renewable energy (such as mini-hydro, solar, and wind) use is increasing, but at present levels it makes up a very small portion of the energy balance. Sri Lanka has put in place tariff structures and power purchasing policies that allow private households and businesses to sell renewable energy to the grid. Private mini-hydro schemes are well established, with over 180

TABLE 3.8 Sri Lanka's Energy Mix, 2011

Energy source	Percentage
Primary energy sources	
Biomass	43.7
Petroleum	43.4
Coal	2.9
Hydro	8.5
Renewables	1.6
Electricity sources	
Thermal (oil and coal)	59.1
Hydro (large scale)	34.5
Renewables (grid and off-grid)	6.2

SOURCE: SLSEA 2011.

megawatts of installed capacity connected to the grid. Some of the mini-hydro projects are also registered for carbon credits under the Clean Development Mechanism. Since 2010, the private sector has been involved in wind power generation—and, more recently, with biomass (dendro) power projects. According to the Sri Lanka Sustainable Energy Authority website, there are 11 private wind generation units with 111.5 megawatts of power and 6 biomass projects with 23.5 megawatts.³ Wind

³ <http://www.energy.gov.lk/>, accessed June 19, 2011.

and biomass are identified as the two main sources that can increase the nonconventional power supply. In 2011, the first grid-connected commercial solar plant (1.2 megawatts) was commissioned.

Overall, Sri Lanka has provided 100 percent fuel accessibility to all communities and will shortly reach 100 percent electrification, thereby fulfilling the goal of providing access to modern energy services to all citizens. Interestingly, the largest users of energy are households, with transport and industries following behind with a wide gap (table 3.9). This indicates that a bulk of the energy generated is not being used for productivity and growth.

As a lower-middle-income country with high social development indicators, Sri Lanka has a per capita energy consumption of 0.4 tons of oil equivalent, which is far below the lower-middle-income country average of 1.02. This low level indicates a more positive picture in terms of low carbon development while leaving room for energy consumption levels to increase (figure 3.1). Figure 3.2 shows the possible increase in energy consumption if a business-as-usual development trajectory is followed.

While recognizing the need to increase the use of energy, policy targets have been set, including generating 10 percent of power from nonconventional renewable energy by 2015 and looking to

reduce the business-as-usual-energy demand by 2020 by 20 percent. Clean energy targets beyond 2020 have not yet been set.

INTERNATIONAL WATERS

Sri Lanka—along with Bangladesh, India, Indonesia, Malaysia, Maldives, Myanmar, and Thailand—borders the Bay of Bengal Large Marine Ecosystem, which covers an area of about 3,660,130 square kilometers and contains 3.63 percent of the world's coral reefs and 0.12 percent of its sea mounts. The ecosystem is influenced by the second largest hydrologic region in the world, the Ganges-Brahmaputra-Meghna Basin, which spreads over five countries. The Bay of Bengal Large Marine Ecosystem and its natural resources are of considerable social and economic importance to the bordering countries. Activities such as fishing, marine farming, tourism, and shipping contribute to food security, employment, and national economies. Marine living resources are extremely important to the coastal poor, particularly as a source of food.

The maritime boundaries of Sri Lanka are established under the Maritime Zones Law, No. 22 of 1976, which follows the framework provided by the United Nations Convention on the Law of the Sea, to which Sri Lanka became a signatory in December 1982 and ratified in 1994. Under

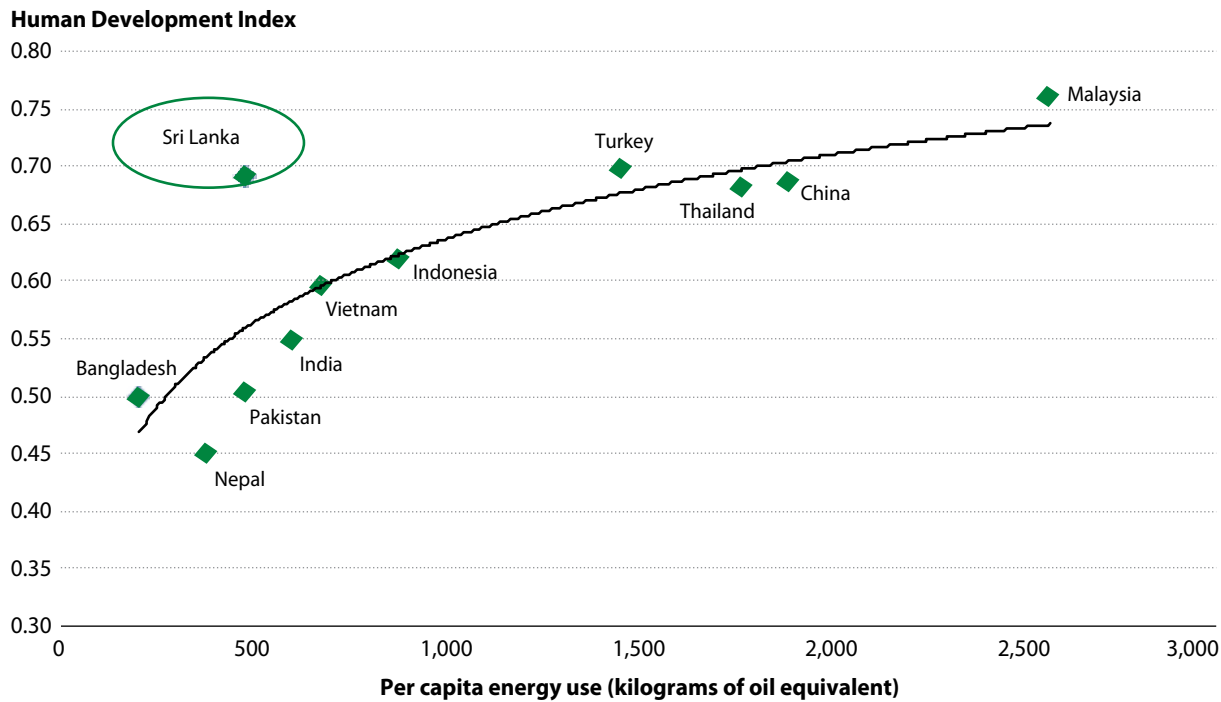
TABLE 3.9 Sri Lanka Energy Use, 2010 (thousand tons of oil equivalent)

Sector	Fuelwood bagase	Diesel	Gasoline	Oil-fired power	LPG	Kerosene	Furnace oil	Avtur	Coal	Hydro- power	Total
Household, commercial, other	3,435	12	—	243	169	152	23	—	—	278	4,313
Transport	—	1,518	672	—	—	—	—	117	—	—	2,336
Industrial	1,619	62	—	126	26	21	134	—	67	144	2,200
Agricultural	—	3	—	—	—	—	7	—	—	—	10
Total energy use	5,054	1,596	672	370	196	173	164	117	67	422	8,860

SOURCE: Sri Lanka Sustainable Energy Authority data.

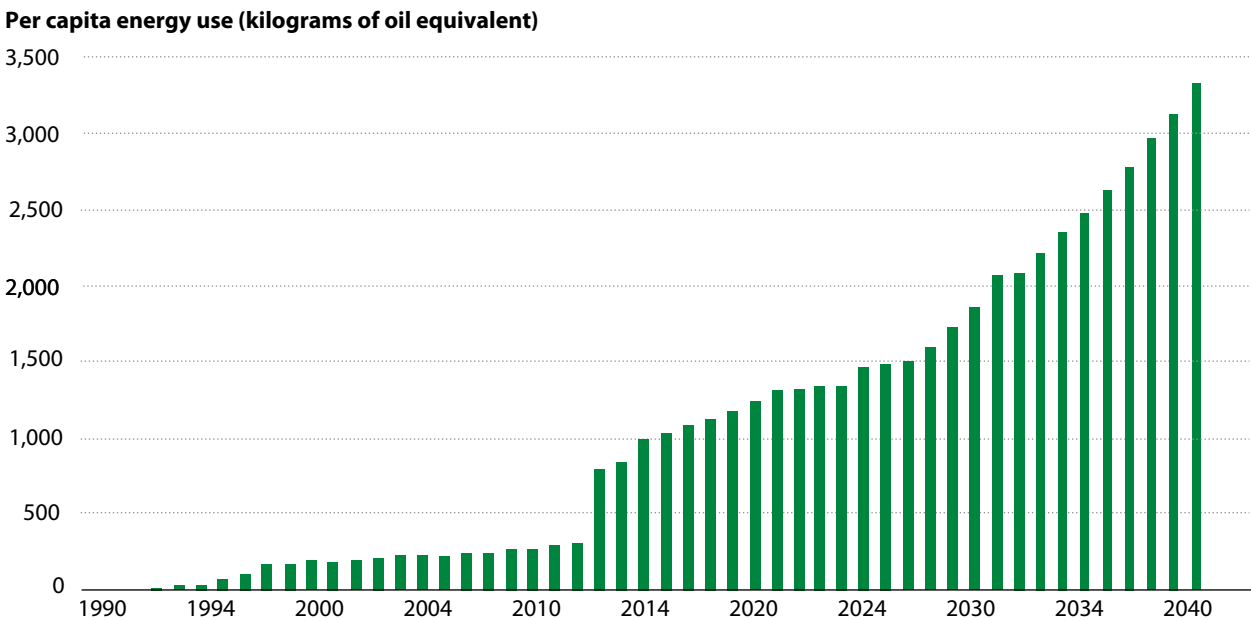
NOTE: LPG = liquified petroleum gas.

FIGURE 3.1 Sri Lanka Human Development Index and Energy Use Compared to Other Countries



SOURCE: World Bank data.

FIGURE 3.2 Projected Sri Lanka Energy Consumption Pattern under a Business-as-Usual Scenario



SOURCE: World Bank data.

the Maritime Zones Law, different maritime zones have been declared gazetted by presidential proclamation in January 1977. The sovereignty of the republic extends to the territorial sea and to the airspace over the territorial sea. The country's exclusive economic zone extends to a distance of 200 nautical miles from the baseline. The area enclosed by the exclusive economic zone is reported as 517,000 square kilometers—7.8 times Sri Lanka's total land area. Within this zone, the country has sovereign rights to explore, exploit, conserve, and manage natural resources—both living and nonliving—and exclusive rights to authorize, regulate, and control scientific research (Joseph 2003; UNESCAP 1993). Sri Lanka and India agreed in June 1974 to the delimitation of a boundary through the historic waters of Palk Bay. This agreement came into force in July 1974. Another agreement between the two countries in 1976 determines the maritime boundary in the areas of the Gulf of Mannar, the Palk Straight, and the Bay of Bengal (DOD 2005).

Under the provisions of the United Nations Convention on the Law of the Sea, Sri Lanka is entitled to lodge a claim for an extended area of seabed where the thickness of the sediment layer is over 1 kilometer. Once this claim is accepted, the country could gain an additional seabed area 23 times the island's land area. In addition to the living resources, the exclusive economic zone and the extended area that will come under Sri Lanka's jurisdiction contain valuable nonliving resources—such as hydrocarbon sources and a variety of economically important minerals, including manganese nodules (MFAR 2007).

Sri Lanka's coastline is approximately 1,620 kilometers long, which includes the shoreline of bays and inlets, but excludes the lagoons (CCD 2006). The main economic activities associated with marine waters are fisheries, maritime transport, and tourism. Sri Lanka is exploiting the coastal fishery resources close to its maximum sustainable yield, and the deep sea resources—which

were largely untapped or were being illegally exploited by foreign vessels—have become a huge political issue (CB 2008). Several recent incidents of illegal fishing by foreign boats in Sri Lankan waters have been reported by the media. In the postwar era, the Ministry of Fisheries and Aquatic Resources aims to expand and promote off-shore fishing. Dolphin and whale watching have become new attractions for the tourism sector.

Sri Lanka's strategic location in the Indian Ocean close to the East-West shipping route and the increased shipping activity projected within the next decade have led to enhancing the capacity of Sri Lankan commercial ports at Colombo, Hambantota, and Trincomalee. According to the Mahinda Chintana 10-year development policy framework, rapid development in tourism and marine-related industries is expected. Consequently, Sri Lanka faces a greater risk of marine pollution due to oil/chemical spills or to dumping of ship-generated waste. It needs to enhance and strengthen awareness, preparedness, and capacity to counter possible threats facing the marine environment.

PERSISTENT ORGANIC POLLUTANTS

POPs can be categorized into three groups: pesticides, industrial chemicals, and unintentional by-products. The pesticides are aldrin, chlordane, dieldrin, endrin, heptachlor, hexachlorobenzene (HCB), mirex, and toxaphene—none of which are used any longer in Sri Lanka. The industrial chemicals of polychlorinated biphenyls (PCBs) are widely used in Sri Lanka. The two unintentional by-products are dioxins and furans, which occur from incomplete combustion in various anthropogenic activities (MOE 2005).

Given the importance of agriculture as a main livelihood, the major use of POPs in Sri Lanka is in agricultural pesticides. POPs pesticides are not manufactured in Sri Lanka but are imported as

ready-to-use products or technical materials for local formulation.

Sri Lanka has been fortunate that the detrimental effects of POPs were noted early on, and substantial measures were put in place decades before the Stockholm Convention came into force. With the implementation of the Control of Pesticides Act No. 33 of 1980, all POPs pesticides were banned. Prohibition of the use of POPs pesticides was initiated in the early 1970s and was completed in 1996 with the ban of chlordane, the last POPs pesticide used in Sri Lanka (table 3.10). Prior to its being banned, the last remaining use of chlordane was for termite control in building construction sites (CEJ 2006; MOE 2005).

Problems related to POPs pesticides include the possibility of illegal imports through false declarations, lack of resources for systematic screening of imports as well as for identification and analysis, and inadequate data on environmental impact baselines and health issues. A major concern now associated with POPs pesticides is the possibility of exposure through contaminated sites resulting from historical uses. There is very little information available on safe environmental levels, which seriously affects the ability to make

reasonable predictions as to potential human and environmental adverse effects arising from POPs pesticide use in Sri Lanka. Some data are available concerning the concentration of a limited number of pesticides in surface waters and river waters; isolated incidences of pesticide-related deaths of fish populations, snakes, etc., have been reported in surface waters following heavy application of mostly organophosphate and carbamate types of pesticides in agricultural fields without possible long-term environmental damages (CEJ 2006; MOE 2005).

As reported in the National Implementation Plan,

PCB was used extensively as a dielectric in transformers until international production ceased in 1986. Of the estimated 18,500 transformers in the electricity and industrial sector, a very few pure PCB transformers have been identified. Initially it was assumed that only transformers manufactured before 1986 had high probability of containing PCB. However, sampling across different era of manufacture using field test kits and laboratory analysis indicates that there is a very high degree of cross

TABLE 3.10 Historical Use of POPs as Pesticides in Sri Lanka

Chemical	Year of administrative declaration of prohibition/restriction of imports	Last imports	
		Amount (kg/year)	Year
Toxaphene	1970 ^a	—	—
Endrin	1970	—	—
DDT	1976	316,522	1976
Aldrin	1986	7,040	1986
Heptachlor	1986 ^b	—	—
Dieldrin	1992	1,100	1991
Chlordane	1996	4,600	1994
Hexachlorobenzene	Never been used	n.a.	n.a.
Mirex	Never been used	n.a.	n.a.

SOURCE: Jayakody 2005, Office of the Pesticide Registrar, as used in CEJ 2006.

NOTE: — = not available; n.a. = not applicable.

a. Year maximum expected in use.

b. Year of restriction for termite control.

contamination of even non-PCB transformers during routine maintenance even among relatively new transformers (MOE 2005).

The danger with PCBs is that PCB oils can cause contamination of ground- and surface waters, soil, and air. Contamination can take place during maintenance and through recyclers, scrapping yards, or repair yards. Recyclers use a considerable quantity of used transformer oil in their daily operations. They use sawdust to absorb the oil when draining transformers. The sawdust soaked with transformer oil is then handed over to local authorities for disposal—meaning that the sawdust, which might contain PCBs, could be dumped or burned. Three experiments have been conducted to burn PCB oil in a cement kiln; this could be an alternative in managing PCBs (CEJ 2006; MOE 2005).

Some of the issues related to the control and elimination of PCBs as identified in the National Implementation Plan are as follows:

- Long life span of PCB-containing equipment (30–35 years)
- High cost of replacement of PCB-containing equipment
- Lack of legislation to prevent import of PCB-containing equipment (no legislation dedicated to prevent imports and use)
- Lack of facilities for testing for PCBs
- Recycling transformers without testing for PCB presence can lead to more contamination
- Closed systems using dielectric oils can be a future source of PCB contamination

Using a toolkit developed by UNEP, estimates were made of the unintended POPs produced in Sri Lanka. The main sources of release of dioxins and furans were identified in the National Implementation Plan as the following:

- Uncontrolled combustion of wastes, primarily in dumps and in the open
- Processing of metals, in particular scrap copper, where a significant amount of dioxins and furans is likely to be associated with residues from gas cleaning systems
- Incineration of medical wastes carried out under very poorly controlled conditions
- Burning of biomass in homes for cooking, industry, and in disposal of agricultural residues

Dioxins and furans pose health implications ranging from short-term issues such as irritation to more long-term effects such as cancer and immunological and neurological issues. There are also effects on the health of ecosystems and wildlife.

LAND DEGRADATION

Sri Lanka consists of 6.5 million hectares of land, only about 50 percent of which is arable due to unsuitable terrain, inland water bodies, and forest reservations. At present, with an estimated population of about 20.2 million, the per capita arable land area is less than 1.5 hectares, indicating heavy pressure on land resources. The country's current land use pattern reflects a colonial legacy of export-based commercial agriculture superimposed on traditional farming systems (DLUPP 2011). As table 3.11 indicates, the largest percentages of total land use in Sri Lanka are for agricultural activities, including plantation crops and land set aside for conservation.

Land is considered the most important and heavily threatened natural resource in the country. Sri Lanka is a predominantly agricultural nation, and land ownership denotes social and economic status. The agriculture sector is important to the local economy, and is directly linked to the systematic management of the land under cultivation. Currently, about 37 percent of the Sri Lankan population is dependent on land-centered activities

TABLE 3.11 Land Use Categories in Sri Lanka

Category	Extent (hectares)	% of total
Agriculture (tea, rubber, coconut, paddy, and other crops)	2,605,647	40
Urban areas	29,353	>1
Forests, wildlife reserves, and catchment areas	2,000,000	31
Underutilized lands	728,800	11
Reservations (reservoirs, streams, and irrigation channels)	585,300	9
Steeply sloping lands, unsuitable for agriculture	380,000	6
Barren lands	77,000	1
Highlands over 1,600 m above mean sea level	76,400	1
Mangroves and marsh lands	70,000	1
Total	6,552,500	100

SOURCE: DLUPP 2011.

for their sustenance (MOE 2002). New trends entailing the development of infrastructure and urban centers, coupled with migration into city areas, will affect this land use pattern.

The island is not a desertification-prone country, but it falls within the context of the land degradation and drought mitigation aspects of the United Nations Convention to Combat Desertification (UNCCD). It is widely accepted that land degradation is one of the most critical problems affecting the country's future economic development. According to the Global Assessment of Soil Degradation, about 50 percent of the land in Sri Lanka is degraded. The area affected by soil fertility decline represents 61 percent of the total agricultural land. The major contributors to land degradation are soil erosion and soil fertility degradation. This in turn affects productivity. Overexploitation of groundwater, salinization, water logging, and water pollution are also becoming important contributors to land degradation. The demands of a rapidly expanding population have exerted pressure on the island's natural resources, which in turn have resulted in a high level of environmental degradation. The more important manifestations are heavy soil losses, high sediment yields, soil fertility decline and reduction in crop yields, marginalization of agricultural land, salinization, landslides,

and deforestation and forest degradation (MOE 2000, 2003, 2006).

Soil erosion is a common problem throughout the entire country. It has been estimated that nearly one-third of the land in Sri Lanka is subjected to soil erosion, the erodible proportion ranging from less than 10 percent in some districts to over 50 percent in others. Severe erosion takes place in the hill country on sloping lands under market gardens (vegetables and potatoes), tobacco, and poorly managed seedling tea and *chena* cultivation. Soil erosion is also considered a threat to agricultural production in the rain-fed farming areas in the dry zone (MOE 2000, 2006).

According to the National Building Research Organization, about 125,000 hectares of land in the hill country are vulnerable to landslides. Although landslides occur for various reasons, soil erosion is one of the main reasons for their occurrence in the hill country. Landslides frequently occur during the rainy season in areas with steep slopes and high rainfall. Human activities such as deforestation and poor land uses have contributed to the increased incidence of landslides (MOE 2002).

There are a few important groundwater sources in Sri Lanka. The Karstic groundwater resource found in the lime stone belt in the Jaffna Peninsula has been exploited for agriculture for

over 100 years. In this aquifer, a shallow lens of freshwater is found to float over the saline water. Overexploitation has led to increased salinity. Intensive agricultural developments in the North Western Province over the last few decades have resulted in several problems due to overexploitation of groundwater and overuse of agrochemicals (MOE 2006; MOENR 2003b).

The existence of a large number of decision-making institutions with complicated legal systems and overlapping policies has led to limited government interventions to conserve and improve land productivity. Insecure tenure systems, extreme weather conditions including droughts and floods, and haphazard development initiatives further contribute to land degradation. Implementation of land conservation activities is generally confined to a few small donor-funded projects. Often, the process initiated by the projects could not be extended to other areas after the project period due to the non-availability of funds and the discontinuation of incentives offered to the extension staff and farmers (MOE 2000, 2006).

3.3 The Environmental Legal and Policy Framework in Sri Lanka⁴

Protecting the environment is specifically mentioned in the Sri Lanka Constitution. Chapter IV of the constitution declares a state policy to “protect, preserve and improve the environment for the benefit of the community” (Government of Sri Lanka 2011). The guardianship of Sri Lanka’s natural heritage is vested in legislative power through elected representatives, executive power through the president, and judicial power through courts and other institutions. Article 28 of Chapter IV states “that it is the duty of every person in Sri Lanka to protect

nature and conserve its riches.” It gives sovereignty of natural resources to the state, but the state cannot contravene in the interests of its citizens and does not confer legal rights to either state or citizen. However, it does provide the foundation to take action when environmental protection has been contravened.

INCORPORATING THE ENVIRONMENT INTO THE DEVELOPMENT AGENDA

Since the 1990s, Sri Lanka has worked to improve the country’s environmental policy and legal framework. Recognition of the need to incorporate environmental safeguards into the plans and policies governing national development is evident in the Mahinda Chintana 10-year development framework, which envisions “an economy with a green environment and rapid development” (DONP and MOFP 2010). The vision for environmental conservation in this document is to promote sustainable development in close relationship with the land, fauna, and flora and to bestow this natural heritage to future generations. This goal is to be achieved through policies aimed at conserving the environment, both nationally and internationally. The environmentally sensitive concepts in the Mahinda Chintana are reflected in the National Physical Planning Policy and Plan, which provide a broad framework for economic growth to secure Sri Lanka’s place in the global economy by 2030. The underlying theme is to preserve an equilibrium between conservation and production, such as encouraging urban center development while protecting areas of environmental and archaeological significance. Notably, the plan upholds the concept that the preservation of fragile areas and the natural environment is important for the sustainable development of the country.

The policy vision in other sectors—such as agriculture, fisheries, energy, industry, transport, tourism, urban development, and housing—has

⁴The information in this section is drawn from several documents and reports produced during the NCSA process, including MOENR 2006a, 2006b, 2006c, 2007a, 2007b, 2007c, and 2007d.

also taken environmental considerations into account. The overall policy for science and technology addresses the need to entrench sustainability principles in all spheres of scientific activity, and to ensure environmental sustainability in all areas of such work. While seeking to establish regionally equitable economic development, the Mahinda Chintana envisages a healthy nation that contributes to economic, social, mental, and spiritual well-being.

The current initiative to incorporate environmental integration into other sectors is the Haritha Lanka Programme.⁵ This initiative is chaired by the president and provides high-level support to coordinate sectoral and cross-sectoral environmental activities in keeping with the Mahinda Chintana. A National Council for Sustainable Development has been established under the program within the Sustainable Development Division of the Ministry of Environment and Renewable Energy. This council is responsible for policy integration, and for overseeing and guiding the implementation of the Haritha Lanka Programme to ensure the sustainability of socioeconomic development programs. A large number of state institutions are engaged in a participatory process to develop the framework and specific sectoral activities that are the backbone of the Haritha Lanka Programme.

ENVIRONMENTAL LEGISLATIVE FRAMEWORK

Sri Lanka's legal framework was shaped by years of foreign rule, with use of the Roman Dutch law influenced by elements of English law and systems of indigenous law. Overall, there are over 50 laws that facilitate the management and monitoring of

Sri Lanka's environment for sustainable development; the main enactments that influence environmental conservation with regard to the five main GEF focal areas are given in table 3.12.

The most important overall legal enactment for environmental protection is the National Environmental Act No. 47 of 1980 and its subsequent amendment in 1988. This act provides for the protection, management, and enhancement of the environment and for the prevention, abatement, and regulatory control of pollution. It includes a declaration of environmentally sensitive areas as environmental protection areas where only some types of development are permitted (MOENR 2007b, 2007c). Eight environmental protection areas, important either for their biodiversity or wetland value, have been declared to date (MOENR 2009). In addition, the National Environmental Act has empowered the Central Environmental Authority to control environmental pollution and to mitigate the adverse impacts of development activities through legally binding environmental impact assessment procedures for certain prescribed projects and environmental protection licenses for pollution control in industries. It sets standards on ambient water and air quality, mobile source emissions, industrial emissions, and stationary sound emissions, which are gazetted by the MOENR (Guneratne 2005).

The Fauna and Flora Protection Ordinance implemented by the DWLC, the Forest Ordinance implemented by the Forest Department, the Coast Conservation Act implemented by the CCD, the Soil Conservation Act and Plant Protection Act implemented by the Department of Agriculture, and the Marine Environment Protection Act implemented by the Marine Environment Protection Authority are among the main legal instruments that govern terrestrial, coastal, and marine biodiversity conservation and address genetic resources (MOENR 2007b). Sri Lanka has also enacted legislation on intellectual property rights (MOE 2010c).

⁵This type of cross-sectoral integration was tried earlier through the Committees on Environment Policy and Management established as per the NEAP of 1998–2001. The Haritha Lanka Programme replaces both the NEAP and the committee structure.

TABLE 3.12 Key Environmental Laws in Sri Lanka and Their Relation to the GEF Focal Areas

Legislation	Focal area				
	BD	CC	LD	POPs	IW
National Environmental Act No. 47 of 1980 and amendments No. 56 of 1988 and Act No. 53 of 2000	x	x	x	x	
Fauna and Flora Protection Ordinance No. 2 of 1937, and amendments including Act No. 49 of 1993 and Act No. 22 of 2009	x				
Forest Ordinance No. 16 of 1907, and its amendments including Act No. 23 of 1995 and Act No. 65 of 2009	x	x	x		
National Heritage Wilderness Area Act No. 3 of 1988	x		x		
Fisheries and Aquatic Resources Act No. 2 of 1996 and amendment Act No. 4 of 2001	x				
Coast Conservation Act No. 57 of 1981 and amendment Act No. 64 of 1988	x	x	x		
Maritime Zone Law No. 22 of 1976	x			x	x
National Aquatic Resources Research and Development Agency Act No. 54 of 1981	x				
Urban Development Authority Law No. 37 of 1978; as amended, the Urban Development Authority (Special Provisions) Act No. 44 of 1984; No. 49 of 1987 and No. 41 of 1988 Act No. 4 of 1992	x		x		
Town and Country Planning Ordinance No 13 of 1946 as amended by Act No. 49 of 2000	x		x		
Marine Pollution Prevention Act No. 59 of 1981 and its amendment Act No. 35 of 2008	x				x
Mines and Minerals Act No. 33 of 1992			x		
Plant Protection Act No. 35 of 1999 (replacing Plant Protection Ordinance No. 10 of 1924)	x				
Animal Disease Act No. 59 of 1992	x				
Seed Act No. 22 of 2003	x				
Fertilizer Act No. 21 of 1961 and amendment Act No. 68 of 1988	x		x	x	
The Control of Pesticides Act No 33 of 1980, and its Amendment Act No. 6 of 1994	x			x	
Agrarian Services Act No. 58 of 1979, and amendments, and the new Agriculture and Agrarian Services Act of 1999	x		x		
State Lands Ordinance No. 8 of 1947 (chapter 454) and amendments	x		x		
Sri Lanka Land Reclamation and Development Corporation Act No. 52 of 1982	x		x		
Land Reform Act No. 1 of 1979 (as amended)			x		
Soil Conservation Act No. 25 of 1951; amended by Acts No. 59 of 1953 and 24 of 1996	x		x		
Mahaweli Authority of Sri Lanka Act No. 23 of 1979 and amendment No. 59 of 1993	x		x		
Flood Protection Ordinance No. 04 of 1924 (chapter 449) amended by Act No. 22 of 1955	x	x	x		
Land Development Ordinance No. 19 of 1935 (chapter 464) and subsequent amendments	x		x		
Land Acquisition Act No. 9 of 1950	x		x		
Irrigation Ordinance No. 32 of 1946; Irrigation Act No. 1 of 1951 and its amendments	x		x		
National Water Resources Board Act No. 29 of 1964 and subsequent Act No. 42 of 1999	x	x			
Energy supply (temporary provisions) Act No. 2 of 2002		x			
Nuisances Ordinance No. 15 of 1962 (chapter 230)				x	
Motor Traffic Act No. 14 of 1951 as amended by Act No. 21 of 1981 and Act No. 8 of 2009		x		x	
Intellectual Property Act No. 36 of 2003	x				
Customs Ordinance No. 17 of 1869 (chapter 235) as amended	x				

NOTE: BD = biodiversity; CC = climate change; IW = international waters; LD = land degradation. The amendments specified here are not the only amendments to these acts, but the ones critical to conservation.

The Fauna and Flora Protection Ordinance protects animal and plant life within six categories of national reserves managed by the DWLC. It lists protected species to be protected wherever they are found. The Forest Ordinance provides protection for forest areas managed by the Forest Department and has set aside 65 forests (including 15 mangrove forests) as strict conservation areas. Recent amendments to both ordinances have made preparation of management plans mandatory for all forest and wildlife reserves as well as providing measures to control the export of wild biodiversity. The Fauna and Flora Protection Ordinance Amendment Act No. 49 of 1993 also addresses “protection against commercial exploitation,” which covers commercial access to indigenous genetic resources. Several other acts enacted for fisheries management, plant protection, and animal husbandry are of relevance for conservation of indigenous fish, crop, and livestock diversity as well as indigenous genetic resources.

The Coast Conservation Act legislates the governance and management of the coastal zone and development within it. The Coastal Zone Management Plan (gazetted in 2006) is an important legal instrument within this act which provides guidance for habitat and species protection and management, and pollution control. The Fisheries and Aquatic Resources Act No. 2 of 1996 deals with ownership, protection, and sustainable use of fish and other aquatic resources in marine and inland areas. The Marine Pollution Prevention Act No. 59 of 1981 provides for the prevention, reduction, and control of pollution in Sri Lankan waters, and is instrumental in putting into effect related international conventions to which Sri Lanka is a signatory (MOENR 2007b).

The Soil Conservation Act No. 25 of 1951 and its amendments help address land degradation through improvement of soil capacity; restoration of degraded land; prevention of soil erosion; and protection of land from damage by floods, droughts, salinity, etc. (MOENR 2007d). Under

this act, land can be acquired for conservation purposes under the Land Acquisition Act. Other important laws in this regard are the National Environmental Act (Section 22) Flood Protection Ordinance, Irrigation Ordinance, and State Lands Ordinance.

Given the increasing focus on developing urban spaces in Sri Lanka, it is important to mention that the Urban Development Authority Law No. 41 of 1978 and its amendments promotes the integrated planning and implementation of social, economic, and physical development of areas declared as “urban development areas.” It provides for the establishment of environmental improvement standards and schemes to which development in these areas should adhere (MOENR 2007b).

Overall, the existing legal framework created through periodic revision of laws is adequate for the conservation of biodiversity, and for addressing land degradation and climate change and pollution. While some laws do overlap, there are no serious contradictions. However, there are serious lapses in the interpretation of laws, leading to considerable divergence of opinion and inconsistency. Further, weak law enforcement and the need for institutional and individual capacity building to meet environmental objectives is a major gap that needs to be addressed with the renewed drive for development and a heavily infrastructure-oriented vision for Sri Lanka’s future direction.

INTERNATIONAL ENVIRONMENTAL COMMITMENTS

Ensuing political commitment to environmental conservation in Sri Lanka is also reflected in the ratification of more than 40 multilateral environmental agreements. The principal agreements and respective national focal points are listed in table 3.13. Among the key environment-related treaties are the three Rio conventions—the

TABLE 3.13 Key International Environmental Conventions to Which Sri Lanka Is a Party, and Implementing Focal Points

Convention	Year ^a	Focal point
Convention on International Trade in Endangered Species of Wild Fauna and Flora (1973) (CITES)	1979	DWLC
Convention Concerning the Protection of the World Cultural and Natural Heritage (1972)	1980	Ministry of Environment; Ministry of Cultural Affairs
Vienna Convention for the Protection of the Ozone Layer (1985)	1989	Ministry of Environment
Montreal Protocol on Substances that Deplete the Ozone Layer (1987)	1989	Ministry of Environment
Bonn Convention on the Conservation of Migratory Species of Wild Animals (1979)	1990	DWLC
Ramsar Convention on Wetlands of International Importance Especially as Waterfowl Habitat (1971)	1990	DWLC
Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Disposal (1989)	1992	Ministry of Environment
United Nations Framework Convention on Climate Change (1992)	1993	Ministry of Environment
United Nations Convention on Biological Diversity (1992)	1994	Ministry of Environment
United Nations Convention on the Law of the Sea (1982)	1994	Ministry of Foreign Affairs
International Convention for the Prevention of Pollution from Ships (1973/78) (MARPOL)	1997	Marine Environment Protection Authority
United Nations Convention to Combat Desertification (1994)	1998	Ministry of Environment
Kyoto Protocol on Climate Change (2005)	2002	Ministry of Environment
Cartagena Protocol on Biosafety (2000)	2004	Ministry of Environment
Stockholm Convention on Persistent Organic Pollutants (2001)	2005	Ministry of Environment

a. Refers to any of the following: ratification/acceptance, accession/succession.

UNFCCC, the CBD, and the UNCCD—which were ratified by Sri Lanka in 1993, 1994, and 1998, respectively. The government of Sri Lanka has prioritized implementation of these conventions and has designated focal points to meet the requirements at the national level (MOE 2012).

Several other conventions ratified by Sri Lanka have a strong bearing on national and global biodiversity. They include the Bonn Convention, which protects wild animal species that migrate across or outside national boundaries; the Convention on International Trade in Endangered Species of Wild Fauna and Flora, which aims to protect certain endangered species from overexploitation through trade by a system of import/export permits; the World Heritage Convention, which establishes an effective system for collective protection of cultural

and natural heritage of outstanding universal value; the Ramsar Convention, which seeks to stem the progressive encroachment on and loss of global wetlands; and the Cartagena Protocol on Biosafety (stemming from Article 19 of the CBD), which ensures the safe handling, transport, and use of living modified organisms resulting from modern biotechnology that may have adverse effects on biological diversity and human health (MOENR 2007c, 2009).

Sri Lanka's commitment to contributing toward the control of global pollution is demonstrated by its ratification of the Basel Convention, which controls transboundary movement of hazardous wastes and sound in-country management of such wastes; and the Stockholm Convention, which eliminates or restricts the production

and use of POPs. Sri Lanka is also a party to the Vienna Convention, which seeks to protect human health and the environment against adverse effects resulting from modification of the ozone layer; and of the Montreal Protocol (as well as its London, Copenhagen, and Montreal amendments), which aims to protect the ozone layer by taking precautionary measures to control global emissions from ozone-depleting substances. Since Sri Lanka is a non-Annex 1 developing nation, it has no direct commitment under the Kyoto Protocol to the UNFCCC, but it acceded to it and volunteered to participate in several Clean Development Mechanism projects, especially through the renewable energy sector (MOENR 2007c).

As an island nation, Sri Lanka is a party to the United Nations Convention on the Law of the Sea, which helps set up a comprehensive legal regime for the seas and oceans and to establish material rules concerning environmental standards and enforcement provisions dealing with pollution of the marine environment. Sri Lanka also ratified the International Convention for the Prevention of Pollution from Ships (MARPOL), which seeks to preserve the marine environment by eliminating international pollution from oil and other harmful substances and to minimize the accidental discharge of such substances.

The country is a party to regional agreements such as the Dhaka Declaration and the South Asian Association for Regional Cooperation Action Plan on Climate Change, Male Declaration on Transboundary Air Pollution, and the South Asian Seas Action Plan. Sri Lanka also signed the South Asian Association for Regional Cooperation's Convention on Cooperation on Environment at the association's 16th summit in Thimphu in 2010; this has not yet been ratified by all member states.

As table 3.13 shows, Sri Lanka is party to many different types of conventions that address terrestrial, aquatic, and marine biodiversity through conservation, management, trade, etc.; as well as conventions addressing degradation, pollution and

emissions from human activities, and preservation of heritage. Most of the major conventions are handled by the Ministry of Environment, putting the onus on it to carry out a vast range of activities.

POLICIES AND ACTIONS

Sri Lanka's main environmental policy framework is provided in table 3.14. Within this, the National Environmental Policy of 2003 responds to the constitutional responsibility of providing sound environmental management within a framework of sustainable development (MOENR 2003a). It addresses environmental dimensions for conservation and management of four basic groupings of natural resources: land, water, atmosphere, and biodiversity.

The Cleaner Production Policy supports the control of environmental pollution and mitigation of adverse impacts of development activities through legally binding environmental protection licenses and environmental impact assessment procedures, respectively (MOENR 2007b). Further, standards for effluent discharge into inland surface waters (Gazette Extraordinary No. 559/16, February 2, 1990), standards for ambient air quality (Gazette Notification No. 850/4, December 20, 1994), and standards for mobile air emissions (Gazette Extraordinary No. 1137/35, June 23, 2000), and the Solid Waste Management Strategy of 2000 (MOFE 2000) serve to enable a cleaner and healthier environment.

Sri Lanka was one of the first countries in Asia to prepare a National Conservation Strategy; it did so in 1988, as a response to the World Conservation Strategy of 1980. The Sri Lanka National Conservation Strategy identified priority areas for action to deal with environmental degradation in the country. To follow up on this strategy, the government prepared its first NEAP in 1991 covering the five-year period 1992–96 (MOENR 2002). Since then, there have been several revisions of the NEAP. The 2008 NEAP, titled “Caring for

TABLE 3.14 Key Sri Lankan Environmental Policies and Plans and Their Relation to GEF Focal Areas

Policy	Focal area				
	BD	CC	LD	POPs	IW
National Environmental Policy and Strategies of 2003	x	x	x	x	x
National Physical Planning Policy and Plan of 2007	x	x	x		
National Forest Policy of 1995	x	x	x		
National Wildlife Policy of 2000	x				
National Biosafety Policy of 2011	x				
National Strategy for Solid Waste Management of 2000	x	x	x	x	
National Watershed Management Policy of 2004	x	x	x		
National Wetlands Policy and Strategy of 2006	x	x	x		
National Fisheries and Aquaculture Policy of 2006 (environmentally friendly fishery management)	x				
Ten-Year Development Policy Framework of the Fisheries and Aquatic Resources Sector of 2007	x				
National Livestock Development Policy	x	x			
National Policy on Agriculture of 2007	x	x	x		
National Land Use Policy of 2007	x		x		
National Policy on Sand for the Construction Industry of 2005	x		x		
National Climate Change Policy of 2012		x			
National Air Quality Management Policy of 2000		x		x	
Cleaner Production Policy of 2004	x	x	x	x	
National Policy on Clean Development Mechanism	x	x	x	x	
National Energy Policy & Strategies of Sri Lanka 2008 (updates National Energy Policy of 1997)		x			
National Industrial Pollution Management Policy Statement of 1996	x	x	x	x	
National Transport Policy of 2008		x			
National Nutrition Policy of Sri Lanka 2010	x		x		

NOTE: BD = biodiversity; CC = climate change; LD = land degradation; IW = international waters.

the Environment Path to Sustainable Development Action Plan 2008–2012,” has separate chapters on biodiversity, forests, wildlife, climate change, coastal and marine resources, land resources, waste management, and water resources, with mechanisms for implementation and monitoring (MOENR 2008).

The Haritha Lanka action plan replaced the NEAP in 2008; it focuses on 10 missions addressing critical environmental issues that, if left unattended, would jeopardize the nation’s economic agenda. The missions are clean air; fauna, flora,

and ecosystems; climate change; the coastal belt and its surrounding sea; land resources; waste sites; water; green cities; green industries; and knowledge for making the right choices (NCSD and PS 2009). The Haritha Lanka Programme is expected to be implemented through the National Sustainable Council and coordinating committees established for the 10 missions. It includes short-, medium-, and long-term targets spanning 2009 to 2016, with a comprehensive list of 82 strategies and 375 actions distributed among the various agencies.

INSTITUTIONAL FRAMEWORK

The creation of a separate cabinet ministry for environmental affairs in 1990 was a landmark achievement; currently, it is known as the Ministry of Environment and Renewable Energy.⁶ The ministry is mandated with preparing, monitoring, and reporting on the progress of the NEAP and its periodic revision to facilitate sustainable development; ensure sound environmental management; and formulate policies at the national level for environmental protection, management, and monitoring. The ministry also services the large number of international conventions related to the environment as was discussed above.

Overall, there are about 50 state institutions involved in some aspect of management and protection of the environment and natural resources in Sri Lanka (table 3.15). Chief among these are the Central Environmental Authority, the Forest Department, and the Marine Environment Protection Authority—all of which are under the Ministry of Environment and Renewable Energy; the DWLC, located within the Ministry of Wildlife Resources Conservation; the CCD, located in the Ministry of Ports and Aviation; and the Urban Development Authority, which is under the Ministry of Defense and Urban Development. The Ministry of Fisheries and Aquatic Resources Development, the Department of Fisheries and Aquatic Resources, the Department of Agriculture, the Department of Animal Production and Health, and the Veterinary Research Institute also have major roles to play in environmental/biodiversity conservation and management.

⁶Over time, the ministry responsible for the environment has been integrated with other areas such as transport and women; it has also been the Ministry of Environment and Natural Resources. In the most recent cabinet reorganization in 2013, renewable energy—which had previously come under the Ministry of Power and Energy—was incorporated into the environment ministry.

The Land Use Policy Planning Department and the Land Commissioner General's Department play important roles in land management planning. Land management falls within the purview of about 30 institutions, including the Land Commissioners Department, the Hadabima Authority, the Mahaweli Authority, and the Department of Agriculture. This proliferation highlights some of the complexity entailed in land use planning and land management. The Ministry of Finance and Planning, which deals with policy planning and implementation, is the agency responsible for formulation of national development policies.

Within the provinces, there is a decentralized administrative system to accommodate the devolution of powers vested by the constitution. This system comprises district secretariats; and, under them, divisional secretariats; these latter reach out to communities via *grama niladharis*, or village officers. At the local level, coordination of all activities is addressed through district coordinating committees chaired by district secretaries and attended by representatives from a range of departments. Many state departments, such as the Central Environmental Authority, the DWLC, and the Forest Department, also have decentralized their activities for greater effectiveness and have stationed staff in the divisional secretariats.

Devolution of environmental management is also achieved through local authorities. They comprise municipal councils and urban councils in urban areas, and *pradeshiya sabhas* in rural areas. Local authorities play an important role in management and improvement of the environment—especially with relation to the built environment, public health, and waste collection and disposal. This brief overview reveals the many horizontal and vertical divisions of responsibility that exist in Sri Lanka in addressing environmental management.

Many nonstate actor groups also positively influence Sri Lanka's environment. These entities include media institutions (press, TV, radio) and personnel, civil society organizations, and national

TABLE 3.15 Institutions Involved in Environmental Conservation and Management in Sri Lanka

	Ministries	Agencies
Key	• Environment and Renewable Energy • Wildlife Resources and Conservation • Agriculture • Lands and Land Development • Fisheries and Aquatic Resources Development • Ports and Aviation • Indigenous Medicine • External Affairs • Finance and Planning • Botanical Gardens and Public Recreation. • Irrigation and Water Resources Management • Water Supply and Drainage • Technology, Research and Atomic Energy • Disaster Management • Power & Energy	• Forest Department • Department of Wildlife Conservation • Urban Development Authority • Central Environmental Authority • Coast Conservation Department • Department of Fisheries & Aquatic Resources • Marine Environmental Protection Authority • National Aquatic Resources Research and Development Agency • Sri Lanka Ports Authority • Department of Agriculture and associated research institutions plus other divisions including: The Seed Certification and Plant Protection Centre, Natural Resources Management Centre, Field Crops Research and Development Institute, Horticultural Crops Research and Development Institute, Rice Research and Development Institute, Plant Genetic Resources Centre, Registrar of Pesticides • Department of National Zoological Gardens • Department of National Botanic Gardens • National Science Foundation • Department of National Planning • National Agricultural Diversification and Settlement Authority (Hadabima) • Mahaweli Authority of Sri Lanka • Irrigation Department • Water Resources Board • Department of Land Use Policy Planning • Department of Land Settlement • Land Reform Commission • Land Commissioner General's Department • Department of Meteorology • Disaster Management Centre • National Disaster Relief Services Centre • Sri Lanka Land Reclamation Development Authority • Geological Survey and Mines Bureau
Other	• Economic Development • Defense and Urban Development • Livestock and Rural Community Development • Construction, Engineering Services, Housing and Common Amenities • Industry and Commerce • Education (and relevant institutions under it) • Defense • Resettlements • Coconut Development and Janatha State Development • Petroleum Industries • Social Services • Justice • Minor Export Crop Promotion	• Department of Agrarian Development • Department of Export Agriculture • Department of Animal Production & Health • National Livestock Development Board • The Veterinary Research Institute • Sri Lanka Sustainable Energy Authority • Attorney General's Department • Legal Draftsman's Department • Sri Lanka Customs • Sri Lanka Standards Institute • National Housing Development Authority • Institutions carrying out research relevant to environmental/biodiversity conservation • National Aquatic Resources Research and Development Agency • Coconut Research Institute • Tea Research Institute • Rubber Research Institute • Sugarcane Research Institute • Veterinary Research Institute • Universities • National Building Research Organization • Regional/local level institutions: • Provincial Councils • District/Divisional Secretariats • Local Authorities • Provincial Environmental Authority of the North Western Province • Provincial Environmental and Agricultural Ministries

SOURCE: Adapted from MOENR 2007b, 2007c, 2007d; and MOE 2010b, 2010c, 2010d, 2010e.

and regional environmental NGOs and CBOs. Several private sector business organizations support environmental and biodiversity conservation activities under corporate social responsibility projects and programs. These civil society and private sector groups operate at highly local levels as well as in national and international spheres. Some groups are involved in policy formulation exercises and monitoring committees. The civil society groups are also directly targeted by the GEF through the SGP.

COORDINATION AND MONITORING

Formerly, the ministry dealing with environment monitored and coordinated the implementation of the NEAP through committees on environment policy and management (CEPOMs). The CEPOMs were linked to an apex committee on integrating environment and development and their decisions conveyed to the sectoral agencies, a national environmental legislation enforcement committee, the provincial councils, and local authorities.

The CEPOM system had mixed success. Under the Haritha Lanka Programme that replaces the NEAP, a different structure is proposed. It relies on each sector/department/institution deciding how to incorporate environmental aspects into its work, with the Ministry of Environment and Renewable Energy providing guidance. The plan is to be implemented by 36 ministries and 70 governmental and nongovernmental institutions. Coordinating committees have been established to cooperate in the activities identified. A revision has been suggested, as the activities in the line agencies have changed over time (MOE 2012). There is no separate financing mechanism for implementation of this program, and activities are intended to be incorporated in the annual budget of the respective state institution.

The National Physical Policy and Plan provides the policy framework for integrated physical

planning in the country. As its principles and strategies are implemented by a number of line ministries and specialist authorities, the National Physical Planning Department has to ensure that any new or amended government policy or plan takes account of, and is consistent with, the National Physical Policy and Plan (NPPD and MUDSAD 2007). Any inconsistencies are to be amended in consultation with the National Physical Planning Department. Any issues that arise are to be resolved by the National Physical Planning Council.

While it is a positive factor that many institutions have an environmental management and conservation mandate, this circumstance requires a very efficient and effective coordination mechanism for environmental policy and plan formulation and implementation of activities and projects. However, much inter-institutional coordination relied (and continues to rely) on the membership of advisory expert committees and/or steering committees for environment-related projects, programs, and activities. Gaps in capacity and ownership and differences in sectoral and environmental agendas limit integrated activities. The GEF-funded NCSA process clearly showed the need for capacity building to effectively coordinate and integrate actions pertaining to environmental conservation.

TIMELINE ANALYSIS

Figure 3.3—which shows Sri Lanka’s commitments to various global conventions; the formulation of national environment-related laws, policies, and plans; and GEF-funded projects—reveals some noteworthy links.

- The GEF–World Bank medicinal plants project followed Sri Lanka’s ratification of the CBD in 1994. It directly enabled the country to meet obligations under Article 6a of the CBD. More important, the ensuing consultations and other

wide-ranging activities conducted by the Ministry for Environment during preparation of the BCAP catalyzed

- the establishment of a dedicated Biodiversity Secretariat within the Ministry of Environment;
 - addressing sustainable use of terrestrial biological resources and coastal and marine resources in the third NEAP of 1998–2001, and biodiversity conservation (as per the BCAP) in later NEAPs; and
 - introduction of conservation of traditional varieties of crops into the Agriculture Research Plan of the Ministry of Agriculture and Lands 2000–2008 (DOA, DEA, and SLCARP 1999), which is now part of the National Agricultural Policy of 2007 (MOAAS 2007).
- The GEF-UNDP rainforest project spanning 2000–06 was instrumental in pioneering a model for participatory forest conservation in the wet zone. The project likely influenced
 - the 2009 amendment to the Forest Ordinance to empower the Conservator General of Forests to engage with stakeholders in carrying out community participatory programs for forest development; and
 - an attitudinal change in the Forest Department to move away from strict protection and policing to adaptive management and participatory conservation for long-term protection of the reserves.
 - The GEF-World Bank Development of Wildlife Conservation and Protected Areas Management Project carried out by the DWLC from 1992 to 1998 is likely to have influenced the Fauna and Flora Protection Ordinance Amendment Act No. 49 of 1993, which ensured better coverage of species to be protected by law; and the first National Wildlife Policy of 2000.
 - The Protected Areas and Wildlife Conservation Project implemented from 2001 to 2008 was directly responsible for the following:
 - Passage of the 2009 amendment of the Fauna and Flora Protection Ordinance which made the preparation of management plans mandatory for all wildlife reserves
 - Preparation of the 2007 Addendum to the BCAP, which focused on national and global issues whose significance had emerged since the 1999 BCAP and had received GEF project support—e.g., threats from alien invasive species and biosafety
 - Institutionalizing of the Red List of nationally threatened species within the Ministry of Environment and the National Herbarium of the National Botanic Gardens at Peradeniya
 - One year after the commencement of the GEF biosafety enabling activity, Sri Lanka became a party to the Cartagena Protocol on Biosafety. Sri Lanka developed a biosafety policy in 2011.
 - GEF enabling activities such as the NCSA process conducted in 2005–06 identified the need for a functional national access to genetic resources and benefit-sharing regime in Sri Lanka, leading to this being prioritized in the national GEF-4 and GEF-5 cycles (MOE 2012; MOENR 2006b).
 - During conduct of the GEF-funded POPs enabling activity of 2002–06 to develop a National Implementation Plan, Sri Lanka ratified the Stockholm Convention in 2005. This action put POPs on the environmental agenda in Sri Lanka and led to the formation of a POPs unit in the Ministry of Environment.
 - Sri Lanka ratified the UNCCD in 1998, which probably led to preparation of a Land Use Policy in 2002; this policy was finalized in 2007.
 - The GEF enabling activities related to the UNFCCC have resulted in a stock-taking

exercise (in 2000), and the identification of priority areas under climate change. Climate policies and adaptation strategies were formulated much later (in 2010), and without GEF support. Climate change activities were initially handled by the global affairs/air resources management unit in the Ministry of Environment; given the increasing visibility accorded this issue, a separate Climate Change Secretariat and the Sri Lanka Carbon Fund were created in 2008 within the Ministry of Environment.

- The projects addressing renewable energy have helped increase the use of renewable energy resources and thereby have contributed to reducing emissions. In 2004, the government established a procedure for tariff setting to facilitate the selling of energy to the grid (used mainly for mini-hydro schemes) and a regulatory mechanism to manage off-grid renewable energy systems. In the wake of these projects, the Sri Lanka Sustainable Energy Authority was established in 2010 to take on the promotion and management of renewable energy in Sri Lanka.

3.4 The GEF: General Description

The GEF was established in October 1991 as a pilot program in the World Bank to specifically address environmental conservation and sustainable development. In 1994, it was restructured into a separate institution with the World Bank as the Trustee of the GEF Trust Fund. The type of funding the GEF provides is new and additional grants and concessional funding that covers “incremental” or additional costs that are intended to transform a project with national benefits into one with global environmental benefits.

The GEF provides funding to achieve global environmental benefits in the focal areas of biodiversity, climate change, international waters, depletion of the ozone layer, POPs, and land degradation,

in accordance with the respective international agreements and conventions. It thus provides assistance for developing countries and countries with economies in transition to meet their obligations to several conventions: the CBD, the UNFCCC, the Stockholm Convention on POPs, the UNCCD, and the Kyoto Protocol.

The GEF Secretariat coordinates overall implementation of GEF activities. Within each country, GEF-supported activities are implemented by its Agencies: UNDP, UNEP, the World Bank, the regional development banks, FAO, IFAD, IUCN, UNIDO, Conservation International, the World Wildlife Fund, the International Finance Corporation (IFC), and the Development Bank of South Africa.

Each participating country appoints a GEF operational focal point to coordinate and monitor projects at the state level, and a GEF political focal point for policy matters. In Sri Lanka, both the GEF political and operational focal points are within the Ministry of Environment; they are the minister and the under-secretary, respectively.

Since GEF support is incremental—meaning that it is expected to catalyze funding from many sources for the achievement of global environmental benefits—a cofinancing model is used wherein GEF support is leveraged with other financing to achieve national objectives. Cofinancing can come from other donors, and state and nonstate actors. GEF support modalities include the following:

- FSPs have funding of more than \$1 million and can be accessed by government agencies and NGOs with demonstrated capacity; partnerships between government and other groups can also apply
- MSPs have maximum funding of \$1 million and can be accessed by government agencies, NGOs, academic and research institutions, etc.
- Small grants are for less than \$50,000, and are directed to NGOs and local organizations

- Enabling activities provide up to \$500,000 to help countries meet their obligations under the various conventions for which the GEF serves as a financial mechanism; this includes support for developing environmental policies, strategies, action plans, and capacity assessments
- Project preparation grants provide funding for the preparation and development of projects

The GEF officially began in 1992 with a two-year pilot phase. This was followed by three regular

four-year replenishment periods: GEF-1 (1995–98), GEF-2 (1999–2002), GEF-3 (2003–06), and GEF-4 (2006–10). In July 2010, GEF-5 was initiated; it continues through June 2014. GEF-6 is to be initiated in July 2014 and will continue through June 2018. Country allocation systems were introduced beginning in GEF-4 (the RAF, which was replaced by the STAR in GEF-5); before that, eligible GEF member countries submitted their requests to the various windows through the different GEF Agencies on a demand basis.

4. The GEF Portfolio in Sri Lanka

4.1 Defining the GEF Portfolio

The GEF portfolio commenced in Sri Lanka in 1992 with the GEF pilot phase. As of the end of December 2012, the portfolio consisted of 23 national projects, 330 small grants, 3 regional projects, and 9 global projects. The total financial investment in the national projects is \$396 million, with GEF funding accounting for 15 percent (\$60 million) and cofinancing from various sources, including donors and the government, making up the remaining 85 percent (\$336 million) (table 4.1). The SGP has provided grants totaling \$9.8 million, of which GEF support accounted for 66 percent (\$6.5 million), with the remaining 34 percent (\$3.3 million) provided in cofinancing by the grantees. The percentage of regional and global projects allocated to Sri Lanka cannot be extracted. GEF Agency fees are not included in these figures.

4.2 Projects in the GEF Portfolio

NATIONAL PROJECTS

The GEF-supported national projects in Sri Lanka range from relatively small investments for enabling activities to large-scale FSPs. Of the 23 national projects in the system as of December 2012, 14 have been completed, 6 are under implementation, 2 are at the approval stage, and 1 is at the proposal stage. Table 4.2 provides information on project Implementing Agency, focal area, modality, and stage; further details are in [annex I](#). The older projects show a level of homogeneity: i.e., the biodiversity projects address protected area/forest area management, and the climate change projects address renewable energy. GEF-4 expands the focus of national biodiversity projects to address alien invasive species and agrobiodiversity, and of national climate change projects to bio-energy/biomass-related projects.

TABLE 4.1 GEF Support to the Sri Lanka National Project Portfolio, 1991–2012

Focal area	No. of projects	Budgetary allocation (million \$)			GEF %	Cofinancing %
		GEF financing	Cofinancing	Total		
Biodiversity	9	24.7	38.20	62.9	39	61
Climate change	9	27.5	290.10	317.6	9	91
Multifocal	4	7.5	7.60	15.1	50	5
POPs	1	0.5	0.02	0.5	95	50
Total	23	60.0	336.10	396.1	15	85

TABLE 4.2 GEF-Supported National Projects in Sri Lanka: 1991–2012

GEF ID	Title	GEF Agency	Focal area	Modality	GEF phase
Completed					
352	Development of Wildlife Conservation and Protected Areas Management	UNDP	BD	FSP	Pilot
95	Conservation and Sustainable Use of Medicinal Plants	WB	BD	FSP	GEF-1
104	Energy Services Delivery	WB	CC	FSP	GEF-1
309	Enabling Sri Lanka to Fulfill Its Commitments to the UNFCCC	UNDP	CC	EA	GEF-1
425	Renewable Energy and Capacity Building	UNDP	CC	FSP	GEF-1
802	Conservation of Biodiversity through Integrated Collaborative Management in Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems	UNDP	BD	MSP	GEF-2
811	Participation in the Clearing House Mechanism of the CBD	UNDP	BD	EA	GEF-2
818	Conservation of Globally Threatened Species in the Rainforests of South-west Sri Lanka	UNDP	BD	MSP	GEF-2
878	Protected Areas and Wildlife Conservation Project	WB-ADB	BD	FSP	GEF-2
1008	Climate Change Enabling Activity (Additional Financing for Capacity Building in Priority Areas)	UNDP	CC	EA	GEF-2
1545	Renewable Energy for Rural Economic Development	WB	CC	FSP	GEF-2
1777	Enabling Activities for the Stockholm Convention on Persistent Organic Pollutants (POPs): National Implementation Plan for Sri Lanka	UNEP	POPs	EA	GEF-2
2417	National Capacity Needs Self-Assessment for Global Environmental Management	UNDP	MF	EA	GEF-3
4501	GEF National Portfolio Formulation Document	GEFSEC	MF	EA	GEF-5
Under implementation					
2753	Participatory Coastal Zone Restoration and Sustainable Management in the Eastern Province of Post-Tsunami Sri Lanka	IFAD	MF	FSP	GEF-3
2996	Portfolio Approach to Distributed Generation Opportunity (PADGO)	WB-IFC	CC	FSP	GEF-3
2472	Strengthening Capacity to Control the Introduction and Spread of Alien Invasive Species	UNDP	BD	FSP	GEF-4
4150	Mainstreaming Agrobiodiversity Conservation and Use in Sri Lankan Agro-ecosystems for Livelihoods and Adaptation to Climate Change	UNEP	BD	FSP	GEF-4
4096	Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies	UNDP-FAO	CC	FSP	GEF-4
4114	Bamboo Processing for Sri Lanka	UNIDO	CC	FSP	GEF-4
Approved					
4609	Strengthening the Resilience of Post Conflict Recovery and Development to Climate Change Risks in Sri Lanka	UNDP	CC	FSP	GEF-5
4997	National Biodiversity Planning to Support the Implementation of the CBD 2011-2020 Strategic Plan	UNDP	BD	EA	GEF-5
Proposed					
5031	Ensuring global environmental concerns and best practices mainstreamed in the post-conflict rapid development process of Sri Lanka through improved information management	UNDP	MF	MSP	GEF-5

SOURCE: Initial list compiled from PMIS and project documents, with updated status by the operational focal point in April 2013.

NOTE: BD = biodiversity; CC = climate change; MF = multifocal; EA = enabling activity; GEFSEC = GEF Secretariat; WB = World Bank. Projects listed are those that had entered the GEF project cycle before December 2012. Documentation for some enabling activities, such as for the CBD national communications, state that they were funded by the GEF. However, project ID numbers and grant amounts were not available, and so these have not been reported here.

The national portfolio also shows a skewed distribution by project modality, with 13 FSPs, 3 MSPs, and 7 enabling activities. There has not been a transition from enabling activities to MSPs to FSPs over time. However, some of these large projects—such as the medicinal plants project and the two wildlife conservation and protected area management projects—included development of action plans, capacity building, baseline studies, etc., which are generally undertaken as enabling activities.

REGIONAL PROJECTS

Sri Lanka is party to three regional projects in the areas of biodiversity and international waters (table 4.3). The information available does not permit analysis of the allocation for investments made only for Sri Lanka. The project on conservation of crop wild relatives has been completed, while the other two are under implementation. These projects show linkages with other important sectors such as agriculture and livestock management, as well as with new areas of work such as conservation of genetic material. The regional portfolio includes Sri Lanka's only international waters project. However, many projects have been dropped. Interestingly, the dropped projects show

considerable variation and broadening of the scope of project topics and interventions.

GLOBAL PROJECTS

The Sri Lanka portfolio includes nine global projects in the biodiversity, climate change, land degradation, and multifocal areas, with none under implementation and six projects in GEF-4 and GEF-5 still in the approval stages (table 4.4). The last two rounds of global projects also include allocations for the SGP. One of the global projects expands on and links to national-level renewable energy projects—the Solar and Wind Energy Resource Assessment (GEF ID 1281). The country's focus on the marine ecosystem is increased through a project aimed at conserving the dugong, which is rated as a species vulnerable to extinction: Enhancing the Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugong Across the Indian and Pacific Ocean Basins (GEF ID 4930). The global projects demonstrate a wider scope than the national, connecting conservation, sustainable use, and human well-being by tackling issues such as nutrition—Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being (GEF ID 3808).

TABLE 4.3 GEF-Supported Regional Projects in Sri Lanka, 1991–2012

GEF ID	Title	GEF Agency	Focal area	Modality	GEF phase
Completed					
1259	In-situ Conservation of Crop Wild Relatives through Enhanced Information Management and Field Application	UNEP	BD	FSP	GEF-3
Under implementation					
1252	Bay of Bengal Large Marine Ecosystem	FAO-WB	IW	FSP	GEF-3
1902	Development and Application of Decision-Support Tools to Conserve and Sustainably Use Genetic Diversity in Indigenous Livestock and Wild Relatives	UNEP	BD	FSP	GEF-4

SOURCE: Initial list compiled from PMIS and project documents, with updated status by the operational focal point in April 2013.

NOTE: BD = biodiversity; IW = international waters; WB = World Bank. Projects listed are those that had entered the GEF project cycle before December 2012.

TABLE 4.4 GEF-Supported Global Projects in Sri Lanka, 1991–2012

GEF ID	Title	GEF Agency	Focal area	Modality	GEF phase
Completed					
875 ^a	Development of National Biosafety Frameworks	UNEP	BD	EA	
1281	Solar and Wind Energy Resource Assessment	UNEP	CC	FSP	GEF-2
1599	Development of a Strategic Market Intervention Approach for Grid-Connected Solar Energy Technologies (EMPower)	UNEP	CC	MSP	GEF-3
3514	4th Operational Phase of the GEF Small Grants Programme (RAF1)	UNDP	MF	FSP	
Approved					
3808	Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being	UNEP-FAO	BD	FSP	GEF-4
3871	4th Operational Phase of the GEF Small Grants Programme (RAF2)	UNDP	MF	FSP	GEF-4
4678	GEF SGP Fifth Operational Phase - Implementing the Program Using STAR Resources II	UNDP	MF	FSP	GEF-5
4829	Support to GEF Eligible Parties for Alignment of National Action Programs and Reporting Process under UNCCD	UNEP	LD	FSP	GEF-5
4930	Enhancing the Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugong Across the Indian and Pacific Ocean Basins	UNEP	BD	FSP	GEF-5

SOURCE: Initial list compiled from PMIS and project documents, with updated status by the operational focal point in April 2013.

NOTE: BD = biodiversity; CC = climate change; LD = land degradation; MF = multifocal; EA = enabling activity. Projects listed are those that had entered the GEF project cycle before December 2012.

a. Not in the PMIS, but referenced in documentation.

SMALL GRANTS PROGRAMME

The GEF SGP in Sri Lanka commenced in 1994 and has since developed into a fully operational program. It is now in its fifth operational phase. During the 18-year period from 1994 to 2012, 330 SGP projects were implemented in Sri Lanka (table 4.5), accounting for \$9,767,815—\$6,458,815 provided by the GEF support, and \$3,309,000 provided as cofinancing either in cash or in kind by grantees. There was a special allocation for capacity building in GEF-5. Although there was no financial allocation by the GEF, the GEF SGP office administered the following small grant schemes:

- **Community Water Initiative.** Sri Lanka was 1 of 10 countries to receive funds from the Community Water Initiative toward achieving the Millennium Development Goals related to water supply.

- **Mekong Asia Pacific/Community-based Adaptation.** This initiative provided assistance for implementing community-level climate change adaptation activities.
- **Tsunami reconstruction.** This scheme provided for rehabilitation and reconstruction of destroyed habitats and infrastructure in the aftermath of the December 2004 tsunami.

According to the GEF SGP, the grants have reached approximately 300 NGOs, both national and local, established and new. These organizations operate throughout the island, except in Vavuniya, Mullativu, Killinochchi, and Mannar areas. These locations were affected by conflict and were inaccessible until 2009; thus, they lacked well-functioning environmentally focused civil society groups. This situation is changing, and the GEF SGP is looking to engage civil society groups in these areas in the new funding rounds.

TABLE 4.5 Small Grants Programme in Sri Lanka 1994–2012

Operational phase/name	Time frame	GEF grant	Cofinancing	No. of projects	Focal area						
					BD	CC	LD	POPs	MF	IW	CD
Pilot	1995–97	181,442	140,000	15	12				3		
Phase I	1997–99	399,562	467,000	49	39	3			7		
Phase 2	2000–04	1,847,813	650,000	126	68	22	15		21		
Phase 3/Year 1	2005–06	1,149,998	640,000	33	11		8		14		
Phase 3/Year 2	2006–07	750,000	279,000	31	8	6	10	4	3		
Phase 4/Year 1	2007–08	570,000	170,000	23	10	4	6	2	1		
Phase 4/Year 2	2008–09	605,000	393,000	23	12	2	3	1	5		
Phase 4/Year 3	2009–10	605,000	570,000	21	14	2			3	2	
Phase 5/Year 1 & 2	2011–12	350,000		9	2		1	2		3	1
Total		6,458,815	3,309,000	330	176	39	43	9	57	5	1
Special projects											
Community Water Initiative	2003–08	220,503	91,000	13							
Mekong Asia Pacific/Community Based Adaptation	2010–12	250,000	49,000	6							
SSC SSGF UNDP	2005	350,000		13							
Additional funds for tsunami	2007	250,000		17							
Total		1,070,503	140,000	49							

SOURCE: MOE 2012; National Portfolio Formulation Exercise, with verification and new information added by the UNDP GEF SGP Secretariat.

NOTE: BD = biodiversity; CC = climate change; LD = land degradation; MF = multifocal; IW = international waters. Phase 3 year 1 was from March to February; year 2 was from March to June of the following year; all subsequent years were from July to June.

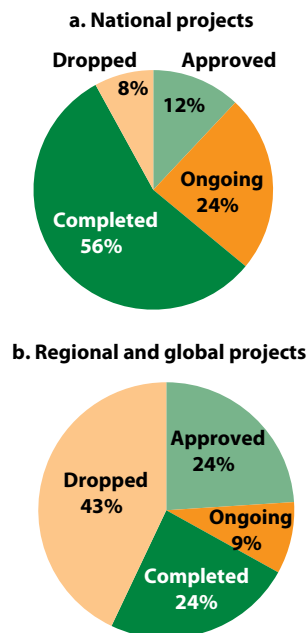
4.3 Evolution of GEF Support by Focal Area

At the national level, there are approximately equal numbers of biodiversity and climate change projects, but the portfolio as a whole reveals stronger support for biodiversity projects in terms of sheer number of projects (figure 4.1). Multifocal area projects have also been an important part of the portfolio, while there have been very few projects on land degradation, POPs, and international waters. SGP projects have enhanced coverage of land degradation, demonstrating the importance of this issue at the local level.

Figure 4.2 shows the status of projects in the GEF Sri Lanka portfolio. Quite a few national projects are at the implementation stage, while at the regional and global levels, there are more projects at the approval stage. The projects at the implementation and approval stages include those from both GEF-4 and GEF-5, and show an overlap of these implementation cycles. Dropped projects are mainly regional ones.

A large amount of climate change funding is attached to projects at the approval stage; only a small amount of biodiversity funding is at this stage (table 4.6). During the final stages of this evaluation, the biomass project was approved; there are no projects in the pipeline for GEF-4 and GEF-5 for other focal areas.

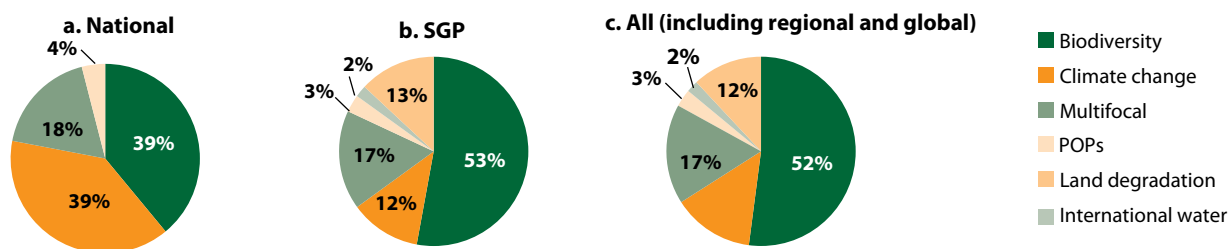
FIGURE 4.2 Status of GEF Projects in Sri Lanka, 1991–2012



NOTE: The percentages are based on the number of projects.

The financial allocations shown in table 4.6 indicate that both climate change and biodiversity projects have been provided nearly equivalent amounts of funds, while POPs projects were provided the least amount of funding (for an enabling activity).

FIGURE 4.1 Representation of Projects by Focal Area in the Sri Lanka Portfolio, 1991–2012



NOTE: The percentages are based on the number of projects.

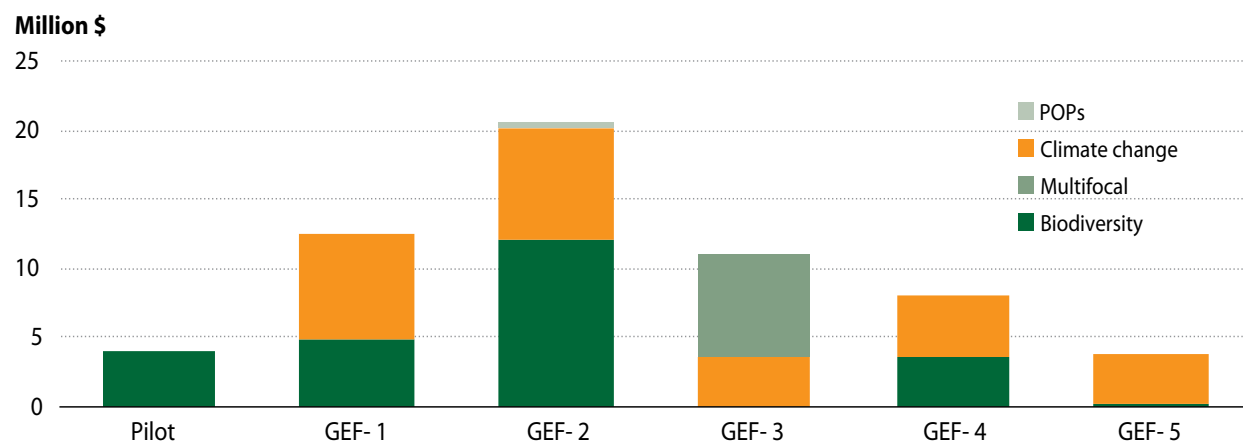
TABLE 4.6 GEF Support to National Projects Based on Financing by Status and Focal Area, 1991–2012

	No of project	Completed	Ongoing	Pipeline	Total	Share %
Biodiversity	9	21.0	3.5	0.2	24.7	41
Climate change	9	15.6	3.6	8.2	27.5	45
Multifocal	4	0.2	8.1		8.3	14
POPs	1	0.5			0.5	1
Total					61.0	

Figure 4.3 shows a major spike in funding in GEF-2 for both biodiversity and climate change. This increase is largely due to two projects: the Protected Areas and Wildlife Conservation Project

in biodiversity and the rural renewable energy project under climate change. The figure also shows the transition in focus from biodiversity to climate change through the phases.

FIGURE 4.3 Distribution of Funding across GEF Phases, 1991–2012



5. Results of GEF Support to Sri Lanka

5.1 Overview

GEF support has contributed to fulfilling some requirements under the international conventions such as reporting, assessment, and preparation of action plans through enabling activities. The completed MSPs and FSPs have focused on implementing changes that would contribute to the objectives of the conventions for achieving global environmental benefits. Enabling activities for climate change, land degradation, biosafety, and POPs have also been conducted as separate projects and aimed at meeting obligations under the various conventions. Table 5.1 provides information on the contribution of each of Sri Lanka's completed projects toward fulfilling international requirements and aiding in the achievement of global environmental benefits. Overall, the focus has been on two focal areas—biodiversity and climate change.

In terms of biodiversity, the main contribution has been to improve the management of protected areas that span terrestrial and coastal lands in both the country's wet and dry zones; this has contributed to the protection of globally valuable species and habitats. This initiative has been aided by resource mapping (baselines, inventories, national "Red Listing," etc.); preparation of action plans (the BCAP and its addendum, gap analysis); and direct implementation of institutional and management processes such as restructuring institutions, skills development, infrastructure development, and enhancing management tools and styles.

Regarding climate change, while there have been efforts toward improving the information base in planning climate change mitigation through enabling activities, the most significant result has been an increase in the use of renewable energy (hydro, solar, and wind power), which has contributed to GHG reduction. However, GEF support has not extended to transport, agriculture, or waste-related emissions, which are also significant contributors to Sri Lanka's GHGs. Emissions from biomass, which are mainly due to domestic use, have not been addressed at the national level, but have been addressed in a number of SGP projects involving better stove and kitchen design.

In enabling activities, the NCSA process was a critical step toward identifying priority capacity development needs and synergies across sectors to assist in the implementation of the three major conventions—the CBD, the UNFCCC, and the UNCCD. This country-led process concluded that, while capacity was indeed lacking, weak law enforcement, a lack of coordination and communication among institutions and agencies, and poor private sector involvement all impeded the achievement of better results in these focal areas. To date, however, the remedial measures identified through wide consultation during the NSCA process have not been adequately addressed; this is mainly due to funding constraints and the absence of a coordination mechanism to track and drive these activities.

TABLE 5.1 Contribution of GEF-Supported Completed Projects in Sri Lanka to Meeting International Environmental Commitments and Global Environmental Benefits

GEF ID	Title (modality)	Link to international environmental commitments	Link to global environmental benefits
811	Participation in the Clearing House Mechanism of the CBD (EA)	Participation in CBD Clearing-House Mechanism—stock taking	Conservation of globally significant biodiversity
818	Conservation of Globally Threatened Species in the Rainforests of Southwest Sri Lanka (MSP)	Relates to CBD through prevention of deforestation, protection of threatened fauna and flora within the rainforests in the southwest of Sri Lanka, and promotion of community participation in forest conservation and better management. Includes improving management in the Sinharaja World Heritage/UNESCO Biosphere Reserve, as well as in the neighboring KDN complex which is also high in species diversity.	Conservation of globally significant biodiversity
95	Conservation and Sustainable Use of Medicinal Plants (FSP)	Helped meet obligations under CBD Articles 6b and 10. Increased attention to documenting medicinal plants and to more sustainable use by establishing nurseries and improving harvesting techniques. Worked in both wet and dry zone areas such as the KDN complex and the Ritigala Protected Area, which are important in terms of medicinal species.	Conservation of globally significant biodiversity, sustainable use of biological resources
802	Conservation of Biodiversity through Integrated Collaborative Management in Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems (FSP)	Designed to meet obligations under CBD of sensitive coastal ecosystems. Established greater protection to area through a SAM plan, and increased focus on conservation of endangered marine turtles (five species) and coral reefs.	Conservation of globally significant biodiversity
352	Development of Wildlife Conservation and Protected Areas Management (FSP)	Related to CBD habitat/species conservation objectives through better management of critical habitats. Provided capacity building to assist in better management.	Conservation of globally significant biodiversity
878	Protected Areas and Wildlife Conservation Project (FSP)	Related to CBD habitat/species conservation objectives. Helped update the 1998 BCAP through an addendum. Some progress made to improve management of critical habitats through capacity development, adaptive management, and community participation in conservation. Sites include charismatic species such as the leopard and elephant and a Ramsar site, which is also a UNESCO Man and the Biosphere Reserve. More scientific studies available on parks.	Conservation of globally significant biodiversity
309	Enabling Sri Lanka to Fulfill Its Commitments to the UNFCCC (EA)	First Communication to the UNFCCC—stock taking, identifying priority sectors, GHG inventory to aid planning and set a baseline	GHG mitigation and increase use of renewable energy
1008	Climate Change Enabling Activity (Additional Financing for Capacity Building in Priority Areas)	Second Communication under UNFCCC—stock taking exercise and report on progress, as well as identification of capacity gaps	GHG mitigation and increase use of renewable energy
425	Renewable Energy and Capacity Building (FSP)	Relates to UNFCCC commitment to stabilize GHG emissions through promotion of renewable energy as a source of electricity to replace fossil fuels	GHG mitigation and increase use of renewable energy

(continued)

TABLE 5.1 Contribution of GEF-Supported Completed Projects in Sri Lanka to Meeting International Environmental Commitments and Global Environmental Benefits *(continued)*

GEF ID	Title (modality)	Link to international environmental commitments	Link to global environmental benefits
104	Energy Services Delivery (FSP)	Relates to UNFCCC commitment to stabilize GHG emissions through promotion of renewable energy as a source of electricity to replace fossil fuels. A number of on-grid mini-hydro (wind and mini-hydro) schemes and off-grid renewable energy projects established; these have contributed to reducing emissions from fossil fuels.	GHG mitigation and increase use of renewable energy
1545	Renewable Energy for Rural Economic Development (FSP)		
1777	Enabling Activities for the Stockholm Convention on POPs: National Implementation Plan for Sri Lanka	Prepare the groundwork for implementation of the Stockholm Convention on POPs; National Implementation Plan prepared	Reduced POP risks on human health and the environment by reducing and eliminating production, use, and release of POPs
2417	National Capacity Needs Self-Assessment for Global Environmental Management (EA)	Linked to identifying needs to implement the CBD, the UNFCCC, and the UNCCD. Identified the need for a functional access to genetic resources and benefit-sharing regime in Sri Lanka. Capacity needs identified.	Relates to several themes

NOTE: EA = enabling activity.

5.2 Results by Theme

PARTICIPATORY MANAGEMENT OF PROTECTED AREAS

A key feature of the GEF-supported biodiversity projects has been to pilot test and develop participatory models for improved management of protected areas with community participation. This concept was applied in several projects addressing forests, wildlife, and coastal areas. Essentially, the components of these participatory models were to set up CBOs to provide livelihood support through microfinance and training, and to support this by creating awareness of biodiversity and conservation. These models clearly demonstrated the potential for better cooperation on and support for biodiversity conservation from communities, which will result in better protection of natural resources. It was expected that the agencies responsible for conservation and protection (the Forest Department, the DWLC, and the CCD)

would apply this model in their future management approaches.

The model implemented by the Forest Department in the rainforest project was rated by stakeholders as being successful in achieving the desired change of reducing illegal activities and overextraction within the protected area. It is accepted as a successful management approach by the department and is being applied to other projects and programs. The model was also successfully used to redesign and implement the community activities (Component D) of the Protected Areas and Wildlife Conservation Project. The initial design of this component had an independent NGO undertaking these activities, which was not successful. The Forest Department model of using mobilizers who were trained to work under the management of the department/project was applied successfully. This change in approach was aided by a transfer of knowledge via staff members serving on both projects. Both the coastal ecosystems project and the post-tsunami project have applied a similar

participatory management component as part of the SAM projects undertaken by the CCD.

The results of the ROTI studies of the rainforest project and the Protected Areas and Wildlife Conservation Project, together with data from a recent Man and the Biosphere review,¹ show that three project components—raised awareness, livelihood support, and change in attitude toward participatory management on the part of department officials—supported the achievement of improved results in relation to the participatory management approach. The community-based activities and links developed with department officials have led to communities continuing to keep vigilance on forests/protected areas. Illegal activities such as logging and encroachment have been reduced to a great extent in both the rainforest project and the Protected Areas and Wildlife Conservation Project. The reduction of illegal activities was aided by boundary marking and electric fences—which are among the normal activities of these departments. However, poaching in some areas covered by the Protected Areas and Wildlife Conservation Project is reported to have increased over the project's life. This finding was viewed as a consequence of reduced interaction between the community and wildlife officials.

Replication of the participatory management approach has had mixed results. While all projects acknowledge that this type of management has some benefits for the community, resulting in better protection, it is not a concept that has been integrated into all departments equally. The Forest Department shows the greatest buy-in. It has been interested in the community-based management concept for some time, and proposed the model in several management plans as a response to the

1995 Forest Policy and Forestry Sector Master Plan. The drive for the rainforest project thus came from within the Forest Department. Staff closely administered and managed the project, thus helping to create ownership of it. The model necessitated an attitudinal change on the part of department officials, who had to shift from a policing model to a more collaborative approach. This last is seen as a highly satisfactory achievement of the project. The need to maintain relationships, provide some benefits to the community, and involve communities in the conservation effort has been absorbed into the operational style of the Forest Department. The community mobilizers recruited for the project have been retained as education officers. Their role is to maintain links and carry out activities with the communities, with some funds earmarked for awareness and training. The same model has been applied on AusAid-funded projects on community forestry under the Sri Lanka Australia Natural Resources Management Project, and on some new initiatives undertaken by the Forest Department in the Knuckles mountain range and Hambantota.

Although the CCD has adopted a participatory approach at all the SAM sites, these activities are dependent on external funding. Mobilizers are hired when needed for a project, and do not occupy regular posts in the CCD. The participatory model has not been replicated in the DWLC, although general awareness programs are conducted. While some regular field staff at project sites are making an effort to maintain links with the CBOs and communities involved in the Protected Areas and Wildlife Conservation Project, the outreach officers from the department who worked with the project staff are no longer at these parks. Further, the project staff who were trained in social mobilization and who worked closely with the CBOs were not recruited into the permanent staff cadre after the project ended, suggesting a lower level of commitment to this type of management approach.

¹ This evaluation incorporated information from parallel fieldwork done under the periodic Man and the Biosphere review commissioned by the National Science Foundation. The review used some of the ROTI data-gathering and analysis tools.

LINKING ENVIRONMENTAL CONSERVATION TO LIVELIHOODS

Another aspect of the participatory management model worth exploring is the livelihood component. The aim of community-level interventions is to engage the community in conservation while improving their livelihoods and offering them an alternative to livelihood practices that endanger protected areas. Projects in Sri Lanka have shown that the ability to offer loan schemes, training, and viable alternatives can lead to conservation benefits. In the rainforest project, the villagers who were cultivating tea on forest boundaries were given training to improve their productivity within the available land without expanding the extent of their cultivation. They were also given advice on the use of fertilizers and newly improved tea varieties to improve productivity. Financial support was provided through revolving funds, offered to CBOs as credits, to enhance cultivation or establish tea nurseries. Communities and officials of the Forest Department state that these interventions did result in greater income from tea and have minimized encroachment in the project areas. Community members state that similar training on livelihoods should continue periodically to ensure the continuation of benefits to the next generation and to recruit new members for the CBOs.

Other popular livelihood options were not connected to natural resources—driving, setting up small businesses, sewing, etc.—but reduced dependency on forest resources. Their popularity also indicates a change in the relationship with forests and changes in society. Interestingly, livelihoods that are linked to less destructive natural resource use, such as tourism, have had limited benefits. A few community members living close to forest entrances tend to benefit from these options in the form of guiding or providing accommodation, handicrafts, food items, etc. In the case of wildlife protected areas, where services are mainly

in the form of jeep drivers, community members have noted that outsiders have mainly benefited, due to the investment needed to hire and maintain the vehicles. This aspect of livelihood development is thus rated as less successful. In the coastal ecosystems project, similar issues of a lack of widespread benefits to the community were noted. A few community members who were engaged in the collection of turtle eggs were influenced to become guides in the turtle conservation beach areas, but this has limited capacity. Another highlighted downside of livelihood activities has been that granting individual loans leaves room for misuse and nonpayment of the loans. This was given as one of the reasons for the CBOs to stop functioning, especially if there is no state officer to monitor the progress of CBO activities.

SGP projects have particularly focused on combining the livelihood option with natural resources for sustainable management. By definition, the livelihood components have indeed contributed to conserve natural resources on a local level. Some have resulted in marketable products (energy-efficient stoves; rush and reed products; traditional rice, vegetables, and other food products), while others have gained income through a change in practices (ecotourism, land use planning, and home gardens). Some projects have been recognized as good models locally and internationally (i.e., the rush and reed project and the traditional yams project). The UNDP SGP office stated that around 60 percent of projects in Sri Lanka can be seen as successful and last beyond GEF funding. The office also notes that scaling-up and increasing benefits have been problematic.

Contribution to livelihoods and increased local economic development and employment was an objective of Sri Lanka's energy projects, but it was not well achieved. The completion report of the rural renewable energy project indicates that the benefit for the enterprises that connected to the grid was that they could operate for a longer period of time; but since these were largely family-owned

enterprises, this did not have an impact on enhancing employment in the area as expected. Nevertheless, the project did make a contribution to the increased well-being of households.

BUILDING ON PAST EXPERIENCES

A number of projects have built on previous projects, resulting in funding being available over a longer period of time. Such efforts include the two wildlife conservation and protected area management projects; the rural renewable energy project that followed on the Energy Services Delivery project and which has in turn been followed on by the Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies project that is still in the pipeline.

Some projects have linked to other past, ongoing, or follow-up projects for greater continuity and resource pooling; this was the case for the coastal ecosystems project that was continued by the Coastal Resources Management Project, which was funded first by USAID and then by ADB and the Netherlands. Similarly, the post-tsunami project was linked to an ongoing IFAD initiative, the Post Tsunami Coastal Rehabilitation and Resources Management Programme. The IFAD project was supposed to provide administrative support to the GEF project. However, due to three consecutive changes in the line ministry serving as the lead project agency, this was not possible; consequently, a small project implementation unit including a part-time manager was set up instead. This situation was rectified midway into implementation, and a full-time project manager was assigned in January 2013.

The most successful follow-on projects have been the renewable energy projects, which have had results lasting beyond the life of the project. The Energy Services Delivery and rural renewable energy projects were two of the largest and involved both the World Bank and the private

sector. The acceptance of renewable energy as a viable energy source and a part of Sri Lanka's energy mix has been established, aided by the investment models, tariff structures, and capacity building carried out by these projects. Relevant groups of energy professionals, associations, and community societies, along with the private sector and the state—in the form of the Sri Lanka Sustainable Energy Authority—continue to lobby for renewable energy in the country.

The SGP has in many instances provided consecutive grants to the same beneficiary group to move a particular initiative from developing a technology or sustainable intervention, to demonstrating it in different areas, and to enhancing or adding value to it.² One such example was the development of a cleaner, more efficient cooking stove; subsequent grants were used to work on marketing the stove and then on offering an entire kitchen unit to combat indoor air pollution. Similar examples exist regarding projects on the conservation and marketing of rush and reed products and on tuber varieties.

During the evaluation, the SGP national staff and the SGP grantees raised the issue of limitations imposed by one-year funding cycles that do not allow adequate time to develop systems and products, make an impact on environmental systems, and demonstrate change effectively.

LESSON SHARING

One likely reason for Sri Lanka's ad hoc sharing of lessons is the absence of a central repository for project information and a lack of regular sharing of project information among national executing agencies and GEF Agencies. These deficiencies are also observed regarding SGP projects, resulting in

²Of the 26 SGP grantees who attended the information-gathering workshop, 21 had received GEF grants more than once, with the grants used for similar projects as well as for new activities.

a lack of collaboration—either vertically or horizontally—and executing agencies’ lack of familiarity with the range of projects. Thus, the impact and spread of activities is affected.

Sri Lanka’s newer projects—including those addressing alien invasive species, biomass, and agrobiodiversity—have specific activities and budgets allocated for the dissemination of lessons learned. They also address cross-sectoral topics (i.e., combining agriculture, land use, climate change, and energy with biodiversity) and institutional links that could make for more lesson sharing. It is too early to say what the impact of this greater attention to lessons learned and dissemination will be, as these projects are still in the early stages of implementation.

5.3 Institutional Sustainability and Capacity Building

Most projects have had capacity-building components for executing agencies as well as for other stakeholders involved in implementation. The types of capacity building have ranged from sponsoring formal university education (master’s and doctoral degrees), improving training curricula, hands-on training through work with consultants and the project, technical training (demand-side management, ecotourism, medicinal herb processing), and administrative training. Training has also been given for mobilizing and managing community initiatives. Communities have been given training on conservation/energy issues, managing CBOs, and improving and starting new livelihoods.

Lasting impacts of capacity-building initiatives can be seen in the renewable energy sector. Targeted training demand-side management strategies have been established, and energy audit skills and demand-side management M&E skills are actively used by energy service companies. There have been instances when they have taken this expertise to Asia and Africa. These companies are registered under the Sri Lanka Sustainable Energy Authority

and continue to be involved in the energy sector. In addition, local technicians are involved in the production and installation of micro- and mini-hydro schemes within the country. The electricity consumer societies mobilized and strengthened under GEF-supported energy projects continue to function and lobby for renewable energy.

One of the main objectives of the Protected Areas and Wildlife Conservation Project was institutional strengthening of the DWLC. There was a shortage of qualified staff for most positions; this project focused largely on this issue, as enhancing capacity was considered a critical need to enable better management of wildlife reserves and the species they contain.

The project expected to strengthen human resources, financial and administrative capacity (including infrastructure such as a building, communication equipment, and a management information system), and a transparent management system in the DWLC to improve its credibility and effectiveness in managing wildlife. A key component was to include a decentralized system with regional offices that could make decisions about work objectives, resource needs, and work programs with decentralized budgets to increase the efficiency of protected area operations. The project also looked to improve the Fauna and Flora Protection Ordinance to enhance protected area management. The ultimate aim was to improve the management structure and style to increase efficiency in a relatively new institution.

The restructuring created a range of new units and deputy directors at the head office. However, as there was internal resistance to using new recruits to fill many of the newly created posts, they were filled by existing staff on an acting basis as a temporary measure to enable successful project implementation. As of mid-2013, some of these positions are still vacant (e.g., Director Protected Area Management), and some are still filled on an acting basis (e.g., Deputy Director Outreach). Appointment of regional deputy directors was a

main feature of the restructuring effort and took place at the latter stages of the project; however, this too was done without adequate funds from the project to set up staff in these offices. At the time this report was being written, the DWLC stated that the regional deputy directors appointed have been promoted and moved to the head office and that the positions are now vacant. Thus, there are only assistant directors at the regional level, so approvals have to revert back to the head office—reducing the impact of decentralization. No indication was given if new regional deputy directors will be appointed. Some stakeholders believe there was no commitment to the decentralized structure. It must be noted that, during the time of the project and since then, the DWLC was transferred under the purview of several ministries; this was stated as a reason for the disruption of a smooth flow of operations.

With a delayed start, annual work plans have been formulated and accounting procedures established. The borrower's project completion report states that the accounting has been very good. A communication network was established to increase management efficiency, but fieldwork indicated that this system is not functioning in some parks and that the equipment is not being maintained. However, it is noted that the computerization of budgets and tourism figures has helped improve efficiency.

Overall, the training improved the professional workforce. It was also a motivator in providing personal growth opportunities. Stakeholders acknowledge that some individuals continue to use their skills and training to improve the parks at both the headquarters and local levels. Officers in the respective parks developed management plans; this enhanced their capacity, as was evidenced by their ability to prepare similar plans for other projects, as reported by the World Bank. As the attrition of trained staff from state agencies is low, it can be presumed that the knowledge remains within the organization and can be mobilized to

enhance implementation of future projects. However, continuous rotation of staff can result in discontinuity of activities in the pilot parks. Trained visitor service and ecotourism personnel have been transferred to places where no such facilities exist, while the capacity-developed cadre of community mobilizers was not absorbed into the DWLC—thus resulting in the training benefits being lost to the department. Nonetheless, the training component is seen as having been a driver in improving the DWLC's ability to manage protected areas. Training remains part of the regular activities of the department, which has absorbed some of the training modules developed under the project.

The SGP national coordinator indicated that GEF funding has helped build capacity at the community level for concepts related to the focal points as well as in writing funding proposals and speaking on conservation issues at local and foreign forums. SGP grantees acknowledge the support of the UNDP and GEF Secretariat in helping build skills and provide guidance to improve projects. The SGP projects have also helped create a body of knowledge and a civil society network able to lobby for issues related to the environment. Some network members are being consulted in relation to environmental policies and programs such as the country's Climate Change Adaptation Policy and the management of alien invasive species. SGP project knowledge has also spread across most parts of the country within local organizations. There were markedly fewer projects in the North and East regions of Sri Lanka; thus, capacity has not spread to these areas due to the lack of organizations there following the war. The SGP acknowledges that this is an area in which improvements are needed.

The post-tsunami project needed to invest in capacity building, as coastal restoration was a new area of work for the various project stakeholders. The lack of technical capacity in the CCD has hindered work in this area. Attention is being given under this project to increase this capacity by

providing for training and by establishing a technical coordinating committee, with a view toward setting up an Ecosystem Restoration and Adaptation Unit within the CCD. Progress at the time of the IFAD monitoring mission (November 2012) carried out for all project activities under Components 1 and 2 related to ecosystem restoration and climate adaptation indicates that this aspect of the work is moderately unsatisfactory.

5.4 Results by GEF Focal Area

BIODIVERSITY

Full- and Medium-Size Projects

Responding to the need for conserving the biological wealth of Sri Lanka, GEF support from its inception has focused on biodiversity. Biodiversity projects have been linked to both the development of action plans (e.g., the BCAP prepared under the medicinal plants project, and an addendum to this action plan prepared through the Protected Areas and Wildlife Conservation Project), as well as overall protected area/forest/coast management plans identified by the line agencies (the two wildlife conservation and protected area management projects, for improved protected area management; the rainforest project, for participatory forest conservation with communities; and the coastal ecosystems project, for SAM with community participation). Over the time period examined, GEF support has enabled attention to be focused on emerging subjects such as sustainable use of bio-resources (medicinal plants project), genetic resources (Development and Application of Decision-Support Tools to Conserve and Sustainably Use Genetic Diversity in Indigenous Livestock and Wild Relatives, GEF ID 1902), the control of alien invasive species, biosafety, agrobiodiversity, and wild crops. These projects, excluding the one addressing biosafety, have all been demonstration projects. They have thus provided hands-on

experience with the topics and assisted in developing national capacities.

In the biodiversity projects, the continuation of the changes and processes put in place once the project has been completed depends on internal budgets and ownership as well as additional project funding. New investment has not been regular, and activities have continued in a scaled-down manner, due to scarce budgetary allocations. However, some activities are being continued, such as participatory forest management by the Forest Department, and continued strengthening of boundary marking and the establishment of electric fences by the Forest Department and the DWLC. Some activities, such as the maintenance of park infrastructure, show variation across parks. Some sites are maintaining the infrastructure to a fair degree; others show a deterioration in the facilities—i.e., the visitor centers and living quarters; also, in many cases, the communication equipment and vehicles are no longer usable.

GEF SGP Contribution to Biodiversity and Livelihoods

When asked to describe the contribution of the SGP to environmental management, stakeholders noted three types of activities: conservation and sustainable use of species, conservation and restoration of environmental systems, and education and awareness. With regard to conservation and sustainable use of species, they identified numerous plant and animal species selected for projects due to the food or other income-generating value these species have—e.g., traditional potatoes and yams, juggery palm (fishtail palm), traditional rice varieties, vegetables, fruits, reeds, medicinal plants and even some species (marine turtles, freshwater fish). The SGP community-based projects have also been involved in the conservation of numerous ecosystems, including working within or surrounding national protected areas such as the KDN complex, the Knuckles conservation zone, the Bundala protected area, and the Rekawa SAM sites. SGP projects have

also supported smaller forest areas such as Gallena Kande. Projects have supported restoration of coral reefs, wetlands, mangroves, and other riparian ecosystems. They have aimed to manage alien invasive species, reduce illegal use of forest products, and reforest or restore areas, among other objectives. There have also been projects aimed at supporting agriculture. Overall, the focus has been to develop models that combine conservation and community participation in local resource management along with income-generating activities. The livelihood component is seen as the most visible impact, while actual benefits to conservation have not yet been studied.

SGP projects have also **increased understanding about the environment** among local organizations and community members. There has been a range of educational programs, exhibitions, and the like; some SGP grantees have shared their experience internationally (e.g., in India). Some products have been developed to meet international standards (i.e., products based on *kithul*, a traditional rice variety). Others have been nominated for awards such as the Equator Award for a project that combined the protection of local rush and reeds, wetlands, and livelihoods through sustainable use of rush and reeds.

Some areas that need improvement involve scaling-up and connecting the different interventions with larger projects/schemes. NGO networks have been involved in policy-level processes, but not in a structured manner. Better linkages between the SGP interventions and national projects are needed for greater impact of these initiatives—both in terms of the types of activities that are being carried out and also in terms of the NGOs/CBOs serving as a resource to guide such activities and mobilize communities.

CLIMATE CHANGE

Climate change interventions have largely responded to energy shortfalls experienced by Sri

Lanka and its desire to expand electricity coverage to areas not reached by the grid. The climate change area has been dominated by projects addressing renewable energy, with continuity and positive results. The two main projects conducted—the Energy Services Delivery project and its follow-on, the rural renewable energy project—have been supported by other projects in the Sri Lanka portfolio, namely, the Renewable Energy and Capacity Building project, the global Development of a Strategic Market Intervention Approach for Grid-Connected Solar Energy Technologies (EMPower) project (GEF ID 1599), and the global Solar and Wind Energy Resource Assessment project (GEF ID 1281).

The main issue addressed by the two largest energy projects was a lack of access to long-term financing for private sector investors and commercial banks with which to invest in the renewable energy sector. The projects demonstrated that the risks are manageable and that lending would be profitable for private sector investment. As a consequence, private sector renewable energy developers developed projects using the lending provided by commercial banks, with some risk absorption by the project and on their own part. Seventy-seven mini-hydro schemes totaling 182 megawatts have been commissioned and are selling to the grid (DFCC Bank 2012). Discussions with DFCC Bank stakeholders revealed that, at the commercial bank level, long-term financing for renewable energies has not continued. Such a long-term mechanism for grid-connected renewable energies was not planned for by the project; this was a shortcoming in the exit strategy.

The climate change projects also concentrated on advancing different actors within the renewable energy industry such as developers, manufacturers, and financiers. As a result, microfinance institutions have extended their credit facilities to rural households that did not have access to clean energy.

The project implementation completion reports show that targets were exceeded in terms of solar

home systems. The Energy Services Delivery project provided 20,953 solar home systems against a target of 15,000; the rural renewable energy project provided 110,575 solar home systems against a target of 85,000. An additional 7,913 households were provided with mini-hydro systems.

There is a tendency to stop using micro-hydro units and solar home schemes once grid electricity is available. Problems mentioned in connection with the solar systems were maintenance of batteries and a lack of technical support; these were cited as preventing their use, even though they reduce grid energy consumption. It was seen as valuable before getting a grid connection. Some households are selling their units to other households that are not yet connected to the main grid.

In the case of micro-hydro schemes, the cost and labor of maintaining the systems, machinery breakdowns, and limited power capacity per household were cited as deterring facts that have reduced their usage once the grid is available (Energy Forum 2013).

By 2011, the reach of the grid had expanded to cover more than 90 percent of the households. Only isolated pockets remained unconnected, amounting to 1,072 villages (approximately 40,000 households), as identified by the Ceylon Electricity Board (Energy Forum 2013). To reach these households, some lending and possibly a grant mechanism may be required, as per the Energy Services Delivery/rural renewable energy project model.

The rural renewable energy project did not put a mechanism in place to address the issue of what to do with installed systems once the grid was extended. Since project completion, a procedure has been put in place that allows power from micro-hydro schemes to be sold to the grid through an interconnection.³ This initiative is

³Such power purchase agreements were already in place for use by commercial mini-hydro plants, but not for smaller, community-operated micro-hydro units.

being spearheaded by the Federation of Electricity Consumer Societies, an umbrella organization representing 200 electricity consumer societies established under the rural renewable energy project. At the time of the review, two of the micro-hydro sites at Athuraliya and Owala in Ratnapura District had been connected with the use of this power purchase agreement (Energy Forum 2013). This process is continuing after project completion due to the interest and efforts of some stakeholders.

The commercial use of mini-hydro schemes has had a positive impact on GHG emissions reductions in Sri Lanka. On a time-bound scale, the off-grid solar and micro-hydro projects have also contributed to a reduction in the use of kerosene (a fossil fuel) for lighting.

The private sector continues to invest in mini-hydro power and has also begun to invest in wind power projects, driven by tariff structures and a power purchase agreement. The commercial orientation of the projects and the community organizations that were created enabled policy and project initiatives to be taken forward independently after the GEF and World Bank support ended. The focus is now shifting to other types of renewable energy such as biomass to replace fossil fuel and to sell the power to the grid or use it off grid for industrial purposes; this is the direction of the upcoming Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies project. Further barriers to sales to the grid, for biomass, etc., have emerged, and new GEF projects are coming on board, although these have been delayed due to approval issues. Strong lobbying groups continue to work with the authorities to improve the uptake of renewable energy in the country.

The public–private–civil society partnership and collaborative approach used throughout the rural renewable energy project was a major factor in its success. Stakeholders carried out specific roles based on their expertise. Financial issues were handled by participatory credit institutions and microfinance institutions. While these latter

were also central in reaching communities, government agencies such as the Ceylon Electricity Board were involved as executing agencies responsible for implementing such components of the project as the power purchase agreements, demand-side management, and the pilot wind project. The Ministry of Planning and provincial councils provided backing for smooth implementation of approvals and necessary government support. The energy developers provided technical support to develop the products and manage the maintenance. Village consumer societies were also a part of this collaboration, participating in project planning and monitoring and in providing direct feedback. Civil society organizations provided capacity-building and mobilization functions. The ability to gain the collaboration of a range of stakeholders was a noteworthy driver of this project.

From the perspective of the project administration unit (the DFCC Bank and the Ceylon Electricity Board), their proactive roles were also a key factor in project success. The unit acted as facilitator and mediator of various stakeholders, including beneficiary households, renewable energy developers, government entities including the Ceylon Electricity Board, and the World Bank; it maintained a strong consultation process with all of these throughout the project period. These implementation arrangements helped to overcome obstructions and to address emerging problems.

The work carried out to put in place the attractive feed-in tariff structures and power purchase agreements was a key factor in maintaining private sector interest in the project. The overall support and buy-in from the government was also a driver in the success of Sri Lanka's renewable energy projects.

6. Relevance of GEF Support to Sri Lanka

6.1 Relevance to Country Environmental Priorities and Sustainable Development Needs and Challenges

As described in [section 3.3](#), Sri Lanka has solid policy and institutional structures in place to address sustainable development and environmental protection. The projects supported by the GEF were aligned to legal and sectoral plans such as the NEAP, the BCAP, the Coastal Zone Management Plan, and the SAM Plan. These are discussed in more detail in [section 6.2](#). In practice, however, the need to collaborate and integrate activities with numerous ministries and departments and with their agendas, priorities, budgets, and plans resulted in less than favorable uptake of sustainable initiatives.

While participatory processes were used to put in place sustainable benchmarks and activities such as the Haritha Lanka Programme, it is up to each sector, department, or institution to decide how to incorporate environmental aspects into its work, with the Ministry of Environment providing guidance and legislative coverage. There is no separate financing mechanism allotted for these activities, which are intended to be incorporated into the state institutions' annual budgets. Each institution then needs in-house capacity, ownership, and alignment to sectoral agendas—which is not always the case. These gaps were highlighted in the NCSA process in relation to effective implementation of

the CBD ([box 6.1](#)) as well as in the national stakeholder meeting held as part of the evaluation.

Interviewed stakeholders did not believe many good examples of cross-sectoral plans were being proposed or implemented successfully. They cited a lack of understanding and technical ability hindering continuation of activities after project closure. Attention to and interest in developing synergies in content and resources were also seen as inadequate. The experience shared by the Ministry of Environment on efforts to develop collaborative planning as part of the Protected Areas and Wildlife Conservation Project revealed that, even among departments with similar interests, such collaboration was not easy to accomplish, as entities tended to promote their own agendas and plans.

Although there are many laws and regulatory processes that control industrial discharges, pollution, and air and water quality, among others, enforcement weaknesses reduce their effectiveness. The ways in which laws are interpreted and used are seen as divergent and inconsistent (MOENR 2007b). Additionally, some areas such as domestic and industrial solid waste are less regulated. Regulation also varies in different parts of the country as it is managed by local authorities. Local-level organizations do not have structured mechanisms by which they can share lessons and experiences from the local to the national level, which hinders scale-up.

Ownership and buy-in are important in gathering the needed support for environmental

BOX 6.1 Ten Priority Capacity and Collaboration Actions for Effective Implementation of the CBD

- Sectoral and cross-sectoral support for biodiversity conservation and sustainable use
- Effective enforcement of laws and regulations
- National access to genetic resources and a regime for equitable benefit sharing
- Biotechnology using genetic resources for sustainable use of biodiversity
- Effective inter-institutional coordination mechanism for identification and monitoring of critical components of biodiversity and threats
- Multi-institutional coordinated effort for establishing a rational network of protected areas
- Participatory and integrated in-situ conservation and management of ecosystems
- Multistakeholder participation for species-specific in-situ and ex-situ conservation
- Negotiating at CBD Conference of the Parties and other global forums and communication, education, and public awareness for biodiversity conservation
- Capacity to prevent entry and establishment of alien invasive species

SOURCE: MOENR 2007b.

and sustainable development initiatives. The level of ownership of GEF-funded projects has varied by project and has led to different results. The Ministry of Finance and Planning and the Ministry of Power and Energy were eager to develop renewable energy sources in the early 1990s as the national electricity grid reached only 40 percent of households. Given this commitment, the support extended by the government to overcome issues related to tariffs and power purchase agreements was very high. This support led to higher levels of ownership and better results on completed renewable energy projects.

Ownership also entails consulting with people at the design stage and involving them in the project at the implementation stage. In the rainforest project, the Forest Department used a participatory process to design the project, thereby generating increased ownership. In contrast, the Protected Areas and Wildlife Conservation Project was largely designed by external consultants, leading to resistance from within (i.e., DWLC staff) and from concerned members of civil society who filed suit against the implementation of certain project components. Subsequent changes to the project

that incorporated staff ideas overcame these concerns and led to satisfactory project completion. While the expertise to develop proposals did not exist at that time within the DWLC and external support was needed, better buy-in could have been achieved by incorporating executing agency ideas into project design and implementation.

Government ownership of GEF projects is evidenced by its in-kind and monetary contributions to all GEF projects except the enabling activities. Analyzing funding commitments at the point of project approval, the Sri Lankan government's contribution is around 19 percent of total project funding. However, the evaluation of the coastal ecosystems project notes that the government staff time committed to the project did not sufficiently materialize, as staff continue to have commitments to their parent organizations and to their regular workload. This issue of adequate staff time was also raised with regard to the post-tsunami project. And at the national workshop held during this evaluation, staff time, commitment to projects, and staff ability to handle work requirements were cited as affecting ownership and the impacts of a project.

While funds and human resources are committed to projects during their implementation, the level of commitment is not maintained once a project is completed. A certain reduction of support and decreased intensity of project activities are to be expected once project financing ends. However, when coupled with the reduction in budgets in terms of the allocations received, there is no interest in continuing the activities if they will not be absorbed into the regular mode of work, since essentially this work is seen as an add-on to the project. The discontinuation of community-based livelihood activities in the coastal biodiversity project and the Protected Areas and Wildlife Conservation Project are cases in point.

6.2 Relevance to National Action Plans within GEF Focal Areas

This section looks at the important national actions for environmental management put in place by the state and the alignment and contributions of GEF-funded projects to the set goals and objectives. It also examines the alignment or impact of the international conventions.

BIODIVERSITY

Upon ratification of the CBD in 1994, Sri Lanka prepared a strategy for preparation of a biodiversity action plan. This was followed by the preparation of the BCAP—“Biodiversity Conservation in Sri Lanka: A Framework for Action”—under the medicinal plants project. The BCAP was accepted by the government in 1998 and published the following year (MOFE 1999). Completion of the BCAP was reported to the CBD in 1998 via Sri Lanka’s First National Report. The BCAP was updated with the Addendum of 2007 (Biodiversity Secretariat 2007) under Component C of the Protected Areas and Wildlife Conservation Project to cover new issues that had emerged both nationally and internationally. Both the BCAP and the Addendum were

developed using participatory processes. In addition, the protected areas project funded seven provincial biodiversity conservation profiles for implementation by provincial councils. The recommendations of the BCAP and the Addendum are meant to guide national implementation of the CBD, but assessments have shown the need for BCAP implementation to be carried out holistically on a regular basis, not piecemeal and depending on external funds (MOENR 2003a; MOENR 2007b, 2009). The BCAP is now due for revision and should be part of the proposal submitted to the GEF on National Biodiversity Planning to Support the Implementation of the CBD 2011–2020 Strategic Plan (GEF ID 4997).

Other important activities that took place to improve biodiversity governance in Sri Lanka included the upgrading of the Biodiversity Unit in the Ministry of Environment to the Biodiversity Secretariat in 1999, establishing a National Experts’ Committee on Biodiversity, and initiating several globally and nationally important projects to support biodiversity conservation in Sri Lanka (MOENR 2006b, 2009). The Protected Areas and Wildlife Conservation Project enhanced capacity for the national “Red Listing” process, which led to its institutionalization within the Ministry of Environment (IUCN and MOENR 2007; MOE 2012). Sri Lanka enhanced its capacity for biosafety through the UNDP-implemented Biosafety Framework Project, which led to ratifying the Cartagena Protocol on Biosafety in 2004 and participating in the GEF regional project for Building Capacity for Effective Participation in the Biosafety Clearing House mechanism. GEF support has thus resulted in putting in place broader overall frameworks and action plans to assist in the periodic review of biodiversity. However, greater attention to move these plans into action is needed.

Forestry and Wildlife Systems

Policies, plans, and programs in the forestry and wildlife subsectors reflect a concern for biodiversity

conservation; significant steps have been taken to better manage natural resources and biodiversity. Biodiversity considerations were incorporated into plans and policies prepared after ratification of the CBD in 1994. The National Forest Policy of 1995 (MALF 1995) has the specific objective of conserving forests for posterity, with particular regard to biodiversity; and the Forestry Sector Master Plan of 1995 (MALF 1995) devotes an entire chapter to forest biodiversity. These documents followed a landmark moratorium on state-mediated logging in all natural forests of Sri Lanka in 1990. In 1991, the national Environmental Management in Forestry Development Project was initiated, under which an accelerated conservation review of wet zone forests was conducted by the Forest Department (IUCN 1994). The identification of 33 wet zone forests for strict conservation (FD 2012), followed by a comprehensive assessment of biodiversity in the country's natural forests through the National Conservation Review, was carried out. These initiatives led to an amendment of the Forest Ordinance in 1995 to recognize "conservation forests" set aside for strict conservation. At present, 65 forests (including 15 mangrove forests) are declared as conservation forests (FD 2012).

The National Wildlife Policy of 2000 addresses biodiversity conservation (DWLC 2000). It was developed after the initial wildlife conservation and protected areas project carried out by the DWLC in 1992–98. Both the forest and wildlife policies spurred the Forest Department and the DWLC to shift their management policy from a policing stance toward a participatory approach involving local communities. This new approach was promoted in management plans prepared for nine wet zone forests (IUCN 1994), and the proposed model was pilot tested in the rainforest project.

Both the Forest Department and the DWLC have invested heavily in institutional capacity building for better management and conservation of the forests under their purview. This capacity building has been mainly accomplished through

the ADB-funded Forestry Resources Management Project for the Forest Department, and the GEF-supported Protected Areas and Wildlife Conservation Project for the DWLC. The latter project led to the recent (2009) amendments to the Fauna and Flora Protection Ordinance to make the preparation of management plans mandatory for all forest and wildlife reserves managed by the Forest Department and DWLC (MOENR 2009). The project also facilitated the preparation of a portfolio of strategic conservation sites/protected areas in the country through a gap analysis of the national protected area system—thus providing necessary information to assist in the designation and management of new protected areas.

Coastal and Marine Systems and Fisheries Resources

Coastal resource management in Sri Lanka goes back to the early 1980s with the establishment of the CCD and the enactment of the Coast Conservation Act of 1981. Integrated management of coastal resources with the support of local people through SAM planning was initiated by the CCD at Rekawa and Hikkaduwa in 1991 via the USAID-funded Coastal Resources Management Project. This approach was formalized in the document "Coastal 2000: Recommendations for a Resource Management Strategy for Sri Lanka's Coastal Region" (Olsen et al. 1992). In 2000, the GEF-supported Coastal Biodiversity Project looked to implement the SAM program for the Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems with local participation, emphasizing the conservation of wetlands and marine turtles. This project was then linked to a second cycle of the Coastal Resources Management Project, funded by ADB and the government of Netherlands implemented from 2002 to 2005 and expanding on the work done in SAM sites. The multifocal post-tsunami project uses the participatory management approach for coastal zone restoration and sustainable management.

Sri Lanka's current Coastal Zone Management Plan identifies 57 SAM and areas of species concern sites. The SAM approach is not, however, adequately incorporated into coastal zone management, despite wide stakeholder consultation on the preparation of policies, plans, and actions. The funds and resources to continue activities in SAM sites once a funded project is completed have not been forthcoming; hence the approach has been carried out only where external funds were available. There are also problems with a lack of institutional coordination (at the local level) that precluded effective implementation of the Coastal Zone Management Plan, despite the support offered by laws, plans, programs, and projects (MOENR 2007b, 2009).

Concerns on sustainable use of fishery resources have been incorporated into laws, policies, and plans of the fishery sector. These include provisions in the Fisheries and Aquatic Resources Act No. 2 of 1996 and its amendments that deal comprehensively with the conservation of fishery resources (both marine and inland), declare fishery reserves where needed, and ensure sustainable development of the industry. The National Fisheries and Aquaculture Policy of 2006 addresses environmentally friendly management of fisheries (MOFAR 2006). As noted, ADB and the government of the Netherlands funded the Coastal Resources Management Project of 2002–05, which played a major role in institutional strengthening for managing coastal resources and for conduct of a sustainable marine and coastal fishery. The only fisheries-related project carried out with GEF support is the regional Bay of Bengal Large Marine Ecosystem project under the international waters focal area.

Agricultural and Livestock Biodiversity

Agricultural policy has moved away from the sole aim of increasing productivity so as to reach self-sufficiency in essential food items, to a stance

that takes into account sustainable agriculture and biodiversity considerations. The 2007 National Agricultural Policy promotes integrated pest management, land management, adaptation to climate change, and sustainable use of genetic resources in compliance with Article 15 of the CBD. This policy shift was probably influenced by the comprehensive National Agricultural Research Plan developed in 1999 by the Sri Lanka Council for Agricultural Research Policy, which took into account some of the needs identified in the BCAP on conservation of agrobiodiversity (DOA, DEA, and SLCARP 1999; MOENR 2007b). The National Livestock Development Policy Statement mentions conservation of native livestock genetic diversity (MOLRCD 2010).

There have been several joint projects between the Ministry of Environment (Biodiversity Division) and the Department of Agriculture. These include the in-situ conservation of crop wild relatives project, the invasive alien species project, and the agrobiodiversity and climate change project. All of these are relatively new and have yet to reveal results. The process used to develop the proposal for the regional FSP (now under implementation) Development and Application of Decision-Support Tools to Conserve and Sustainably Use Genetic Diversity in Indigenous Livestock and Wild Relatives helped identify country status and needs in this sphere.

CLIMATE CHANGE

Sri Lanka was a party to the Vienna Convention and the Montreal Amendment before ratifying the UNFCCC in 1993. Although a developing non-Annex 1 nation with no direct commitment for reduction of emissions, Sri Lanka acceded to the Kyoto Protocol in September 2002 in view of the potentially serious impacts of climate change on the island (MOENR 2006b). Sri Lanka has voluntarily participated in Clean Development Mechanism projects, so the country can sell carbon credits to Annex 1 countries and has shown progress

in increasing the use of renewable energy through wind, solar, and dendro-thermal power. As noted, Sri Lanka is not obligated to reduce emissions under the UNFCCC. However, emissions reductions were targeted through its GEF-supported projects. In 2007, the country established the Sri Lanka Sustainable Energy Authority, which took on the promotion of renewable energy under the Ministry of Power and Energy. The authority was moved into the Ministry of Environment in 2013.

A significant move to address climate change was the establishment of a Climate Change Secretariat in 2010 within the Ministry of Environment to better facilitate, formulate, and implement projects and programs at the national level with regard to climate change. Ratification of the UNFCCC also led to several enabling projects that were of significant value. The first enabling activity sought to prepare the First National Communication to the UNFCCC in 1997. Significant outputs of this activity were an updated inventory of GHGs in Sri Lanka, the identification of key areas of focus and potential measures to abate the increase of GHGs, and a national action plan to address climate change. The Second National Communication to the UNFCCC, undertaken under the Climate Change Enabling Activity (Additional Financing for Capacity Building in Priority Areas) (GEF ID 1008), updates the status and action plan and identifies capacity needs to address climate change in each of the identified areas. In parallel, ADB assistance was provided to prepare a National Climate Change Adaptation Strategy for 2011–2016. A process to operationalize the Clean Development Mechanism was established in 2010; by 2012, Sri Lanka had developed a Climate Change Policy.

At the institutional level, a Centre for Climate Change Studies was established in 2000 under the Department of Meteorology to conduct research, monitor climate change, and provide the general public with current information on climate change and related issues. Several institutions—including the Department of Agriculture; the rice, tea,

coconut, and rubber research institutes; institutes dealing with water resources; and the Urban Development Authority—have examined vulnerability to climate change and initiated adaptation measures through institutional programs (MOE 2010a, 2010b, 2010c, 2010d, 2010e); the Coastal Zone Management Plan of 2004 has taken sea level rise into account in its setback standards (CCD 2006).

INTERNATIONAL WATERS

The state's focus in the international waters area has been on marine pollution. The Marine Pollution Prevention Act No. 59 of 1981 established the Marine Pollution Prevention Authority to address the problem of marine pollution in Sri Lankan territorial waters. The amended Act of 2008 changed the name of the Marine Pollution Prevention Authority to the Marine Environment Protection Authority and widened its regulation-making capacity. As the focal point for the United Nations Convention on the Law of the Sea (ratified in 1994), and the International Convention for the Prevention of Pollution from Ships (ratified in 1997), the authority is working to enforce the Marine Pollution Protection Act and enhance surveillance and response activities. Several projects with a regional focus have addressed contingency planning for oil and chemical spills, protection of the marine environment from land-based activities, and cooperation on fisheries. Other areas addressed are ballast water management, including alien species.

Few activities are conducted to protect marine ecosystems and species. Baseline information is also lacking for protecting shared waters in the Palk Strait and the Gulf of Mannar—critical habitats shared by Sri Lanka and India. Under the regional Bay of Bengal Large Marine Ecosystem project, efforts are being made to address information gaps, overexploitation of resources, land-based pollution, critical habitat degradation, and livelihoods. The main goal is to set up regional institutional arrangements to facilitate a coordinated

approach among the involved countries. Illegal fishing and poaching; sustainable utilization of migratory species; protection of shared nontargeted species such as turtles, dugongs, and sea birds; and safety at sea issues are also priority concerns within the ecosystem (BOBLME Project 2012). The project brings a different dimension to Sri Lanka's efforts in managing its marine environment.

PERSISTENT ORGANIC POLLUTANTS

While Sri Lanka has no special laws for pollution control, the National Environmental Act Amendment of 1988 addresses the topic through provisions for environmental protection licenses and environmental impact assessment procedures. Some aspects of pollution control are covered under the Nuisances Ordinance, the Police Ordinance, and laws applicable to local authorities (Guneratne 2005). The Control of Pesticides Act No. 33 of 1980 and its amendment, Act No. 6 of 1994, control the import, use, transport, storage, and disposal of pesticides in the country. This act banned almost all of the POP pesticides in Sri Lanka, paving the way for implementation of the Stockholm Convention. Other significant policies with a bearing on POPs are the Solid Waste Management Strategy of 2000 and measures to manage hazardous wastes.

Two areas that require further action are the management of PCBs and unintentionally produced dioxins and furans. The enabling activity on POPs spanning 2002–06 led to the establishment of the POPs unit at the Ministry of Environment in 2002. Through this enabling activity, the unit created awareness among the general public on POPs. It also prepared the National Implementation Plan; a preliminary inventory of all PCB-containing equipment in the country; and three separate national inventories for POPs, pesticides, and PCBs and unintentionally produced dioxins and furans.

The POPs project laid the groundwork for implementing the Stockholm Convention in Sri Lanka. Due to an institutional reorganization, POPs activities are now carried out by the Air Resources Management and International Relations Division.

LAND DEGRADATION

Land degradation has been a major environmental problem in Sri Lanka since colonial times, and more than 39 laws address various aspects of land degradation (MOENR 2006c). Recognizing the seriousness of this problem and the threat of salinization in the dry zone, Sri Lanka signed and ratified the UNCCD in 1995 and 1998, respectively. Since then, the Natural Resources Division of the Ministry of Environment has been responsible for supervising obligations under the UNCCD. As a party to the convention, Sri Lanka prepared the National Action Program of 2002 with support from the GEF (GEF ID 4829) to address land degradation in Sri Lanka. The plan identified the development programs, activities, and projects required to meet commitments under the UNCCD. The plan could not be implemented holistically due to funding constraints, as was the case for several other countries in South Asia. This problem is now being addressed by aligning the plan with the 10-year strategy for the UNCCD to combat land degradation in the country.

A further impediment was that while a Land Use Policy was initiated in parallel in 2002, it did not receive cabinet approval until 2007. This delay affected efficient use of the country's land resources during that time (MOENR 2007d). The Land Use Policy Planning Department and the Land Commissioner General's Department play a key role in land management planning. Additionally, land management falls within the purview of about 30 institutions, including the Land Commissioners Department, the Hadabima Authority, the Mahaweli Authority, and the Department of Agriculture. This fragmentation highlights some

of the complexities entailed in Sri Lankan land use planning and land management that influence effectiveness.

The NCSA found that the main capacity constraints underlying land degradation in Sri Lanka were weak coordination and communication among institutions/agencies, lack of a proper coordinating mechanism/body, and poor private sector involvement. A lack of awareness of the National Action Program on the part of senior officers in different government agencies and private institutions was found to impede implementation of the program's activities in Sri Lanka (MOENR 2007d).

Overall, it can be seen that Sri Lanka has a strong base for conservation through its legal, policy, and institutional frameworks. However, implementation weaknesses through lack of coordination, capacity, finances, mandates, and buy-in are leading to reduced impact. The GEF-supported national projects have largely been in the area of biodiversity and climate change. Piloted or implemented project activities have tended to focus on protected area management and renewable energy. Given these types of projects and this coverage of focal areas, the spread of the GEF projects is limited. The project formulation exercises in GEF-4 (RAF) and GEF-5 (STAR) have not resulted in a wide variety of project proposals, despite setting priorities by involving wide stakeholder engagement through national strategy development exercises.

6.3 Relevance to Achievement of Global Environmental Benefits

Although Sri Lanka's small size makes its contribution to global biodiversity less than that of megabiodiverse countries such as Brazil, the island's high endemism and biodiversity per unit area for

most vertebrate groups and flowering plants have enabled it to make a significant contribution to the conservation of globally valuable species and habitats. The GEF has contributed considerably to putting in place measures to help advance this goal, although some gaps have been highlighted in this report.

In terms of climate change, the GEF's priority is mitigation. While this is also an area that is of interest to Sri Lanka, the country's more pressing need is adaptation, which is not a priority of the main GEF Trust Fund. There are, however, other similar funds that provide grants for adaptation. The enabling activities carried out for reporting to the UNFCCC have been used as base documents in formulating Sri Lanka's adaptation strategies. In this area, activities have been largely restricted to renewable energy, mainly for power generation. GEF-supported projects have not tackled other areas of emissions such as transport and agriculture, or other types of benefits such as carbon stocks.

As a primarily agricultural country, one of the pressing problems in Sri Lanka with regard to POPs is the use of chemical fertilizers, which affects land degradation and soil fertility. These issues are not priorities under global environmental benefits, and Sri Lanka has not pursued many projects in these areas—except through small grants for land degradation and two projects that address agrobiodiversity. Sri Lanka has only one regional project currently operational (the Bay of Bengal Large Marine Ecosystem Project) in the international waters focal area; thus, the country has fewer links on that issue with global environmental benefits. While the SGP grants feature more projects in this area, their scope is extremely small. Nonetheless, they have expanded the focus areas of the Sri Lanka portfolio.

7. Efficiency of GEF Support to Sri Lanka

7.1 Resources Required for Project Formulation

The time taken for project approval has been increasing in Sri Lanka, especially for FSPs. While initially it averaged one year, during GEF-3 and GEF-4, the time required for start-up has risen to around 2.3 years. This increase in the length of the project approval process is attributed to an increase in time spent on project preparation. Data for GEF-2 are skewed in this regard, because the GEF Agency (ADB, but noted in the database as the World Bank, since ADB was not a GEF Agency at that time) had done much preparatory work on the Protected Areas and Wildlife Conservation Project before it was included in the GEF project cycle. Also affecting GEF-2 data is the rural renewable energy project, which, as a follow-up to

the Energy Services Delivery project and conforming with the same implementation methods, took much less time to approve.

The time taken for projects to be included in the RAF (GEF-4) has been very long compared to earlier phases (table 7.1). Contributing to this lag time was the adoption of a new procedure for project identification, whereby stakeholders were expected to submit projects to the GEF operational focal point for endorsement. As this did not occur, the GEF Agencies became involved in the process to help finalize project proposals. There were also delays in getting approvals through the GEF Secretariat due to the financial crisis. The RAF projects proposed for inclusion in the pipeline by 2006 were finally included in 2009. On average, it takes about 4.6 years for FSPs in Sri Lanka to move from inclusion in the project pipeline to implementation (table

TABLE 7.1 Time Required from Pipeline to Project Start-up for Full-Size Projects across the GEF Phases

Phase	Pipeline to Council approval		Council approval to CEO approval		CEO approval to Agency approval		Agency approval to start-up		Council approval to start-up		Pipeline to start-up	
	Days	Years	Days	Years	Days	Years	Days	Years	Days	Years	Days	Years
Pilot	—	—	—	—	—	—	—	—	178	0.5	—	—
GEF-1	—	—	366	1.0	60	0.2	89	0.2	515	1.4	—	—
GEF-2	—	—	137	0.1	14 ^a	0.0 ^a	223	0.6	143 ^a	0.4 ^a	—	—
GEF-3	361	1.0	556	1.5	20	0.1	298	0.8	873	2.4	1,234	3.4
GEF-4	582	1.6	711	1.9	59 ^a	0.2 ^a	90 ^a	0.2 ^a	868 ^a	2.4 ^a	2,589 ^a	7.1 ^a

SOURCE: PMIS.

NOTE: — = not available. Not all projects have information on all stages of the approval process.

a. Based on information from one project.

7.2); this is longer than in Brazil, for example, where the average time for FSPs from pipeline to start-up is 3.0 years (GEF EO 2013). The longer gestation period would require that project implementation take into consideration changes that could have occurred during the drawn-out approval process.

The funds available for project preparation have declined over the years, especially those available from the GEF (table 7.3). However, while GEF funding has dropped, cofinancing for project preparation has increased to match GEF financing. The matching funds have come from the government of Sri Lanka (in kind); IUCN; and various funding organizations, including ADB (for the Protected Areas and Wildlife Conservation Project). The initial project preparation initiatives (e.g., the Renewable Energy and Capacity Building project) used international consultants. More recent projects (e.g., the biomass energy promotion project, the agrobiodiversity and climate change project, and Strengthening the Resilience of Post Conflict Recovery and Development to Climate Change Risks in Sri Lanka [GEF ID 4609]) show a mix of local and international consultants, with a bias toward local consultants.

7.2 Cofinancing Generated by GEF Projects

GEF projects in Sri Lanka have been able to leverage around \$336 million from various donors and

TABLE 7.3 Trends in Funding for Project Preparation (\$)

Phase	GEF	Cofinancing
Pilot	—	—
GEF-1	187,533	—
GEF-2	330,000	1,100,000
GEF-3	350,000	190,000
GEF-4	99,750	119,125
GEF-5	60,000	60,000

SOURCE: PMIS.

NOTE: — = not available. Not all projects have information on project preparation funding; these data should be viewed as trends rather than as actual averages.

the government of Sri Lanka. The government has contributed \$75.6 million for national projects both in funds and in kind. Sri Lankan credit institutions and businesses have contributed a similar amount of money, largely for the rural renewable energy project (figure 7.1). This high level of support is an indication of the relevance of the projects that have been developed under the GEF portfolio.

The World Bank and UNDP are the two main GEF Agencies in Sri Lanka, together managing close to 85 percent of the national portfolio (table 7.4). Note that cofinancing by ADB (Protected Areas and Wildlife Conservation Project) and IFC (Portfolio Approach to Distributed Generation Opportunity Phase 1; GEF ID 2996) are classified under the World Bank as they were not GEF Agencies when they supported (largely

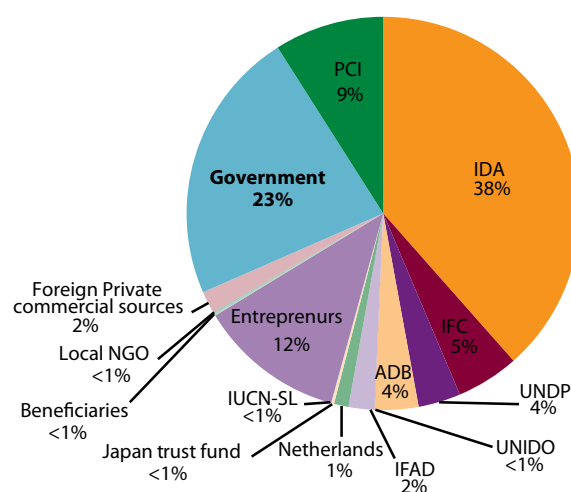
TABLE 7.2 Average Time Required from Pipeline to Project Start-up for All Project Modalities

Modality	Pipeline to Council approval		Council approval to CEO approval		CEO approval to Agency approval		Agency approval to start-up		Council approval to start-up		Pipeline to start-up	
	Days	Years	Days	Years	Days	Years	Days	Years	Days	Years	Days	Years
Enabling activity	20	0.1	—	—	227	0.6	—	—	—	—	236	0.6
MSP	—	—	—	—	237	0.6	—	—	—	—	582	1.6
FSP	446	1.2	462	1.3	42	0.1	200	0.5	560	1.5	1,685	4.6

SOURCE: PMIS.

NOTE: — = not available. Not all projects have information on all stages of the approval process.

FIGURE 7.1 Distribution of Funding Sources for Projects in the GEF National Portfolio



SOURCE: PMIS.

implemented) the respective projects. The focus of the World Bank and UNDP has been on biodiversity and climate change. UNEP has been the only organization that has worked on POPs, which was an enabling activity.

Figure 7.2 shows the distribution of funding across GEF phases and the Agencies managing them. The World Bank was dominant during the first three phases of GEF, while UNDP has assumed increasing prominence in the subsequent phases. GEF-3 shows two new Implementing Agencies: IFAD (post-tsunami project) and IFC

(Portfolio Approach to Distributed Generation Opportunity). The IFAD project is a multifocal area effort with a focus on coastal ecosystem restoration that is a new type of project for the GEF portfolio. It is currently at the implementation stage. GEF-4 shows the greatest variation in Agencies, while also bringing in new project areas; GEF-5 is dominated by UNDP.

7.3 Coordination and Synergies

Coordination in project implementation was largely carried out through national coordination committees, steering committees, and tripartite meetings. Projects also established coordination mechanisms at regional (district and divisional) levels, largely to increase coordination with beneficiaries. The assessment of such mechanisms indicates the outcomes are mixed, but there are also instances in which the coordination was carried out on the basis of need—such as in the Energy Services Delivery project—with more successful outcomes.

A number of issues caused the national mechanisms to function at less than the expected level. In the medicinal plants project, coordination was assigned to the ministry responsible for health (the Ministry of Indigenous Medicine) rather than that for biodiversity (the Ministry of Environment), which made it difficult to build ownership and increased the cost of coordination and interagency

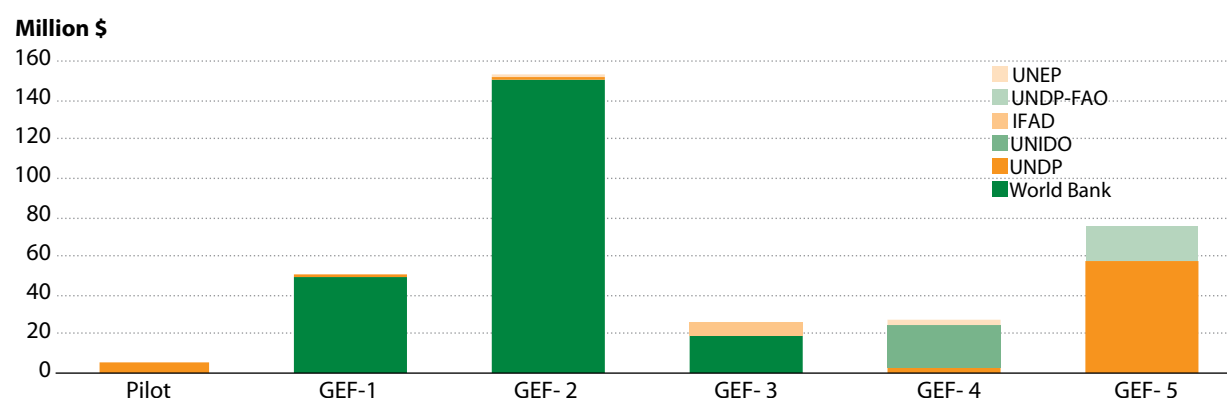
TABLE 7.4 GEF Support to National Projects by Focal Area and GEF Agency, 1991–2012 (million \$)

Focal area	World Bank	UNDP	UNIDO	UNDP-FAO	IFAD	UNEP
Biodiversity	25.1	10.3	n.a.	n.a.	n.a.	3.2
Climate change	194.0	57.8	21.3	17.2	n.a.	n.a.
Multifocal	n.a.	n.a.	n.a.	n.a.	7.6	n.a.
POPs	n.a.	n.a.	n.a.	n.a.	n.a.	0.03
Total	219.1	68.1	21.3	17.2	7.6	3.3
% of total support	65.1	20.2	6.3	5.1	2.2	1.0

SOURCE: PMIS.

NOTE: n.a. = not applicable.

FIGURE 7.2 Distribution of Sri Lanka Funding across GEF Phases by GEF Agency, 1991–2012



SOURCE: PMIS.

collaboration. Coordination was further affected by capacity and/or a lack of contribution on the part of the relevant government agencies, as the agencies responsible for forests, the environment, and wildlife were going through a restructuring process. Also, the ministry and/or minister changed at least five times during project implementation, affecting continuity in decision making as the personnel at the helm were changed with changes to the ministry.¹ A lack of regular meetings was another issue that reduced the effectiveness of high-level coordination forums within the coastal ecosystems project and the rainforest project.

Coordination with the societies created to conserve resources was attempted through various mechanisms. Among these were a participatory mechanism, used in the medicinal plants project; and stronger government involvement and leadership, used in the coastal ecosystems project. In the latter project, the societies appear to have worked successfully with the field staff of the relevant government institutions to reduce resource abuse.

¹The project did make amends toward its end by creating awareness of its various components such as involvement of the community in conservation to environmental organizations.

However, project evaluators did not think social support would last, as the communities do not have a mandate for preventing resource abuse without the involvement of the relevant governmental officers.

7.4 Monitoring and Evaluation for Project Adaptive Management

The M&E system used in GEF projects includes several components: a logical framework matrix, tracking of outcomes and impacts, quarterly progress and financial reports to be used for steering committee meetings and disbursement of funds, annual reports/project implementation reports for tripartite meetings, midterm evaluations to independently assess a project and make changes if necessary, terminal reports/implementation completion reports to document project outcomes, and independent evaluations to assess outcomes to impacts.

For completed projects, evaluation reports indicate that the quality of the logical framework matrix has had an impact on the quality of project monitoring and outcomes. The logical framework matrix of the Protected Areas and Wildlife Conservation Project was revised midproject as the initial matrix was inadequate; however, it was not used subsequently for project monitoring.

Evaluators of the Development of Wildlife Conservation and Protected Areas Management project found that the project objectives mentioned in the logical framework matrix were task oriented—“development of human-elephant conflict resolution techniques”—instead of being either outcome or impact oriented—“fewer cases of human-elephant conflicts in buffer zones of protected areas.” The midterm evaluation report on the coastal ecosystems project indicates that some of the outcomes had hidden outcomes (more than one outcome within a specified outcome), creating complexities and undermining effective project implementation.

All the completed projects have used the midterm evaluation reviews as a means of taking stock and making changes to the project where appropriate. For instance, in the medicinal plants project, assumptions related to domesticating medicinal plants as a viable alternative to traditional harvesting of plant material, active participation of environmental organizations being assured through coordination committees, the sufficiency of mass awareness campaigns in changing behavior among the target population did not hold. As income based only on medicinal plants was insufficient to interest most villagers, the project introduced village micro-plans that covered a broader set of income and village development objectives. The project also introduced the provision of seed funds to help establish village revolving funds to support this broader approach.

Final reports vary by focal area. The completed projects in which the World Bank was involved have project completion reports but do not have independent evaluation reports. Completed projects implemented through UNDP do not have completion reports but do have evaluation reports. The inconsistencies in final reporting have led to many of the projects—e.g., the rainforest project, the Protected Areas and Wildlife Conservation Project, and the rural renewable energy project—as still being listed as active in the PMIS.

The arrangements and institutions put in place to monitor stress reduction/improvement in the environment and/or socioeconomic conditions at the systemic level after project completion are weak. The completion reports on the rural renewable energy project only provide information on the level of environmental stress reduction—i.e., an estimation of the reduction of emissions due to the use of renewable energy. The medicinal plants project used a participatory approach in M&E along with attitude and perception surveys with baselines to understand changes in perceptions and participation among the supported communities. The design of the coastal ecosystems project proposes the initiation of biophysical and socioeconomic monitoring over time to provide trends and project impacts. A study on water quality to assess the processes and categories of development activities that have or were likely to have adverse impacts on the conservation and sustainable use of biodiversity of the lagoons was carried out over a period of one year, but had not been used for management decisions related to the accumulation of trace metals, pesticide residuals, and agrochemicals. No project carried out studies on socioeconomic monitoring to understand changes in dependency on declining natural resources. And for the Protected Areas and Wildlife Conservation Project, repeat biodiversity surveys were planned but the baseline survey was done only toward the end of the project.

7.5 Efficiency of Project Implementation

Delays in project implementation were minimal for climate change FSPs; at the other end of the spectrum, the enabling activity related to the First National Communication to the UNFCCC took over 10 years. Delays in implementation are found for both MSPs and FSPs in biodiversity, with the average delay being around 1.5 years (table 7.5).

Delays in project implementation are due to both internal and external factors. Internal factors include those relating to staff and organization. The medicinal plants project was, during its implementation period, affiliated with five ministries and ministers, five secretaries, four commissioners of Ayurveda (traditional medicine), and four project management unit directors. Each change required reintroducing the project, leading to both implementation delays and uncertainty over goals and objectives. In the coastal ecosystems project, slow recruitment of consultants, and partners not receiving funds in a timely manner, contributed to implementation delays. Understaffing and an opposition to recruitment of external staff resulted in delays in the implementation of the Protected Areas and Wildlife Conservation Project.

External factors, such as the tsunami, also affected project implementation, both in terms of reduced attention to project activities where personnel were simultaneously engaged in relief activities, and in overlaps with tsunami-related rehabilitation projects (as in the coastal ecosystems project). Implementation of the Protected Areas and Wildlife Conservation Project was delayed

due to litigation by an NGO that did not want expatriate consultants carrying out biodiversity assessments; cases were also filed against the land allocated for the construction of the head office of the DWLC.

7.6 Stakeholder Roles and Responsibilities

Based on the evaluation reports, the quality of implementation and execution by GEF Agencies is assessed to be satisfactory, except for UNDP's management of the coastal ecosystems project; the evaluation report suggests that UNDP should have taken more care with regard to the audit recommendations of the auditor general.

Most projects had a government agency as the lead unit for project implementation (table 7.6). There have, however, been instances in which the private sector or NGOs have taken the lead. The Energy Services Delivery project and the rural renewable energy project were ably implemented by a banking entity, DFCC Bank. The support extended to the project by the Ministry of Finance and Planning on tariffs and agreements for

TABLE 7.5 Delays in Implementation of Completed GEF National Projects

GEF ID	Title	GEF Agency	Modality	Delay
Climate change				
104	Energy Services Delivery	WB	FSP	0.0
1545	Renewable Energy for Rural Economic Development	WB	FSP	0.5
425	Renewable Energy and Capacity Building	UNDP	FSP	0.0
Biodiversity				
818	Conservation of Globally Threatened Species in the Rainforests of South-west Sri Lanka	UNDP	MSP	0.3
802	Conservation of Biodiversity through Integrated Collaborative Management in Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems	UNDP	MSP	0.9
95	Conservation and Sustainable Use of Medicinal Plants	WB	FSP	1.0
878	Protected Areas and Wildlife Conservation Project	WB-ADB	FSP	2.0
352	Development of Wildlife Conservation and Protected Areas Management	UNDP	FSP	2.3

SOURCE: PMIS.

NOTE: WB = World Bank.

TABLE 7.6 Stakeholders Involved in GEF Projects in Sri Lanka

GEF ID	Title	GEF Agency	Participants		
			Government	NGO/CBO	Private sector
95	Conservation and Sustainable Use of Medicinal Plants	WB	Ministry of Indigenous Medicine; Department of Ayurveda; Bandaranaike Memorial Ayurvedic Research Institute; Forest Department; DWLC; relevant provincial councils and divisional offices	Community organizations; IUCN	
104	Energy Services Delivery	WB	Ministry of Finance and Planning; Ceylon Electricity Board	Sarvodaya SEEDS; Energy Forum; ITDG/ Practical Action; Small Power Producers Association; Sri Lanka Solar Industries Association	NDB; DFCC Bank; Hatton National Bank; Sampath Bank; Commercial Bank
1545	Renewable Energy for Rural Economic Development				
352	Development of Wildlife Conservation and Protected Areas Management	UNDP	DWLC	IUCN	
425	Renewable Energy and Capacity Building	UNDP	Ministry of Power & Energy; Ceylon Electricity Board; University of Moratuwa; NERD Centre	ITDG/Practical Action; Sri Lanka Energy Managers Association	
802	Conservation of Biodiversity through Integrated Collaborative Management in Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems	UNDP	Ministry of Fisheries and Aquatic Resources; CCD	IUCN; Turtle Conservation Project	
818	Conservation of Globally Threatened Species in the Rainforests of South-west Sri Lanka	UNDP	Forestry Department		
878	Protected Areas and Wildlife Conservation Project	WB/ADB	Ministry of Wildlife Conservation; DWLC		
2472	Strengthening Capacity to Control the Introduction and Spread of Alien Invasive Species	UNDP	Ministry of Environment		
2753	Participatory Coastal Zone Restoration and Sustainable Management in the Eastern Province of Post-Tsunami Sri Lanka	IFAD	Ministry of Fisheries; CCD; Eastern Provincial Council	IUCN	
2996	Portfolio Approach to Distributed Generation Opportunity	IFC			NDB; Commercial Bank

NOTE: NDB = National Development Bank; WB = World Bank.

small-scale producers helped increase implementation efficiency. The medicinal plants project relied heavily on IUCN, as the Sri Lankan government environmental agencies were undergoing restructuring, and the Department of Ayurveda—which had been tasked with project implementation—lacked expertise in biodiversity. This arrangement was assessed to have alienated environmental agencies and to have reduced ownership. Insufficient technical capacity of the coastal ecosystems project office was a factor in the drafting of the quarterly and annual reports. Project execution was assessed to be very fragmented, with IUCN, the Turtle Conservation Project, and the DWLC handling different components without adequate coordination.

7.7 The GEF Focal Point Mechanism

One of the key functions of the GEF operational focal point is to lead the proposal planning and approval stages (box 7.1). Even though structured processes such as the RAF and the STAR have been put in place, and consultative design sessions have been held at which possible project ideas have been discussed, these mechanisms have not been used with a wide variety of projects, nor have they

BOX 7.1 Key Functions of the GEF Operational Focal Point

- Orient projects to meet GEF criteria, global environmental benefits criteria, and national priorities
- Work with project proponents to fine-tune proposals and manage the approval process
- M&E of implementation
- Disseminate information and lessons; build partnerships and synergies among stakeholders and with national and regional projects
- Establish a transparent coordination mechanism

SOURCE: GEF 2007.

led to timely materialization of projects. The Sri Lankan focal point has also not been proactive in pushing for projects to be submitted for approval. Where projects have been submitted for approval, they have been subject to delays, causing the GEF Agencies to step in in some cases to develop and drive proposals instead. Causes of recent delays in operational focal point approval have included problems with deadlines and paperwork, and the need to link a project to national priorities and show benefits in order for it to be approved. Projects that look only at environmental issues get less financial allocations from the government. Hence it is necessary to lobby for and explain the links to national development priorities. Dissatisfaction has been expressed with the performance of the operational focal point in this regard.

The monitoring process of the operational focal point is also seen to be weak. During the national consultation process, many participants expressed the need for the focal point to organize regular monitoring meetings on GEF projects so as to enhance information sharing among projects and improve synergies in their implementation. Additionally, projects are not being linked in a systematic fashion, with a resultant lack of coordination among them. Regular updates on projects and subsequent project improvement are also not taking place.

Reasons for this lack of proactivity on the part of the operational focal point include lack of staff, capacity, and finances to carry out this coordination and monitoring role. In some instances, focal point staff are also involved in project implementation—e.g., if the project is based in the ministry as with the alien invasive species project.

The Ministry of Environment is aware of these issues and has tried to set up a stronger monitoring mechanism; this has not materialized. The RAF identified the need to build and strengthen the monitoring capacity of the focal point to carry out these activities in order to increase project effectiveness.

Annex A: Country Response

The Ministry of Finance and Planning, on behalf of the Joint Steering Committee for the evaluation, solicited an official response to the evaluation from

the Ministry of Environment. This response is presented on the following pages.

Response to the recommendations to the *Government of Sri Lanka*

Indicated in the “Joint GEF/Sri Lanka Country Portfolio Evaluation: (1991–2012), VOLUME 1 - Main Report”

THE EXPLANATORY NOTE

The Operational Focal Point for Global Environment Facility (GEF) in Sri Lanka, the Ministry of Environment and Renewable Energy, focuses on two main fundamental documents giving guidelines and directions in achieving its mandates. Those are called:

1. The National Environment Policy (NEP) – *Policy Guidelines*
2. The National Environmental Action Plan (NEAP) – called the “Haritha Lanka Program” – *for Strategies and Actions in Environment Management and Conservation*

Currently, necessary actions have been taken to align the above two documents with the “**Mahinda Chintana**” and to its concurrent versions which depicts the **National Development Policy Framework** of the country up to year 2020. Because of this alignment, it has been possible to integrate environmental concerns into the National Development Policy Framework thereby guide the development activities of the country towards Sustainable Development Pathway.

Furthermore, the NEP and NEAP are now in the process of being updated through a comprehensive participatory approach. In this endeavor, the current environment challenges and issues have been identified and appropriate strategies and actions are being identified through a holistic approach in order to overcome those challenges and issues. For this process, members of public and private sector, members of NGO community, Concerned Individuals, University Academia etc have been called upon and their expertise ideas and comments have been taken into consideration for the updating process. Therefore, horizontal as well as Vertical collection and integration of ideas have been captured in formulating current NEP and NEAP ensuring ownership to all stakeholders.

Because of the crosscutting and cross sectoral nature of the field of Environment Management, when updating the NEAP, all policies, cooperative plans, strategies and action plans of all stakeholding agencies pertaining to Biodiversity Conservation, Climate Change Adaptation and Mitigation, Soil Conservation and Land Degradation, Air-Soil-Water Pollution, Chemical Accident and Pollution Prevention, Coastal and Marine Management and Conservation, Disaster Management and Risk Reduction, Awareness, Education and Capacity Building sectors have been considered and fed on to the updated Strategies and Actions in the NEAP.

Therefore **the updated new NEAP or the Haritha Lanka Program** will be a comprehensive, all inclusive, holistically formulated Environment Management document that has addressed current environmental issues and challenges optimally with the ownership to all stakeholding agencies.

All project proponents will be prior informed and notified to formulate / prepare their project proposals in accordance to the above three documents which are Mahinda Chintana, the NEP and the NEAP.

Response to the recommendation 1- To the Government of Sri Lanka

[Rec. 1. *The GEF Operational Focal Point should steer national portfolio formulation for GEF-6 in a way that all the crucial environmental challenges Sri Lanka faces are addressed, including land degradation and international waters*].

As stated in the explanatory note, the OFP-GEF has made all necessary arrangements to guide and direct all the project proponents to refer and adhere to the Mahinda Chintana (and its concurrent versions), the NEP, NEAP and the environmental concerns present in their own mandates when they propose prospective project concepts to the National Portfolio Formulation dialogue for GEF-6 so that the following concerns will be essentially covered in the on-coming project concept papers and project proposals.

The OFP-GEF also recognizes that there were many projects funded through the GEF funding to address the Focal Areas on Biodiversity and Climate Change and the allocations for Focal Areas such as Land Degradation, Chemicals and International Waters being low partly due non availability of prospective project proposals from stakeholding Agencies. This may be partly due to inadequate coordination between the OFP and stakeholding Agencies. In order to bridge these gaps and inadequacies, the OFP took the opportunity to take the message across the whole array of Stakeholding agencies through the Haritha Lanka (NEAP) Updating Committees (ten Committees covering ten missions[Mission 1- Clean air – everywhere; Mission 2-Saving the fauna, flora and ecosystems; Mission 3-Meeting the Challenges of climate Change; Mission 4-Wise use of the Coastal Belt and the sea around; Mission 5-Responsible use of the land resources; Mission 6-Doing away with the dumps; Mission 7-Water for all and always; Mission 8-Green Cities for health and prosperity; Mission 9-Greening the industries; Mission 10-Knowledge for right choices] of the Haritha Lanka Program) and various National Experts Committees and Steering Committees established at the Ministry of Environment and Renewable Energy (the OFP of GEF in Sri Lanka) covering majority of the Environment Management Themes.

The OFP-GEF has already made arrangements to invite a broad spectrum of stake holders, so that the majority of stake holders will get an equal opportunity to make their voice and contribute positively at the GEF–6 Portfolio Preparation workshop. In this effort, the OFP believes that all concerns on Environment Management including the crucial environmental challenges in Sri Lanka will be addressed.

Therefore at this time, The OFP-GEF will assure steering the national portfolio formulation for GEF-6 in a way that all the crucial environmental challenges Sri Lanka faces are addressed, including land degradation and international waters involving an optimal presence of stakeholders.

Response to the recommendation 2- To the Government of Sri Lanka

[Rec 2. *The Ministry of Environment should play a stronger role in systematically coordinating the GEF portfolio for greater impact and sharing of lessons, including across sectors*].

The OFP-GEF cannot agree in full to the explanatory comments in full given by the evaluators. But can agree to a certain point since there is always room for improvements.

This time when the OFP conducts its GEF – 6 Portfolio Formulation program it will use the findings of the “**Joint GEF/Sri Lanka Country Portfolio Evaluation: (1991–2012), VOLUME 1 - Main Report**” since it recognizes its guidance and critical comments. Lessons learnt in the past projects will be recognized and will be brought forward to the future projects and prospective project proponents will be given an opportunity to acquire experiences of past project practitioners and some of these practitioners will be invited to be present at the GEF – 6 Portfolio Preparation workshop. Although it has been criticized, sometimes it is inevitable to carry out projects somewhat similar to or slightly modified to the past projects in order to replicate for wider community although it seems like follow up phases of earlier projects. But we do this solely due to disseminate best practices to the community. Sometimes it has been done to elevate a particular project to its next stage or phase.

The OFP-GEF will take necessary steps to disseminate details and best / good practices of GEF projects carried out by each other so that synergies and links are established across project activities in order to make aware a wider community of the activities being through every means predominantly through print and electronic media. A digest of the GEF-SGP has already been done (printed) covering 300+ projects carried out during 1997 to 2012. Structured links will be build on the results achieved by the SGP program in order influence policy decision making and to scale them up to Medium or Full-sized Projects.

The Ministry of Environment and Renewable Energy will continue to act as the coordinator of activities in the environmental sector and as the GEF OFP every effort has been taken to systematize its coordination role to ensure the GEF portfolio is mainstreamed horizontally across sectors (see how the NEAP has been prepared in the explanatory note).

The Ministry, in its capacity as the OFP-GEF, will further enrich the next national programming the portfolio preparation exercise for GEF6 by starting the program early 2014 to avoid delays and already had many formal and informal discussions with GEF Agencies to seek support in promoting concrete linkages between GEF projects, and other projects that they are carrying out.

By these means, the Ministry of Environment and Renewable Energy as the OFP-GEF planned to play a more stronger and proactive role in systematically coordinating the GEF portfolio for greater impact and sharing of lessons and best practices horizontally and vertically within and across sectors.

Response to the recommendation 3- To the Government of Sri Lanka

[Rec 3. The GEF Operational Focal Point should ensure that project proposals have a clear link to national priorities prior to submission through the national as well as the GEF approval process].

The Ministry of Environment and Renewable Energy as the OFP-GEF duly respects and acknowledges the GEF support that has contributed considerably to advancements of the environmental agenda in Sri Lanka.

As depicted in the explanatory note at the beginning of this document, all project proponents will be timely and adequately informed to incorporate the National priorities and guidance given by the Mahinda Chintana, NEP and NEAP for the Environment Management Sector when they prepare the projects. By this means the OFP-GEF can ensure that national project proposals submitted for endorsement are aligned with national priorities and explain how the benefits of the environmental component link to the national sustainable development agenda and related national plans such as the *Haritha Lanka (NEAP)*, the *Mahinda Chintana*, etc. This will enhance the effectiveness of GEF funding, leverage funds, build partnerships and mobilize stakeholders.

If the national priorities are being envisioned clearly in the project proposals, it will greatly reduce the delays in the project approving processes of both National Planning Department (NPD) of the Ministry of Finance and Planning (MoFP) and GEF Secretariat (GEF-Sec). This has been the practice for all the project proposals forwarded in the past but may have had some shortcomings or inadequacies. But the real delays have been seen by the OFP-GEF because of the GEF-Sec approval and NPD-MoFP is taking place in different times of the year. In many instances the OFP-GEF has experienced that the current budget preparation period is over when the GEF-Sec approval is given. Therefore, a project proponent has to wait until next budget cycle to put forward that project proposal to secure budgetary provisions and funds. To avoid these situations, the OFP-GEF has discussed this matter with the Budget Department and the NPD of the MoFP and has come into an amicable solution.

The OFP-GEF will invite members from the National Planning Department, the National Budget Department and the Department of External Resources to the Gef-6 Portfolio preparation Workshop as well where project ideas can be discussed from the onset and the links and sectoral buy-in can be discussed and negotiated upfront.

By this means, the Ministry of Environment and Renewable Energy as the OFP-GEF can ensure that project proposals have a clear link to national priorities prior to submission through the national as well as the GEF approval process.

Annex B: Peer Review Panel Statement

The following two email messages, commenting on the draft and final reports of this evaluation, were sent by Velayutan Sivagnanasothy, Secretary of the Ministry of Traditional Industries and Small Enterprise Development of the government of Sri Lanka,

in his capacity as chair of the Peer Review Panel of this evaluation. The panel's other members were Nilanthi Bandara and Indira Aryaratne. All three are active members of the Sri Lanka Evaluation Association.

From: sivagnanasothy@hotmail.com
To: ccarugi@thegef.org
Cc: nilanthi.bandara2@gmail.com, mida345@gmail.com, rvandenberg@thegef.org
Date: 04/11/2014 09:44 PM
Subject: Joint GEF/Sri Lanka Country Portfolio Evaluation: Final Report for PRP final statement

Dear Carlo,

On behalf of the Peer Review Panel, I am pleased to forward the brief message below as final statement on the evaluation.

The Peer Review Panel is pleased to have been actively involved in the peer review process of Joint GEF-Sri Lanka Country Portfolio Evaluation.

We are very pleased to confirm that the joint strategy , approach and methodology adopted by the Joint GEF-Sri Lanka Country Portfolio Evaluation has proved to be an effective process in enhancing the ownership and effectiveness of the evaluation. The Peer Review Panel was involved from the very beginning of the evaluation and as such was able to provide its feedback on quality assurance in the management architecture of the evaluation, TOR, scope of work, evaluation design and matrix, evaluation questions and the process of conducting the evaluation.

Moreover, the Panel also reviewed the draft evaluation reports and participated in the stakeholder consultation meetings, and contributed providing inputs to enhance quality. The Panel also examined the adequacy of evidences and evidence-based conclusions, including the report structure.

We are pleased to inform that the Peer Review Panel's comments, inputs and observations were very well incorporated into the evaluation process. We are in agreement with the final report and confirm that the findings, conclusions and lessons learnt will be of much value to the Government of Sri Lanka. This evaluation will also help to improve future portfolio planning, management and execution of programmes and projects in Sri Lanka.

Thanks and best regards.

V. Sivagnanasothy

Secretary

Ministry of Traditional Industries and Small Enterprise Development

Sri Lanka

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Cc: karin@cepa.lk, romeshun@gmail.com, amila@cepa.lk, jini@sltnet.lk
Date: 12/16/2013 05:49 AM
Subject: Joint GEF/Sri Lanka Country Portfolio Evaluation: Draft Report for Peer Review Panel comments

Dear Carlo,

With regard to the comments on the draft report, I would like to share some views on behalf of the Panel.

The evaluation is very comprehensive and follows due processes. I am pleased to note that most of the recommendations and observations of the peer review panel have already been included. This evaluation is remarkable in the sense that it is done collaboratively as a joint evaluation with Government of Sri Lanka in particular with the Department of Project Management and Monitoring (DPMM) of the Ministry of Finance and Planning and therefore, it showcases the commitment on the part of the donors to the Paris principles, Accra, Ghana principles and the Busan declaration. Let me congratulate you and the team, the co-financers and all concerned for moving in the right direction. The involvement of the Sri Lanka Evaluation Association (SLEvA) as a Peer Review Panel has further strengthened the process.

We are generally in agreement with the evaluation approach, methodology and the processes adopted in arriving conclusions based on evidences. We also note the multiple methods of data collection - secondary information, focus group discussions, community interviews, key informant interviews, etc., which have strengthened the evidence collection mechanism. Further, validation of the findings through stakeholder consultation and other triangulation methods has professionally strengthened the evaluation process and dynamics.

Some additional observations are given below:

- 1) The evaluation questions have been framed well and has been based on stakeholder consultation through scoping missions. Therefore, the questions are well balanced and articulate the relevance, efficiency, effectiveness, impact and sustainability of the interventions. The evaluation design matrix identified the indicators, means of verification and method of collecting data in respect of evaluation questions. The review of the design matrix revealed that the previous observations made by the peer review have been incorporated.
- 2) Independence, objectivity and credibility have been maintained throughout the process with built-in checks and balances.

3) we are pleased to note that as discussed at the interim evaluation consultation forum, the list of participants interviewed , field sites visited, List of documents reviewed and other related information which helps evidence based decisions have been supported and referenced.

4) Review of outcomes to impact assessment (ROtI) analysis: the Peer Review Panel noted that the interesting and professional approach of the ROtI analysis which is based on detailed theory of change between outcomes to impacts. This ROtI analysis mainly addresses outcome impact pathway through a validation exercise using qualitative assessment methods such as Key informant interviews, focus group discussions etc. The assessments are conducted on the outcome impact pathway which covers the assumptions, impact drivers and intermediate states and provides an indirect measure of the impact that is likely to be achieved over time. Therefore, the final results of the ROtI analysis will only lead to an assessment on the likely achievement of impact and not the actual realization of the impact. Therefore, it is suggested that the evaluation report preferably clarify this and use the term that the pre-conditions for impact achievement are met and the project is likely to achieve impacts rather than presenting it as impact realized.

5) It is important to promote the use of evaluation findings through effective sharing of findings. In this regard, the evaluation findings and executive summary should be placed in the evaluation information system maintained by the DPMM and further strategies and options should be considered to promote the utility of evaluation.

I congratulate you and the team for this excellent evaluation report which is done in a time constraint situation using professionally sound methodology, approach and practice. I enjoyed reading the evaluation with interest.

Thanks and best regards.

V. Sivagnanasothy

Secretary

Ministry of Traditional Industries and Small Enterprise Development

Sri Lanka

Annex C: Statement on Joint Evaluation Experience

In June 2014, the Department of Project Monitoring and Management of the Ministry of Finance and

Planning sent the following official communication commenting on the joint evaluation experience.

The Experience of Joint GEF - Sri Lanka Country Portfolio Evaluation

The GEF Country Portfolio Evaluation of Sri Lanka was undertaken as a joint evaluation with active involvement of GEF and the officials of the Government of Sri Lanka. This initiative is considered as an outcome of the Paris Declaration, which strongly emphasizes ownership, country leadership and mutual accountability to achieve aid effectiveness.

The Joint Steering Committee guided on the Terms of Reference, evaluation questions, approach and methodologies and the selection of independent and competent evaluation consultants. All strategic decisions were taken through a joint process rather than a donor driven evaluation. Collaborations and partnerships do have their own costs in terms of communication delays in getting consensus, and compromise on certain evaluation questions. However, the involvement of external experts with outside peer reviews helped our officers to gain further knowledge and diverse perspectives.

This joint and collaborative evaluation has proved to be successful as it created the ownership and helped to improve the utilization of the evaluation report. Further, it has not compromised on the independence as the evaluation was managed by the Joint Steering Committee which did not involve in the planning, designing, implementation and operation of the projects and programmes.

The consultation workshop was conducted with the wider group of stakeholders and the effective peer review was undertaken by experienced professionals and as such aspects such as independence, credibility and objectivity were maintained. Further, the critical inputs received from the Peer Review Panel were useful in strategizing the evaluation process and in improving the quality assurance process thus helped to improve credibility of the findings and the evaluation report. The evaluation report will be uploaded in the Evaluation Information System of the Department of Project Management and Monitoring (DPMM) for wider dissemination. This will help to facilitate the utility of the evaluation which is very important to take follow-up actions.

The DPMM will closely work with the Ministry of Environment and Renewable Energy on the management responses. The findings and lesson learned will be used in the planning and formulation of new projects.

The joint and collaborative evaluations have fundamentally contributed to improve the aid effectiveness, enhance ownership, wider use of evaluation lessons and findings and will help to improve the planning and management of development portfolios, projects and programmes.

This joint evaluation will be a replicable model evaluation approach for many countries and development partners to follow.

Annex D:

Terms of Reference

D.1 Background and Introduction

Country portfolio evaluations are one of the main evaluation streams of work of the GEF Evaluation Office.¹ By capturing aggregate portfolio results and the performance of GEF support at the country level, they provide useful information for both the GEF Council and the countries. The relevance and utility of CPEs have grown in GEF-5 with the increased emphasis on country ownership and country-driven portfolio development.

Countries are chosen for CPEs among those that are GEF eligible based on a selection process and set of criteria including size, diversity, and maturity of their portfolio of projects (GEF EO 2010). Among several considerations, Sri Lanka was selected based on its diverse portfolio, including several completed/closed projects with significant emphasis on biodiversity and climate change. A distinctive feature of the Joint GEF–Sri Lanka CPE is that it is jointly managed by the GEF Evaluation Office and the Sri Lankan Ministry of Finance and Planning through a Joint Steering Committee. Independent national quality assurance support is provided by the Sri Lanka Evaluation Association through a Peer Review Panel. A team of national consultants has been assembled to

support the GEF Evaluation Office in the conduct of the evaluation.

Sri Lanka covers an area of 65,610 square kilometers, with a population of approximately 21.5 million people.² Sri Lanka is classified as a lower-middle-income country with a gross national income per capita of approximately \$2,580.³ Sri Lanka continues to experience strong economic growth following the end of a 26-year conflict with the Liberation Tigers of Tamil Eelam. The ambitious economic program of the government covers policies on foreign and domestic private investment to support growth, develop small and medium-size enterprises, and increase agricultural productivity. The global financial crisis and recession in 2008 and 2009 nearly caused a balance of payments crisis and slowed growth to 3.5 percent in 2009. In the following two years, economic activity rebounded strongly with the end of the war and an International Monetary Fund agreement. Sri Lanka's per capita income of \$5,700 on a purchasing power parity basis is among the highest in the region.⁴ It is ranked 97th out of 187 countries on the Human

¹ A complete list of countries that have undergone CPEs can be found on the Office website (<http://www.thegef.org/gef/CPE>).

² <https://www.cia.gov/library/publications/the-world-factbook/geos/ce.html>, accessed August 27, 2012.

³ <http://data.worldbank.org/country/sri-lanka>, accessed August 27, 2012.

⁴ <https://www.cia.gov/library/publications/the-world-factbook/geos/ce.html>, accessed August 27, 2012.

Development Index, placing it above the regional average in South Asia.⁵

Sri Lanka harbors the most diverse landscapes, rich in species and ecosystem diversity with the highest biodiversity per unit area of land among Asian countries in terms of flowering plants and all vertebrate groups except birds. Over the last century, however, much of its forest cover has been destroyed, with less than one-third of the area still under forest cover.⁶ Sri Lanka is considered 1 of 18 biological hotspots in the world (according to the Red List 2007) with endemic, threatened, and rare species of both flora and fauna.⁷ One important step toward the conservation of biological diversity was the adoption of a BCAP in 1998. Steps have been taken since 1994 to manage natural resources and the environment, including enabling stronger involvement of civil society and the private sector. Sri Lanka possesses some of the finest legislative enactments in the South Asian region, and 26.5 percent of the total area of the country is protected. However, law enforcement and the respective enforcement capability of state agencies need further improvement.⁸ Further threats to biodiversity are the ever-increasing demand for land for human habitation and related development activities; poor land use planning; indiscriminate exploitation of biological resources; and vulnerability to climate change, such as sea level rise.

Since 1991, the GEF has invested \$58.1 million (with about \$336.45 million in cofinancing) through 21 national projects (table D.1): 9 in biodiversity, 9 in climate change, 1 in POPs, and 2

TABLE D.1 GEF Support to National Projects by Focal Area and GEF Agency

Focal area	Agency	GEF amount (\$)	No. of projects
Biodiversity	UNDP	7,574,763	6
	UNEP	1,450,455	1
	World Bank	4,570,000	1
	World Bank-ADB	10,200,000	1
	Subtotal	23,795,218	9
Climate change	UNDP	4,845,818	4
	UNDP-FAO	1,996,250	1
	UNIDO	2,355,000	1
	World Bank	13,900,000	2
	World Bank-IFC	3,600,000	1
	Subtotal	26,697,068	9
Multifocal	IFAD	6,919,915	1
	UNDP	200,000	1
	Subtotal	7,119,915	2
POPs	UNEP	495,000	1
	Subtotal	495,000	1
Total		58,107,201	21

multifocal area projects.⁹ The projects are evenly spread within the GEF project cycle with 5 projects being closed and one completed; the majority of them are on biodiversity and climate change. UNDP, with 12 projects totaling \$12.6 million, has been the main channel for GEF support in Sri Lanka to date; it is followed by the World Bank (3 projects totaling \$18.47 million) and UNEP (2 projects totaling \$1.94 million). Sri Lanka is also a participant country in three regional and eight global projects.

⁵ <http://hdrstats.undp.org/en/countries/profiles/LKA.html>, accessed August 27, 2012.

⁶ http://sdwebx.worldbank.org/climateportalb/home.cfm?page=country_profile&CCode=LKA, accessed August 27, 2012.

⁷ <http://www.cbd.int/countries/profile.shtml?country=lk#status>, accessed August 28, 2012.

⁸ www.cbd.int/doc/world/lk/lk-nr-03-en.doc, accessed August 27, 2012.

⁹ Dropped and canceled projects, as well as PIF rejections from the GEF CEO, are not considered. Two additional multifocal area projects are pending (GEF-5) and are not included in table D.1.

OBJECTIVES OF THE EVALUATION

CPEs aim to provide the GEF Council with an assessment of the results and performance of GEF-supported activities in a country, and of how these fit into national strategies and priorities as well as within the global environmental mandate of the GEF. Based on this overall purpose, the Joint GEF–Sri Lanka CPE will have the following specific objectives:

- Evaluate the effectiveness and results of completed and ongoing projects in each relevant focal area
- Evaluate the relevance and efficiency of GEF support in Sri Lanka from several points of view: national environmental frameworks and decision-making processes, the GEF mandate and the achievement of global environmental benefits, and GEF policies and procedures
- Provide feedback and knowledge sharing to (1) the GEF Council in its decision-making process to allocate resources and to develop policies and strategies, (2) Sri Lanka on its participation in the GEF, and (3) the different agencies and organizations involved in the preparation and implementation of GEF support.

The Joint GEF–Sri Lanka CPE will also be used to provide information and evidence to other evaluations being conducted by the Office. The evaluation will address the performance of the GEF portfolio in Sri Lanka in terms of relevance, efficiency, and effectiveness as well as the contributing factors to this performance. The Joint GEF–Sri Lanka CPE will analyze the performance of individual projects as part of the overall GEF portfolio. CPEs do not aim at evaluating the performance of GEF Agencies and national entities (agencies and/or departments, national governments, or involved civil society organizations).

KEY EVALUATION QUESTIONS

The Joint GEF–Sri Lanka CPE will be guided by the following key questions.

Effectiveness, results, and sustainability¹⁰

- Is GEF support to Sri Lanka effective in producing results (outcomes and impacts) by focal area at the project and aggregate levels?
- What is the likelihood that objectives will be achieved for those projects that are still under implementation in Sri Lanka?
- Is GEF support to Sri Lanka effective in producing results related to the dissemination of lessons learned in GEF projects and with partners?
- Is GEF support to Sri Lanka effective in producing results that last over time and continue after project completion?
- Is GEF support to Sri Lanka effective in moving from foundational activities and production of information and databases to demonstration and investment activities with concrete, tangible results?
- Is GEF support to Sri Lanka effective in linking environmental conservation measures with compatible sustainable livelihood and development activities?

¹⁰ *Effectiveness*: the extent to which the GEF activity's objectives were achieved, or are expected to be achieved, taking into account their relative importance. *Results*: in GEF terms, results include direct project outputs, short- to medium-term outcomes, and progress toward longer term impact including global environmental benefits, replication effects, and other local effects. *Sustainability*: the likely ability of an intervention to continue to deliver benefits for an extended period of time after completion; projects need to be environmentally as well as financially and socially sustainable.

- Is GEF support to Sri Lanka effective in replicating/up-scaling the successful results it has demonstrated in its projects?

Relevance¹¹

- Is GEF support relevant to Sri Lanka's national environmental priorities and sustainable development needs and challenges?
- Are GEF and its Agencies supporting the environmental and sustainable development prioritization, country ownership, and decision-making processes of Sri Lanka?
- Is GEF support to Sri Lanka relevant to the objectives linked to the different global environmental benefits in the biodiversity, GHG, international waters, land degradation, and chemicals focal areas?
- Is Sri Lanka supporting the GEF mandate and focal area programs and strategies with its own resources and/or with support from other donors?
- Is the relevance of GEF support to Sri Lanka's national priorities coinciding or clashing with relevance to the GEF international mandate of achieving global environmental benefits?

Efficiency¹²

- How much time, effort, and financial resources does it take to formulate and implement projects by type of GEF support modality in Sri Lanka?
- What role does M&E play in increasing project adaptive management and overall efficiency in Sri Lanka?

¹¹ *Relevance*: the extent to which the activity is suited to local and national environmental priorities and policies and to global environmental benefits to which the GEF is dedicated.

¹² *Efficiency*: the extent to which results have been delivered with the least costly resources possible.

- What are the roles, types of engagement, and coordination among different stakeholders in project implementation in Sri Lanka?
- What are the synergies for GEF project programming and implementation among GEF Agencies, national institutions, GEF projects, and other donor-supported projects and activities in Sri Lanka?
- How do the national budget procedures in Sri Lanka affect GEF project proposal preparation and funding?

Each of these questions is complemented by indicators, potential sources of information, and methods in an evaluation matrix, which is presented in [annex E](#). The matrix contains a tentative list of indicators or basic data, potential sources of information, and methodology components.

SCOPE AND LIMITATIONS

The Joint GEF–Sri Lanka CPE will cover all types of GEF-supported activities in Sri Lanka at different stages of the project cycle (pipeline, ongoing, and completed) and implemented by all GEF Agencies in all focal areas, including applicable GEF corporate activities such as the SGP and a selection of regional and global programs that are of special importance to the country. However, the main focus of the evaluation will be the projects implemented in Sri Lanka (within boundaries)—i.e., the national projects, be these FSPs, MSPs, or enabling activities.¹³ The stage of the project will determine the expected focus of the analysis (see table D.2).

The GEF does not establish country programs that specify expected achievements through programmatic objectives, indicators, and targets. However, since 2010, the GEF has started

¹³ The review of selected regional projects will feed into the aggregate assessment of the national GEF portfolio described above.

TABLE D.2 Focus of Evaluation by Project Status

Status	Relevance	Efficiency	Effectiveness ^a	Results ^a
Completed	Full	Full	Full	Full
Ongoing	Full	Partially	Likelihood	Likelihood
Pipeline	Expected	Processes	n.a.	n.a.

NOTE: n.a. = not applicable.

a. On an exploratory basis.

supporting countries in undertaking national portfolio formulation exercises on a voluntary basis. These exercises serve as a priority-setting tool for countries and as a guide for GEF Agencies as they assist recipient countries. These country programming efforts are rather recent, which limits their usefulness in CPEs that look back to the start of GEF operations—i.e., sometimes 20 years back. This is why CPEs generally entail some degree of retrofitting of frameworks to be able to judge the relevance of the aggregated results of a diverse portfolio of projects. Accordingly, the CPE evaluation framework described here will be adapted along with the other relevant national and GEF Agency strategies, country programs, and/or planning frameworks as a basis for assessing the aggregate results, efficiency, and relevance of the GEF portfolio in Sri Lanka.

GEF support is provided through partnerships with many institutions operating at many levels, from local to national to international. It is therefore challenging to consider GEF support separately. The Joint GEF–Sri Lanka CPE will not attempt to provide a direct attribution of development results to the GEF, but address the role and contribution of GEF support to Sri Lanka’s overall efforts in achieving global environmental benefits. The evaluation will address how GEF support has contributed to overall achievements in partnership with others, by questions on roles and coordination, synergies and complementarities, and knowledge sharing.

The assessment of results will be focused, where possible, at the level of outcomes and

impacts rather than outputs. Project-level outputs will be measured against the overall expected impacts and outcomes from each project. Special attention will be paid to the identification of factors affecting the level of outcome achievements and progress to impact, as well as to the risks that may prevent further progress to long-term impacts. Progress toward impact of a sample of sufficiently mature projects (i.e., completed at least two years) will be looked at through field ROtI studies.¹⁴ Expected and unexpected impacts at the focal area level will be assessed in the context of GEF objectives and indicators of global environmental benefits. Outcomes at the focal area level will be primarily assessed in relation to catalytic and replication effects, institutional sustainability and capacity building, and awareness. The analysis on the context in which outcomes and impacts have been unfolding, including the identification of the main external impact drivers and assumptions, will be an essential part of the analysis, especially, but not exclusively, in the ROtI studies that will be conducted.

The inclusion of regional and global projects increases the complexity of this type of evaluation since these projects are developed and approved under a different context (i.e., regional or global policies and strategies) than are national projects. However, a representative number of regional and global projects in which Sri Lanka participates, or has participated in, will be included based on

¹⁴ The field ROtI method will be applied to three of the six closed/completed national projects.

criteria such as relevance of the regional project for Sri Lanka, and the location of the project management unit when it is based in Sri Lanka, among others.

Out of the 21 national projects, 5 have been closed, 1 has been completed, 3 are being implemented, 2 have been approved by the GEF Council, 3 have been endorsed, 3 have been approved by the GEF CEO, and 4 have been approved by the relevant GEF Agency. Thirteen FSPs include three projects implemented by the World Bank, five by UNDP, one by UNEP, one by IFAD, and one by UNIDO. One FSP is jointly implemented by the World Bank and ADB and one by the World Bank and IFC. The country's two MSPs are implemented by UNDP. Sri Lanka's six enabling activities consist of five projects implemented by UNDP and one by UNEP.

The context in which these projects were developed and approved and are being implemented constitutes another focus of the evaluation. This includes a historic assessment of sustainable development and environmental policies, strategies, and priorities and the legal environment in which these policies are implemented and enforced; GEF Agency country strategies and programs; and GEF policies, principles, programs, and strategies.

Weaknesses of M&E at the project and GEF program levels have been mentioned in past CPEs and other evaluations of the Office. These weaknesses may pose challenges to the Sri Lanka CPE as well. Not all the information that will be used for the analysis will be of a quantitative nature.

METHODOLOGY

The Joint GEF–Sri Lanka CPE will be conducted by staff of the Office and a team of national experts provided by a national institution, the Centre for Poverty Analysis—i.e., the evaluation team—led by a task manager from the GEF Evaluation Office. The team includes technical expertise on the environment and sustainable development in Sri

Lanka, evaluation methodologies, and the GEF. The consultants selected qualify under the Office's ethical guidelines, and have signed a declaration of interest to indicate no recent (last three to five years) relationship with GEF support in Sri Lanka. The operational focal point in Sri Lanka acts as a resource person facilitating the Sri Lanka CPE process by identifying interviewees and source documents, and organizing interviews, meetings, and field visits.

The methodology includes a series of components using a combination of qualitative and quantitative evaluation methods and tools. The expected sources of information include the following:

- *Project level:* project documents, project implementation reports, terminal evaluations, terminal evaluation reviews, reports from monitoring visits, and any other technical documents produced by projects
- *Country level:* national sustainable development agendas, environmental priorities and strategies, GEF-wide focal area strategies and action plans, and global and national environmental indicators
- *Agency level:* country assistance strategies and frameworks, evaluations, and reviews
- Evaluative evidence at the country level from other evaluations implemented either by the Office, by the independent evaluation offices of GEF Agencies, or by other national or international evaluation departments
- Interviews with GEF stakeholders, including the GEF operational focal point and all other relevant government departments, bilateral and multilateral donors, civil society organizations and academia (including both local and international NGOs with a presence in the country), GEF Agencies, the SGP, and the national UN convention focal points

- Interviews with GEF beneficiaries and supported institutions, municipal governments and associations, and local communities and authorities
- Field visits to selected project sites
- Information from national consultation workshops

The quantitative analysis will use indicators to assess the relevance and efficiency of GEF support using projects as the unit of analysis (i.e., linkages with national priorities, time and cost of preparing and implementing projects, etc.) and to measure GEF results (i.e., progress toward achieving global environmental impacts) and performance of projects (such as implementation and completion ratings). Available statistics and scientific sources, especially for national environmental indicators, will also be used.

The evaluation team will use standard CPE tools and protocols and adapt these to the specific context in Sri Lanka. These tools include a project review protocol to conduct the desk and field reviews of GEF projects and interview guides.

The Joint GEF–Sri Lanka CPE will include visits to project sites. The criteria for selecting the sites will be finalized during the conduct of the evaluation, with emphasis placed on both ongoing and completed projects. The evaluation team will decide on specific sites to visit based on the initial review of documentation and balancing needs of representation as well as cost-effectiveness.

Quality assurance will be performed at key stages of the process by a Peer Review Panel composed of three independent experts from the Sri Lanka Evaluation Association. The expertise provided covers the relevant scientific and technical aspects of the peer review function related to the GEF focal areas as well as to evaluation.

PROCESS

A number of steps have already been undertaken for the Joint GEF–Sri Lanka CPE. In February 2012, a pre-evaluation mission took place to explore possibilities for joining forces with institutions in Sri Lanka in the management and conduct of the CPE. As a result of this mission, it was agreed with the Sri Lankan Ministry of Finance and Planning to jointly manage the evaluation. The Joint Steering Committee was established soon after that mission. In parallel, an agreement was reached with the Sri Lanka Evaluation Association to set up a national Peer Review Panel to support the evaluation. Furthermore, an agreement was reached within the Joint Steering Committee for selecting qualified national firms and/or institutions to assist the Office with the conduct of the evaluation.

In August 2012, a second mission took place with the main objective of scoping the evaluation—i.e., define precisely what the evaluation should cover, and identify through consultations with GEF national stakeholders what key questions should be answered by the evaluation. The mission was also an opportunity to officially launch the evaluation, while at the same time introduce the selected national consultant firm to GEF national stakeholders. Unfortunately, the selected firm could not honor its commitment due to internal problems that emerged between the proposed team of experts and the firm itself; this ultimately led the firm to withdraw from the assignment. Further consultations within the Joint Steering Committee led to the recruitment of the Centre for Poverty Analysis, the second-ranked firm, in October 2012. The firm was briefed and introduced to national GEF stakeholders, the Joint Steering Committee, and the Peer Review Panel during a third mission that took place in early November 2012. These terms of reference conclude the Joint GEF–Sri Lanka CPE preparatory phase, and set the scene for

the upcoming evaluation phase, during which the evaluation team will complete the following tasks:

- Complete the ongoing *literature review* to extract existing reliable evaluative evidence.
- Prepare specific inputs to the evaluation:
 - *GEF Sri Lanka portfolio database*, which describes all GEF support activities within the country, basic information (GEF Agency, focal area, implementation status), project cycle information, GEF funding and cofinancing information, major objectives and expected (or actual) results, key partners per project, etc.
 - *Country environmental legal framework*, which provides a historical perspective of the context in which GEF projects have been developed and implemented in Sri Lanka; this document will be based on information on national environmental legislation and policies of each government administration (plans, strategies, etc.), and the international agreements signed by Sri Lanka presented and analyzed through time so as to be able to connect with specific GEF support
 - *Global environmental benefits assessment*, which provides an assessment of Sri Lanka's contribution to the GEF mandate and its focal areas based on appropriate indicators, such as those used in the STAR (biodiversity, climate change, and land degradation) and others used in project documents
 - *ROTI field studies* of three national projects completed for at least two years, selected to represent results in as many diverse GEF focal areas and GEF Agencies as possible, and strengthening as such the information-gathering and analysis of results
- Conduct the *evaluation analysis and triangulation* of collected information and evidence from

various sources, tools, and methods. This will be done during a fourth mission in Sri Lanka by the task manager to consolidate, with the Centre for Poverty Analysis team, the evidence gathered and fill in any eventual information and analysis gaps before generating any key preliminary findings. These will be summarized in a concise aide-mémoire, which will be distributed to stakeholders one week prior to the final consultation workshop.¹⁵ During this mission, additional analysis, meetings, document reviews, and/or fieldwork might be undertaken as needed.

- Conduct a *national stakeholder consultation workshop* with the participation of government representatives and other national stakeholders, including project staff, donors, and GEF Agencies, to present and gather stakeholder feedback on the main Joint GEF–Sri Lanka CPE preliminary findings contained in the aide-mémoire, and proceed to the formulation of conclusions and preliminary recommendations to be included in a draft Joint GEF–Sri Lanka CPE report. The workshop will also be an opportunity to verify errors of facts or analysis where these are supported by adequate additional evidence brought to the attention of the evaluation team.
- Prepare and circulate to stakeholders and to the Joint Steering Committee and Peer Review Panel a *draft Joint GEF–Sri Lanka CPE report*, which incorporates comments received at the national stakeholder consultation workshop.
- Consider the eventual incorporation of comments received to the draft report and prepare the *final Joint GEF–Sri Lanka CPE report*. The GEF Evaluation Office will bear full responsibility for the content of the report.

¹⁵ The aide-mémoire will be circulated by the Joint Steering Committee, which will also send it to GEF stakeholders with the invitation to the final consultation workshop.

The dissemination of the final GEF Sri Lanka CPE report will be a shared responsibility of the Ministry of Finance and Planning, which will distribute the report to GEF national stakeholders in the country; and of the GEF Evaluation office, which will take care of distribution outside the Sri Lankan boundaries.

KEY MILESTONES

The evaluation is being conducted between December 2011 and June 2013. The following activities have been completed:

Preparation	Status
Preparatory work, preliminary data gathering	Completed in December 2011
Pre-evaluation mission	Completed in February 2012
Drafting country-specific terms of reference and evaluation matrix	Completed in November 2012
Quality control/peer review, finalization, and disclosure of terms of reference	Completed in December 2012

The key milestones of the upcoming evaluation phase are presented in table D.3.

TABLE D.3 Joint GEF–Sri Lanka CPE Key Milestones

Milestone	Deadline
Launch evaluation phase, literature review, data gathering	December 1, 2012
Global environmental benefits assessment	January 15, 2013
Country environmental legal framework	February 10, 2013
Finalization of the GEF country portfolio database	February 28, 2013
Data collection/interviews and project review protocols	February 28, 2013
Field studies (including the three ROtI studies)	March 31, 2013
Consolidation and triangulation of evaluative evidence, additional analysis/gap filling	April 10, 2013
Presentation of key preliminary findings in a national consultation workshop	April 30, 2013
Draft CPE report sent to the Peer Review Panel and to GEF stakeholders	June 15, 2013
Incorporate comments received from Peer Review Panel and GEF stakeholders in a final report	July 31, 2013

Annex E: Evaluation Matrix

Question	Indicator	Source of information	Method
Effectiveness, results, and sustainability			
Is GEF support to Sri Lanka effective in producing results (outcomes and impacts) by focal area at the project and aggregate levels?	Overall project and aggregate outcomes and impacts of GEF support	Project staff and beneficiaries, national and local government representatives ROtI studies, terminal evaluations	Focus groups and individual interviews ROtI methodology, meta-evaluation
	Existing ratings for project outcomes (self-ratings and independent ratings)	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews)	Desk review, meta-analysis of evaluation reports, project review protocols
	Changes in global benefit indexes and other global environmental indicators	Evaluative evidence from projects and donors, global environmental benefits assessment	Literature review, meta-evaluation
What is the likelihood that objectives will be achieved for those projects that are still under implementation in Sri Lanka?	Existing ratings for project outcomes (self-ratings and independent ratings)	Project-related reviews such as implementation reports, PMIS, Agency project databases, GEF Agency staff, project staff	Project review protocols, portfolio analysis, desk review, interviews, field visits
Is GEF support to Sri Lanka effective in producing results related to the dissemination of lessons learned in GEF projects and with partners?	Project design, preparation, and implementation have incorporated lessons from previous projects within and outside the GEF	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, etc.), ROtI studies, project staff and beneficiaries, national and local government representatives	Project review protocols, desk review, ROtI methodology, GEF portfolio and pipeline analysis
	Dissemination of positive impacts of GEF projects and best practices into national development plans and other channels (e.g., other environmental, coastal, tourism, industrial plans) to mainstream lessons from GEF projects	Project staff and beneficiaries, national and local government representatives civil society staff (NGOs and academia)	Focus groups and individual interviews
	Lessons learned are shared nationally and regionally (locally) and models/interventions can be found in use in at least 10 instances (including GEF/SGP)	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews, etc.), ROtI studies, project staff and beneficiaries, national and local government representatives	Desk review, ROtI methodology, GEF portfolio and pipeline analysis

Question	Indicator	Source of information	Method
Is GEF support to Sri Lanka effective in producing results that last over time and continue after project completion?	Observed ability of delivering global environmental benefits beyond completion of GEF support for over one year	Evaluation reports, ROTI studies, project staff and beneficiaries, national and local government representatives	Desk review, meta-evaluation, project review protocols, ROTI methodology, GEF portfolio analysis, stakeholder consultations
	Availability of financial and technical resources (from government and other sources) to carry out interventions beyond GEF funding	Project reviews, project staff and beneficiaries, national and local government representatives	Desk review, ROTI methodology, stakeholder consultations
	Ownership of projects by local institutions or by beneficiary groups continuing to engage with the interventions—a minimum of one year after GEF funding has ended	Project reviews, project staff and beneficiaries, national and local government representatives	Desk review, ROTI methodology, stakeholder consultations
Is GEF support to Sri Lanka effective in moving from foundational activities and production of information and databases to demonstration and investment activities with concrete, tangible results?	Evidence of projects that have transitioned from foundational activities to pilot/demonstration and to investment	Project reviews, project staff and beneficiaries, national and local government representatives	Project review protocols, stakeholder consultations
Is GEF support to Sri Lanka effective in linking environmental conservation measures with compatible sustainable livelihood and development activities?	Incorporation of livelihood needs into project design	SGP documents, project reviews, project staff and beneficiaries, national and local government representatives	Project review protocols, stakeholder consultations
	Evidence of livelihood improvements (increase in number of income-generating options, income, savings and assets) among communities dependent on natural resources	Project-related reviews, ROTI studies, project staff and beneficiaries, national and local government representatives, civil society representatives	Project review protocols, meta-evaluation, ROTI methodology, GEF portfolio and pipeline analysis
	Percentage allocated for livelihood support from total support	Project-related evaluations and reviews, ROTI studies	ROTI methodology, desk review, project review protocols
Is GEF support to Sri Lanka effective in replicating/up-scaling the successful results it has demonstrated in its projects?	Institutions continue projects or use lessons to provide services and interventions	SGP documents, portfolio data, NGO staff, project staff and beneficiaries, national and local government representatives	Project review protocols, meta-evaluation, ROTI methodology, GEF portfolio and pipeline analysis
	Other organizations/stakeholders lend support to these initiatives		Focus groups and individual interviews—including GEF SGP
	Evidence of an increase in use of similar interventions in same areas or through projects that have been developed based on these findings		

Question	Indicator	Source of information	Method
Relevance			
Is GEF support relevant to Sri Lanka's national environmental priorities and sustainable development needs and challenges?	GEF support is within Sri Lankan environmental priorities and sustainable development agendas (over time with different agendas—e.g., path to sustainable development, Mahinda Chintana) Alignment/support of activities prioritized in key national policies and strategies (over time with NEAP, Haritha Lanka) GEF support contributes to build environmental processes/systems that help the country achieve its priority sustainable development objectives (e.g., biodiversity action plan, climate change adaptation strategy)	Sri Lankan environmental and sustainable development policies, strategies and action plans; environmental legal framework in Sri Lanka Project-related documentation (project document and log frame, implementation reports, terminal evaluations, terminal evaluation reviews), PMIS, Agency project databases Country environmental legal framework	Desk review; GEF portfolio analysis by focal area, Agency, modality, and project status (national); selected key person interviews
Are GEF and its Agencies supporting the environmental and sustainable development prioritization, country ownership, and decision-making processes of Sri Lanka?	Percentage of GEF funding compared to other official development assistance in the environmental sector Cofinancing rate (from government, private sector, and/or civil society) GEF support has Sri Lankan ownership and is country based (i.e., project design and implementation by in-country national institutions) Relevant national policies and strategic documents include set of priorities that reflect the results and outcomes of relevant GEF support over time (as strategies and action plans have changed over time)	Available databases (global such as World Bank, ADB, other international agencies; national, such as Ministry of Finance and Planning, Department of Census and Statistics, Central Bank, Environment Ministry) Project design and implementation documents, government officials, Agency staff, donors, and civil society representatives RAF/STAR documents, project-related documentation Country environmental legal framework	Desk review and meta-analysis of evaluation of financing information of government, donors, and private and civil society documents Desk review, stakeholder consultations (focus group discussions, individual interviews) Literature review, timelines, historical causality, etc.
Is GEF support to Sri Lanka relevant to the objectives linked to the different global environmental benefits in the biodiversity, GHGs, international waters, land degradation, and chemicals focal areas?	GEF outcomes and impacts are in line with the global benefit index (for biodiversity and climate change) and to other global indicators for GHGs, POPs, land degradation, and international waters GEF support linked to meeting national commitments to the international environmental conventions such as the UNFCCC, the CBD, and the Stockholm Convention on POPs in the time frames expected in the commitments	National action plans to respond to conventions and references/links in the RAF/STAR documents Global environmental benefits assessment Project-related documentation (project document and logframe, implementation reports, terminal evaluations, terminal evaluation reviews, etc.), PMIS, Agency databases Global environmental benefits assessment Government officials, Agency staff, donor and civil society representatives	Desk review, project field visits, project review protocols Literature review GEF portfolio analysis by focal area, Agency, modality, and project status Literature review Stakeholder consultations (focus groups, individual interviews)

Question	Indicator	Source of information	Method
Is Sri Lanka supporting the GEF mandate and focal area programs and strategies with its own resources and/or with the support from other donors?	GEF activities, country commitment, and project counterparts support the GEF mandate and focal area programs and strategies (catalytic, up-scaling, and replication in at least two instances per focal point)	GEF Instrument, Council decisions, focal area strategies, GEF-5 programming strategy	Desk review; GEF portfolio analysis by focal area, Agency, modality, and project status
		Project-related documentation (project document and log frame, implementation reports, terminal evaluations, terminal evaluation reviews), PMIS, Agency databases	
		GEF Secretariat and GEF Agency technical staff	Individual interviews
		Global environmental benefits assessment	Literature review
Is the relevance of GEF support to Sri Lanka's national priorities coinciding or clashing with relevance to the GEF international mandate of achieving global environmental benefits?	Level of funding from Sri Lankan government for GEF projects	Country environmental legal framework	Literature review, timelines, historical causality, etc.
		National allocations for related projects (government, Ministry of Environment records)	Government documents and interviews with government officials
	Alignment of global environmental benefits to national sustainable development priorities (e.g., encouraging economic development and poverty alleviation in a sustainable manner)	Comparison of country context/ national development strategies and global environmental benefits (through country context and global environmental benefits assessment)	Desk review
		Government officials, Agency staff, donor and civil society representatives	Stakeholder consultations (focus groups, individual interviews, national workshop)
		Project-related documentation, RAF/STAR strategy documents	GEF portfolio analysis
		Government officials, Agency staff, donor and civil society representatives	Stakeholder consultations (focus groups, individual interviews, national workshop)
	Contribution of GEF projects to support or integrate environmental objectives into larger development agendas (such as Regaining Sri Lanka and Mahinda Chintana)	Country environmental legal framework	Literature review, timelines, historical causality, etc.
		Government officials, Agency staff, donor and civil society representatives	Stakeholder consultations (focus groups, individual interviews, national workshop)
	Alignment of externally funded projects to meeting local/regional sustainable development priorities and needs		

Question	Indicator	Source of information	Method
Efficiency			
How much time, effort, and financial resources does it take to formulate and implement projects by type of GEF support modality in Sri Lanka?	Process indicators: processing time (according to project cycle steps), preparation and implementation cost by types of modality, etc.	Project-related documentation (project document and logframe, implementation reports, terminal evaluations, terminal evaluation reviews), PMIS, Agency databases	Desk review, GEF portfolio analysis, timelines
	Project dropouts and cancellations	GEF Secretariat and Agency staff, government officials, GEF focal point	Individual interviews, field visits, project review protocols
	GEF funding versus cofinancing	National and local government officials, donors, NGOs, beneficiaries	
What role does M&E play in increasing projects' adaptive management and overall efficiency in Sri Lanka?	Evidence of use of M&E information to steer project toward achieving results	Project-related documentation—especially progress reports and learning	Desk review, GEF portfolio analysis, interviews with GEF Agencies, focal point
	Project learning provides information for decisions for future projects, programs, policies, and portfolios	Project termination reports, policy makers/government officials, GEF Secretariat and Agency staff, project reports	Desk review, interviews with GEF Agencies, focal point
What are the roles, types of engagement, and coordination among different stakeholders in project implementation in Sri Lanka?	Types of actors involved and levels of participation	Stakeholder map, project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews)	Desk review and portfolio analysis, stakeholder analysis
	Roles and responsibilities of GEF actors are well defined	Project documentation (implementation/progress reports), project staff, government officials, beneficiaries	
	Coordination between GEF projects		
	Existence of a national coordination mechanism for GEF support	GEF Secretariat staff and technical staff from GEF Agencies, GEF operational focal point staff	Interviews, field visits, institutional analysis
What are the synergies for GEF project programming and implementation among GEF Agencies, national institutions, GEF projects, and other donor-supported projects and activities in Sri Lanka?	Acknowledgment among GEF Agencies and institutions of each other's projects	Project-related reviews (implementation reports, terminal evaluations, terminal evaluation reviews)	Desk review and meta-analysis of evaluation reports, interviews, and field visits
	Effective communication and technical support between GEF Agencies and between national institutions	GEF Agency staff, national executing agencies (NGOs, other), project staff, national and local government officials	
How do the national budget procedures in Sri Lanka affect GEF project proposal preparation and funding?	Timing of project cycles (national budget, and GEF project cycles)	Government documents, government officials, project proponents	Document review, interviews
	Budget allocations and alignment of GEF projects to carry out these activities	Government documents and data and information from officials	Document review, interviews

Annex F: Interviewees

Ajith Silva, Director, Policy and Planning Division,
Ministry of Environment

Anura Jayathilleke, Director General, South Asia
Co-operative Environment Programme

B.M.U.D. Basnayake, Secretary, Ministry of
Environment and GEF Operational Focal Point

B.H.J. Premathilleke, Project Manager,
Participatory Coastal Zone Restoration and
Sustainable Management in the Eastern
Province of Post-Tsunami Sri Lanka

Buddhika Vithana, Warden, Minneriya National
Park, Department of Wildlife Conservation

D. Keh, Country Director, UNDP Sri Lanka

Darshani De Silva, Environmental Specialist (South
Asia Environment), World Bank

Dinali Jayasinghe, Programme Assistant UNDP/
GEF/SGP

Dinali Jayasinghe, Programme Assistant UNDP/
GEF/SGP

Ananda Mallwathantri, Team Leader,
Environment, Energy and Disaster Risk
Management, UNDP

B.M.S. Batagoda, Deputy Secretary to the Treasury,
Ministry of Finance and Planning, Co-Chair of
Joint Steering Committee of Joint Sri Lanka–
GEF CPE

Sumith Pilapitiya, Lead Environmental Specialist,
World Bank, Sri Lanka

Easha Nanayakkara, Head, Community Outreach,
Department of Wildlife Conservation

F. Abeyratne, Senior Programme Analyst, UNDP
Sri Lanka

Gamini Gamage, Additional Secretary,
Environment Policy, Ministry of Environment

H.G. Gunawardena, former National Project
Coordinator, Conservation of Globally
Threatened Species in the Rainforests of
Southwest Sri Lanka

H.G. Wasantha, Divisional Forest Officer, Galle,
Forest Department

K. Hashim, Member of Parliament, Sri Lanka

K. Wickramasinghe, Research Officer, Institute of
Policy Studies

K.G. Sepala, Divisional Forest Officer, Matara,
Forest Department

K.W.P. Thilakaratne, former Manager, Protected
Areas and Wildlife Conservation Project,
Department of Wildlife Conservation

M. Gamage, Director General, Department
for Project Management and Monitoring,
Ministry of Finance and Planning

M. Samaranayake, Chairman, Institute for Policy
Interaction and Development

M.H. Asitha De Silva, Additional Range Officer,
Kanneliya Range, Forest Department

Padma Abeykoon, Director, Biodiversity
Secretariat, Ministry of Environment

Nilanthi Bandara, Professor, University of Sri
Jayewardenepura, President, Sri Lanka
Evaluation Association, and Chair of Peer
Review Panel of Joint Sri Lanka–GEF CPE

R. Bilgami, Deputy Country Director (Programme),
UNDP Sri Lanka

R.A. Dissanayake, Beat Forest Officer, Kanneliya Range, Forest Department

R.A.D.D.D. Samaranayake, Warden, Wasgamuwa National Park, Department of Wildlife Conservation

Rasika Sasanka, Forest Extension Officer, Neluwa Range, Forest Department

Sampath Aravinda Ranasinghe, Environment Management Officer–GEF, Ministry of Environment

Sarath Chandra Ranaweera, Range Forest Officer, Deniyaya, Forest Department

Shamen Vidanage, Acting Country Representative, IUCN Sri Lanka

Shireen Samarasuriya, National Coordinator, UNDP/GEF/SGP

Sonali De Silva, Consultant, Environmental Policy
Sunith Fernando, Director, Resource Management Consultants (Pvt) Limited

Thushantha Dimuthu Kumara, Forest Extension Officer, Kanneliya Range, Forest Department

Uthsuka Prasanga, Range Forest Officer, Galle, Forest Department

V. Sivagnanasothy, Secretary, Ministry of Traditional Industries and Small Enterprise Development, member of Peer Review Panel of Joint Sri Lanka–GEF CPE

Y.P. Dassanayake, Coordinating Officer, Federation of Electricity Consumer Societies

Annex G: Sites Visited

GEF Small Grant Sites

Reforestation of Hill Slope through Community Participation (SRL/92/G51/004) project site (Kalutara District), February 16, 2012

Propagation of Rush/Reed Varieties for Wetland Conservation and Production of Diversified Artifacts for Income Generation (SRL/02/20 and SRL/04/03) project sites (Kalutara District), February 16, 2012

Conservation of Globally Threatened Species in the Rainforests of Southwest Sri Lanka (GEF ID 818)

Thawalama (Galle District), March 13, 2013

Neluwa (Galle District), March 14, 2013

Deniyaya (Matara District), March 14, 2013

Matara (Matara District), March 15, 2013

Galle (Galle District), March 15, 2013

Protected Areas and Wildlife Conservation Project (GEF ID 878)

Eerige Oya village (Polonnaruwa District), April 9, 2013

Katukeliyawa village (Polonnaruwa District), April 9, 2013

Minneriya National Park (Polonnaruwa District), April 9, 2013

Wasgamuwa National Park (Matale District), April 10, 2013

Pallegama village (Matale District), April 10, 2013

Dehiattakandiya village (Ampara District), April 10, 2013

Energy Services Delivery (GEF ID 104); Renewable Energy for Rural Economic Development (GEF ID 1545)

Villages in Weligepola Divisional Secretariat (Ratnapura District), March 21, 2013

Villages in Kolonna Divisional Secretariat (Ratnapura District), March 22, 2013

Hapugasthanna village (Ratnapura District), March 21, 2013

Maduwanwela village (Ratnapura District), March 22, 2013

Welewatta village (Ratnapura District), March 23, 2013

Annex H:

Workshop Participants

H.1 Pre-Evaluation Stakeholder Meeting (February 13, 2012)

A.A. Kulathunga, National Consultant, Climate Change and Land Degradation, GEF National Portfolio Formulation Exercise

Ajith Silva, Director Policy and Planning Division, Ministry of Environment

Anura Jayatilake, Director, Air Resource Management & International Relations (GEF Sri Lanka Office), Stockholm Convention Focal Point

B.M.U.D. Basnayake, Secretary, Ministry of Environment and GEF Operational Focal Point

Dinali Jayasinghe, Programme Assistant, UNDP/GEF/SGP

Ananda Mallwathantri, Team Leader, Environment, Energy and Disaster Risk Management, UNDP

Gamini Gamage, Additional Secretary, Environment & Policy, Ministry of Environment

J.A. Sumith, Office of the Registrar of Pesticides

K.G. Rohan, Assistant Director, Department of National Planning, Ministry of Finance and Planning

P.R. Attygalle, Consultant, Environment & Natural Resource Management

Buddhi Marambe, Professor, Weed Science & Director/Agriculture Education Unit, Faculty of Agriculture, University of Peradeniya

K.A Nandasena, Vice Chancellor, Rajarata University of Sri Lanka

Padeepa De Silva, Professor, Faculty of Agriculture, University of Peradeniya

R. Semasinghe, Additional Director General, Department of Customs

Sampath Aravinda Ranasinghe, Environment Management Officer–GEF, Ministry of Environment

Sarath Abeysundara, National Programme Coordinator, UNIDO

Shireen Samarasuriya, Programme Coordinator, UNDP/GEF/SGP

H.2 Scoping/Stakeholder Meeting (August 8, 2012)

A.A. Kulathunga, National Consultant, Climate Change and Land Degradation, GEF National Portfolio Formulation Exercise

Ajith Silva, Director, Policy and Planning Division, Ministry of Environment

Athula Ranasinghe, National Organizer, Sri Lanka Nature Forum

B.M.U.D. Basnayake, Secretary, Ministry of Environment, GEF Operational Focal Point

Buddhika De Silva, Consultant, Infotech IDEAS

D.S.A. Wijesundara, Director General, Department of National Botanical Garden

Darshani De Silva, Environmental Specialist, South Asia Environment, World Bank

Dilena Pathragoda, Director Projects, Centre for Environmental Justice

Dinali Jayasinghe, Programme Assistant, UNDP/GEF/SGP

Ananda Mallwathantri, Team Leader, Environment, Energy and Disaster Risk Management, UNDP

Erandathie Lokupitiya, Senior Lecturer, University of Colombo

M.A. Wijeratne, Senior Research Officer, Tea Research Institute

J. Vannitamby, Programme Associate, UNDP

Kamini M. Vitarana, President, Ruk Rakaganno

Leel Randeniya, Environment Management Officer, Biodiversity Secretariat, Ministry of Environment

Nalin Munashinghe, Programme Associate, FAO

P.R. Attygalle, Consultant, Environment & Natural Resource Management

Priyal K. Walisinghe, Deputy Director (Dev), Hadabima Authority

Athula Perera, Senior Lecturer, University of Peradeniya

Buddhi Marambe, Professor, Weed Science & Director/Agriculture Education Unit, Faculty of Agriculture, University of Peradeniya

Devaka Weerakoon, University of Colombo

K.A. Nandasena, Vice Chancellor, Rajarata University of Sri Lanka

Nilanthi Bandara, Professor, University of Sri Jayewardenepura, President, Sri Lanka Evaluation Association, Chair of Peer Review Panel of Joint Sri Lanka–GEF CPE

Padeepa De Silva, Professor, Faculty of Agriculture, University of Peradeniya

W.L. Sumathipala, Professor, Open University

R. Semasinghe, Additional Director General, Department of Customs

R.M.S. Bandara, Head, Land Slides, National Building Research Organization

Rupika Bakmееedeniya, Environment Management Officer, Natural Resource Management Division, Ministry of Environment

S.I. Rajapakse, Environment Management Officer, Biodiversity Secretariat, Ministry of Environment

S.M. Werahara, Assistant Director, Air Resource Management & International Relations, Ministry of Environment

Sajeewa Jayasinghe, Director, Centre for Eco-cultural Studies

Sarath Abeysundara, National Programme Coordinator, UNIDO

Shamen Vidanage, Acting Country Representative, IUCN Sri Lanka

Shireen Samarasuriya, Programme Coordinator, UNDP/GEF/SGP

Sonali De Silva, Consultant, Environmental Policy

Sugath Dharmakeerthi, Director, Natural Resource Management, Ministry of Environment

Sugath Dissanayake, Director, Disaster Management Centre

Suranjan Kodithuvakku, Chairperson, Green Movement of Sri Lanka

T.M.A. Tennakoon, Environment Management Officer, Biodiversity Secretariat, Ministry of Environment

Thushan Kapurusinghe, Chairman, Turtle Conservation Project

W.A. Himali De Costa, Environment Management Officer, Biodiversity Secretariat, Ministry of Environment

W.A.D.D. Wijesooriya, Team Leader, Infotech IDEAS

Wasantha Samaraweera, Additional Secretary, Ministry of Disaster Management

H.3 ROti Workshop (February 7, 2013)

Energy Services Delivery (GEF ID 104); Renewable Energy for Rural Economic Development (GEF ID 1545)

Noel Priyantha, Chief Engineer, Renewable Energy
Projects, Ceylon Electricity Board

P.L.G. Kariyawasam, Deputy General Manager,
Energy Marketing, Ceylon Electricity Board

Nalin Karunatilake, Assistant Vice President,
Project Management, DFCC Bank

Kapila Subasisinghe, Vice President, Corporate
Banking, DFCC Bank

Conservation of Globally Threatened Species in the Rainforests of Southwest Sri Lanka (GEF ID 818)

H.G. Gunawardena, Former National Project
Coordinator

Mohan Heenatigala, Assistant Conservator of
Forests, Forest Department

Protected Areas and Wildlife Conservation Project (GEF ID 878)

Easha Nanayakkara, Head, Community Outreach,
Department of Wildlife Conservation

Lakshman Peiris, Assistant Director, Department
of Wildlife Conservation

Other

Sampath Aravinda Ranasinghe, Environment
Management Officer–GEF, Ministry of
Environment

R.A.P.I. Perera, Assistant Director, Department of
Project Management and Monitoring

Chandra Malanie, Assistant Director, Department
of Project Management and Monitoring

H.4 GEF SGP Grantee Workshop (April 1, 2013)

Ven. Poruwedanade Sumana Thero, Gallena
Temple Environmental Foundation

Ruwan Weerasooriya, Sri Lanka Environment
Exploration Society

Priyantha Kumara, National Nature Farming
Network

Senevi Ruwan, Saru Ketha

Prassanna Weerakkody, Nature Conservation
Group

Piyasoma Bentota, Podujana Himikam Kamituwa
(Public Rights Committee)

Damayanthi Godamulla, Community
Development Centre

Renuka Gunawardana, Integrated Community
Development Women's Society

Gunawathi Hewagallage, Community Resource
Protection Centre

H. P. Piyatissa, Wanasarana Thurulatha Volunteer
Society

W.M.K.B. Wijesinha, Laksetha Sahana Sewa

G. Sriyani Ekanayaka, Naula Rural Development
Association

P. Deshapriya, Navoda Environment Conservation
Society

Chathura Welivitiya, Human Environment Links
Progressive

Anura Premathilaka, Human & Environmental
Development Organization

Dhatusena Senanayake, Lanka Electric Vehicle
Association

A.R. Ranasinghe, E-Friends Organization

Kapila de Silva, Mithuru Mithuro Movement

V.M.B. AthulaPriyantha, Welikadagama Farmers
Organization

Kamy Melvani, Neo Synthesis Research Centre

Sunanda, Sri Lanka Nature Forum

W.M. Thilakeratne, Arunalu Community
Development Centre

Tharanga S. Bandara, HEDO, Deraniyagala

Nadeeka Amarasinghe, HECP

Kamini Meedeniya Vitharana, President, Ruk
Rakaganno (Protectors of Trees)

H.M.D. Sajith, ORCA

Upul Jayathilaka, Green Movement of Sri Lanka

Ranjan Karunanayake, Green Movement of Sri Lanka

Ranjith Senaratne, Isuru Jeevithodaya Padanama

H.5 Final Consultation Workshop (April 29, 2013)

Ajith Silva, Director, Policy and Planning Division,
Ministry of Environment

Ambika Thapa, Consultant, Administrative
support, Biodiversity international, Nepal

Anoja Herath, Assistant Director, Climate Change
Secretariat

Anura Sathurusinghe, Conservator of Forests
(Research), Forest Department

Asoka Abeygunawardena, Executive Director,
Energy Forum, team member of Joint Sri
Lanka–GEF CPE

B.H.J. Premathilake, Planning Officer, CCD

Carlo Carugi, Senior Evaluation Officer, GEF
Evaluation Office

Chandra Malanie, Assistant Director, Department
of Project Management and Monitoring

Chandrika Senanayaka, Assistant Director,
Department of Project Management and
Monitoring, team member of Joint Sri Lanka–
GEF CPE

Darshani De Silva, Environmental Specialist (South
Asia Environment), World Bank

Dharshana Senanayake, Director General,
Department of Project Management and
Monitoring, team member of Joint Sri Lanka–
GEF CPE

Dilena Pathragoda, Director Projects, Centre for
Environmental Justice

Dinali Jayasinghe, Programme Assistant UNDP/
GEF/SGP

Ananda Mallwathantri, Team Leader,
Environment, Energy and Disaster Risk
Management, UNDP

Anura Herath, Country Programme Officer and
Knowledge Facilitator, IFAD Sri Lanka

B.M.S. Batagoda, Deputy Secretary to the Treasury,
Ministry of Finance and Planning, Co-Chair of
Joint Steering Committee of Joint Sri Lanka–
GEF CPE

Naoko Ishii, CEO, GEF

Toby Hodgkin, International Agrobiodiversity
Consultant, Mainstreaming Agrobiodiversity
Conservation and Use in Sri Lankan Agro-
ecosystems for Livelihoods and Adaptation to
Climate Change

Easha Nanayakkara, Head, Community Outreach,
Department of Wildlife Conservation

Janie Dela, Consultant, team member of Joint Sri
Lanka–GEF CPE

K. Romeshun, Senior Research Professional, Centre
for Poverty Analysis, team member of Joint Sri
Lanka–GEF CPE

K.K.D.K. Gunarathna, Graduate Trainee,
Biodiversity Secretariat

K.W.P. Thilakaratne, former Manager, Protected
Areas and Wildlife Conservation Project,
Department of Wildlife Conservation

Kamini Meedeniya Vitarana, President, Ruk
Rakaganno (Protectors of Trees)

Kapila Subasinghe, Vice President, Corporate
Banking, DFCC Bank

Karin Fernando, Senior Research Professional,
Centre for Poverty Analysis, team member of
Joint Sri Lanka–GEF CPE

L.B. Amila Balasuriya, Research Professional,
Centre for Poverty Analysis, team member of
Joint Sri Lanka–GEF CPE

N.D. Wickramasinghe, Assistant Director,
Ministry of Environment

Nalin Munashinghe, Programme Associate, FAO

Nishantha Jayasooriya, OP Officer, IFC

Nishanthi Perera, Research Officer, South Asia
Co-operative Environment Programme, team
member of Joint Sri Lanka–GEF CPE

P.L.G. Kariyawasama, Deputy General Manager,
Energy Marketing, Ceylon Electricity Board

P.M. Dharmatilake, Deputy Director, Department of Wildlife Conservation

Paola de Santis, Scientific and Administrative Adviser Biodiversity International

Parakrama Jayasinghe, President, Bioenergy Association

Priyanthi Fernando, Executive Director, Centre for Poverty Analysis

Buddhi Marambe, Professor/Director, Agriculture Education Unit Faculty of Agriculture, University of Peradeniya

Nilanthi Bandara, Professor, University of Sri Jayewardenepura, President, Sri Lanka Evaluation Association, Chair of Peer Review Panel of Joint Sri Lanka–GEF CPE

Pradeepa Silva, Senior Lecturer in Animal Genetics & Breeding, University of Peradeniya

Razina Bilgrami, Country Director, UNDP

Robert van den Berg, Director, GEF Evaluation Office, Co-Chair of Joint Steering Committee of Joint Sri Lanka–GEF CPE

RupikaBakmееedeniya, Environment Management Officer, Natural Resource Management Division, Ministry of Environment

Sajeewa Jayasinghe, Director, Centre for Eco-cultural Studies

Sampath Aravinda Ranasinghe, Environment Management Officer–GEF, Ministry of Environment

Sarath Abeysundara, National Project Coordinator, UNIDO

Sena Peiris, Director, National Cleaner Production Centre

Shamen Vidanage, Acting Country Representative, IUCN Sri Lanka

Shireen Samarasuriya, National Coordinator, UNDP/GEF/SGP

Suranjan Kodithuvakku, Chairperson, Green Movement of Sri Lanka

Thushan Kapurusinghe, Chairman, Turtle Conservation Project

Upul Jayathilake, Programme Manager, Green Movement of Sri Lanka

V. Sivagnanasothy, Secretary, Ministry of Traditional Industries and Small Enterprise Development, member of Peer Review Panel of Joint Sri Lanka–GEF CPE

Vaidehi Anushyanthan, Assistant Director, Department of Project Management and Monitoring, member of Joint Steering Committee of Joint Sri Lanka–GEF CPE

Vimarsha Salpage, Research Assistant, Centre for Poverty Analysis

Vindya Hewawasam, Research Assistant, Ministry of Environment

Annex I:

All GEF Projects from 1991–2012

TABLE I.1 National Projects

GEF ID	Title	GEF Agency	Focal area	Modality	GEF phase	Status	GEF grant (\$)	Cofinancing (\$)
95	Conservation and Sustainable Use of Medicinal Plants	WB	BD	FSP	GEF-1	C	4,915,000	500,000
104	Energy Services Delivery	WB	CC	FSP	GEF-1	C	5,900,000	49,400,000
309	Enabling Sri Lanka to Fulfill Its Commitments to the UNFCCC	UNDP	CC	FSP	GEF-1	C	110,000	
352	Development of Wildlife Conservation and Protected Areas Management	UNDP	BD	FSP	Pilot	C	4,087,130	5,243,672
425	Renewable Energy and Capacity Building	UNDP	CC	FSP	GEF-1	C	1,531,600	494,040
802	Conservation of Biodiversity through Integrated Collaborative Management in Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems	UNDP	BD	FSP	GEF-2	C	749,670	1,360,000
811	Participation in the Clearing House Mechanism of the CBD	UNDP	BD	FSP	GEF-2	C	8,250	
818	Conservation of Globally Threatened Species in the Rainforests of Southwest Sri Lanka	UNDP	BD	FSP	GEF-2	C	749,713	226,000
878	Protected Areas and Wildlife Conservation Project	WB-ADB	BD	FSP	GEF-2	C	10,530,000	24,600,000
1008	Climate Change Enabling Activity (Additional Financing for Capacity Building in Priority Areas)	UNDP	CC	FSP	GEF-2	C	100,000	
1545	Renewable Energy for Rural Economic Development	WB	CC	FSP	GEF-2	C	8,000,000	125,700,000
1777	Enabling Activities for the Stockholm Convention on Persistent Organic Pollutants (POPs): National Implementation Plan for Sri Lanka	UNEP	POPs	FSP	GEF-2	C	495,000	25,000
2753	Participatory Coastal Zone Restoration and Sustainable Management in the Eastern Province of Post-Tsunami Sri Lanka	IFAD	MF	FSP	GEF-3	I	7,269,915	7,569,450

GEF ID	Title	GEF Agency	Focal area	Modality	GEF phase	Status	GEF grant (\$)	Cofinancing (\$)
2417	National Capacity Needs Self-Assessment (NCSA) for Global Environmental Management	UNDP	MF	FSP	GEF-3	C	200,000	20,750
2996	Portfolio approach to distributed generation opportunity (padgo) (phase 1)	WB-IFC	CC	FSP	GEF-3	I	3,600,000	18,781,537
2472	Strengthening Capacity to Control the Introduction and Spread of Alien Invasive Species	UNDP	BD	FSP	GEF-4	I	1,955,000	3,415,000
4096	Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies	UNDP-FAO	CC	FSP	GEF-4	I	2,070,250	17,153,710
4114	Bamboo Processing for Sri Lanka	UNIDO	CC	FSP	GEF-4	I	2,455,000	21,297,000
4150	Mainstreaming Agrobiodiversity Conservation and Use in Sri Lankan Agro-ecosystems for Livelihoods and Adaptation to Climate Change	UNEP	BD	FSP	GEF-4	I	1,545,455	2,590,000
4501	GEF National Portfolio Formulation Document	GEFSEC	MF	FSP	GEF-5	C	30,000 0	
4609	Strengthening the Resilience of Post Conflict Recovery and Development to Climate Change Risks in Sri Lanka	UNDP	CC	FSP	GEF-5	A	3,721,818	57,266,000
4997	National Biodiversity Planning to Support the Implementation of the CBD 2011-2020 Strategic Plan	UNDP	BD	FSP	GEF-5	A	200,000	271,000
5031	Ensuring global environmental concerns and best practices mainstreamed in the post-conflict rapid development process of Sri Lanka through improved information management	UNDP	MF	FSP	GEF-5	P	No data	
2248	Dendro-thermal power pilot project for off-grid electrification	UNDP	CC	MSP	GEF-3	D		
3184	Reducing greenhouse gas emissions by promoting bio energy technologies for heat applications	FAO	CC	MSP	GEF-4	D		

SOURCE: Initial list compiled from PMIS and project documents, with updated status by the operational focal point in April 2013.

NOTE: GEFSEC = GEF Secretariat, WB = World Bank; BD = biodiversity, CC = climate change, MF = multifocal; EA = enabling activity; A = approved, C = completed/project closure, D = dropped, I = under implementation; P = pending. Projects listed are those that had entered the GEF project cycle before December 2012. Some enabling activities such as the national communications to the CBD state that they were funded by the GEF. However, project ID numbers, grant amounts, etc., were not available and have not been reported in this table. Grant and cofinancing figures are allocated amounts.

TABLE 1.2 Regional Projects

GEF ID	Title	GEF Agency	Focal area	Modality	GEF phase	Status	GEF grant (\$)	Cofinancing (\$)
1259	In-situ Conservation of Crop Wild Relatives through Enhanced Information Management and Field Application	UNEP	BD	FSP	GEF-3	C	5,827,025	6,176,969
1252	Bay of Bengal Large Marine Ecosystem	FAO-WB	IW	FSP	GEF-3	I	12,082,100	18,911,400
1902	Development and Application of Decision-Support Tools to Conserve and Sustainably Use Genetic Diversity in Indigenous Livestock and Wild Relatives	UNEP	BD	FSP	GEF-4	I	1,982,770	3,971,000
1390	Production and Promotion of Neem-Derived Bio-pesticides as a Viable Eco-Friendly/Biodegradable Alternative to POPs Pesticides in Asia and the Pacific Region	UNIDO	POPs	FSP	GEF-2	D		
1891	Reducing Greenhouse Gas Emissions by Promoting Bio-energy Technologies for Heat Applications	UNEP-FAO	CC	FSP	GEF-3	D		
1988	Integrating economic values into protected area management in south asia	UNEP	BD	MSP	GEF-3	D		
1997	Energy and Environmental Efficiency Improvement of Urban Transport System in Selected Asian Countries	UNEP	CC	MSP	GEF-3	D		
2075	Developing a sustainable and environmentally sound transport system for three south asian cities	UNEP	CC	MSP	GEF-3	D		
2125	Development and Application of Decision Support Tools to Conserve and Sustainably Use Genetic Diversity in Indigenous Livestock and Wild Relatives	UNEP	BD	FSP	GEF-3	D		
2628	Dssa demonstrating and scaling up sustainable alternatives to ddt and strengthening national vector control capabilities in south east asia and pacific	UNEP	POPs	FSP	GEF-3	D		
4879	Sub-regional Action Plan (Asia) for PBDEs Management and Reduction	UNEP	POPs	FSP	GEF-5	D		

SOURCE: Initial list compiled from PMIS and project documents, with updated status by the operational focal point in April 2013.

NOTE: WB = World Bank; BD = biodiversity, CC = climate change, IW = international waters; EA = enabling activity; C = completed, D = dropped, I = under implementation. Projects listed are those that had entered the GEF project cycle before December 2012. Grant and cofinancing figures are allocated amounts for the entire regional project; specific amounts allocated for Sri Lanka are not known.

TABLE I.3 Global Projects

GEF ID	Title	GEF Agency	Focal area	Modality	GEF phase	Status	GEF grant (\$)	Cofinancing (\$)
875 ^a	Development of National Biosafety Frameworks	UNEP	BD	EA	—	C	—	—
1281	Solar and Wind Energy Resource Assessment	UNEP	CC	FSP	GEF-2	C	6,512,000	2,508,000
1599	Development of a Strategic Market Intervention Approach for Grid-Connected Solar Energy Technologies (EMPower)	UNEP	CC	MSP	GEF-3	C	975,000	800,000
3514	4th Operational Phase of the GEF Small Grants Programme (RAF1)	UNDP	MF	FSP	—	C	13,647,498	
3808	Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being	UNEP-FAO	BD	FSP	GEF-4	A	5,517,618	29,552,314
3871	4th Operational Phase of the GEF Small Grants Programme (RAF2)	UNDP	MF	FSP	GEF-4	E	45,211,963	44,500,000
4678	GEF SGP Fifth Operational Phase - Implementing the Program Using STAR Resources II	UNDP	MF	FSP	GEF-5	A	25,528,847	25,530,000
4829	Support to GEF Eligible Parties for Alignment of National Action Programs and Reporting Process under UNCCD	UNEP	LD	FSP	GEF-5	E	2,830,000	2,750,000
4930	Enhancing the Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugong Across the Indian and Pacific Ocean Basins	UNEP	BD	FSP	GEF-5	A	4,902,272	17,822,950
2432	Implementing the Global Strategy for Plant Conservation: identification of threatened plant species and protection of important plant areas in six priority countries	UNEP	BD	FSP	GEF-3	D		
4192	Development of Emission Factors for Forest Fires and Open Burning of Agricultural Wastes (rice and sugar cane) in Developing Countries	UNEP	POPs	FSP	GEF-4	D		

SOURCE: Initial list compiled from PMIS and project documents, with updated status by the operational focal point in April 2013.

NOTE: — = not available; BD = biodiversity, CC = climate change, MF = multifocal; EA = enabling activity; A = approved, C = completed, D = dropped, E = endorsed. Projects listed are those that had entered the GEF project cycle before December 2012. Grant and cofinancing figures are allocated amounts for the entire global project; specific amounts allocated for Sri Lanka are not known.

a. Not in the PMIS, but referenced in documentation.

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