88377 v1

Joint GEF/Sri Lanka Country Portfolio Evaluation: (1991–2012)

VOLUME 1

Main Report

January 2014

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CHAPTER 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 results and performance of GEF supported activities at the country level, and of how these activities fit into the national strategies and priorities as well as within the global environmental mandate of the GEF.CPEs enable knowledge sharing about country level results to the benefit of the GEF Council, the participating country, and the agencies and organizations that plan and implement GEF funded activities. CPEs are consolidated to the Annual Country Portfolio Evaluation Report (ACPER) that the GEF Evaluation Office presents to the GEF Council.

In line with the overall purpose of Country Portfolio Evaluations, the Joint GEF/Sri Lanka Country Portfolio Evaluation 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 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

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 Evaluation Office, through a Joint Steering Committee (JSC). Further independent national quality assurance support was provided by the Sri Lanka Evaluation Association, through a Peer Review Panel (PRP). A team of national consultants supported the GEF Evaluation Office to conduct 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 National Development Programme (UNDP). Up to December 2012, 14 national projects have been completed, 6 projects are being implemented while 2 more projects are at approval stage, and 1 is at proposal stage. The national portfolio consists of 23 national projects and 330 small grants. The total financial investment in the national projects is $396 million with GEF funding amounting to 15% (US$60 million) and co-financing from various sources including donors and the government amounting 85% (US$ 336 million) (Table 1.1). An equal number of projects (nine each) have been invested in biodiversity and climate change, but in terms of financial investment, climate change related projects have received 80% 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 (EAs).

Table 1.1: GEF Supported National Projects

Focal Area	No of Projects	Budgetary allocation (US$ Million)			GEF %	Co-financing %
		GEF Financing	Co-Financing	Total		
Biodiversity	9	24.7	38.2	62.9	39%	61%
Climate Change	9	27.5	290.1	317.6	9%	91%
Multi Focal	4	7.5	7.6	15.1	50%	5%
POPs	**1**	**0.5**	0.02	**0.5**	**95%**	**50%**
Total	**23**	**60.0**	**336.1**	**396.1**	**15%**	**85%**

In addition, Sri Lanka was involved in implementing three regional GEF FSPs (two Biodiversity and one International Waters) and nine global projects that included one enabling activity on National Bio-safety Framework Development, two FSPs in Biodiversity, two projects in climate change (FSP and MSP), and one Land Degradation FSP. The available documentation does not clearly provide details of the amount of funding for national level activities from these regional and global initiatives.

GEF has also provided funds directly to Non-Governmental Organizations (NGOs) and Civil Society Organizations (CSOs) under the Small Grants Programme (SGP) since 1994. The SGP has provided 330 grants amounting to US$ 9.8 million, of which GEF funding accounted for 66% (US$ 6.5 million), and the balance 34% (US$ 3.3 million) through co-financing by the grantees. When considering the spread of SGP projects in GEF focal areas, it is evident that the majority were Biodiversity (176), with Multi Focal Area (57), Land Degradation (43), and Climate Change (39) projects showing the next highest percentages. In addition to funding projects in these focal areas, GEF-SGP had funded one capacity building project. Another 49 projects were administered by the GEF-Small Grants Programme (SGP) office in the UNDP Country Office under special allocations from non-GEF resources: The Community Water initiative; Climate Change Adaptation fund and UNDP additional funding for tsunamis. The total financing of these projects amounted to US$ 1.07 million.

Eight GEF Agencies were responsible for project development and implementation at national level. The World Bank was dominant during the first two phases, whilst the UNDP has assumed greater prominence in GEF 5. GEF 4 had the greatest number of GEF Agencies including the Food and Agriculture Organization (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 civil war in 2009, the geographical coverage of GEF projects extended to the Northern and Eastern parts of the country.

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 comprised of a desk review of all the national projects together with 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 (TORs) to the national projects, efforts have been made to gather and incorporate findings from the regional and global projects. Specific inputs to the evaluation were the country environmental legal framework review, the global environmental benefits assessment, the GEF – Sri Lanka portfolio database analysis, and the Review of Outcomes to Impact (ROtI) field studies. These documents are provided separately in Volume 2. The ROtI analysis was carried out for three projects based on the criteria that they were FSP or MSP projects completed at least 2 years ago covering the two main focal areas of biodiversity and climate change and involved the two major implementing agencies – the World Bank (WB) and the UNDP.

The evaluation was led by the GEF Evaluation Office and carried out by a national team lead by the Centre for Poverty Analysis (CEPA). Based on the initial findings of the evaluation an Aide Mémoire was developed and was distributed to stakeholders for comments. The Aide Mémoire was presented at the national consultation workshop where it was validated. Participants to this workshop included government representatives and other national stakeholders, including project staff, donors and GEF Agencies.

1.3 Conclusions

1.3.1 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 that is linked to its cultural legacy and economic advancement. High ecosystem diversity in 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, together with the Western Ghats of India is one of the 34 global biodiversity hotspots, recognized for high flowering plant endemism and 70% loss of its original habitat. This indicates the globally significant nature of the biodiversity and the urgency to protect it. As per the IUCN Red list, 571 globally threatened species are found in Sri Lanka; the majority are plants (286), others being invertebrates (130), amphibians (56) and fish (43). Additionally, 30 mammals, 15 birds, and 11 reptiles also fall under this category.

Responding to the need for conserving the biological wealth of Sri Lanka, GEF support from the inception has focused on biodiversity. Biodiversity projects have been linked to both the development of action plans, as the Biodiversity Conservation Action Plan prepared under the Medicinal Plants Project (GEF ID 95) and an addendum to the action plan prepared through the Protected Area Management and Wildlife Conservation Project (GEF ID 878) as well as to overall protected area/forest/coast management plans identified by line agencies. Several examples can be made, including the Wildlife and Protected Areas Management Project (GEF ID 352) and the Protected Area Management and Wildlife Conservation Project (GEF ID 878) for improved protected area management; the Rainforest Project (GEF ID 818) for participatory forest conservation with communities; the Coastal Biodiversity Project (GEF ID 802) for special area management with community participation. GEF support has enabled attention to emerging subjects such as sustainable use of bioresources (Medicinal Plants Project -GEF ID 95), genetic resources (Indigenous Livestock and

Wild Relatives Project - GEF ID 1902) control of alien invasive species (Alien Invasive Species Project – GEF ID 2472), biosafety (Biosafety Framework Project –GEF ID 875), Agro-biodiversity (Agro-biodiversity and Climate Change Project – GEF ID 4150), and wild crops (Crop Wild Relatives Project – GEF ID 1259). With the exception of the biosafety enabling activity, all these projects provided hands-on experience on the topics mentioned and assisted Sri Lanka in developing national capacities.

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 the economic and social development potential. 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 GEF have largely responded to Sri Lanka's desire to expand electricity coverage to areas the grid could not reach. Two consecutive GEF projects, the Energy Services Delivery Project (GEF ID 104) and the Renewable Energy for Rural Economic Development Project (GEF ID 1545), which had considerable co-financing, supported an enabling environment for renewable energy uptake through a multi-pronged approach that focused on issues such as long-term finance, policy and tariff issues, technology and capacity, especially for solar and small hydro schemes. The continuum between these two projects and the continued support through the years (1997-2011) through several other projects contributed to sustaining results achieved over time. 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 the GEF support was over. Further barriers to sell the grid for other renewable technologies such as biomass have emerged and a new GEF initiative, the Biomass Energy Project (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 (GEF4 and later) refer to previous lessons in their design and include budget lines for disseminating lessons both locally and internationally**

Some of the project documents belonging to the earlier GEF phases refer to lessons from prior GEF and other projects being used for the proposed concepts, approaches and management practices. However, when looking at the use of lessons in successive project design in GEF4 and GEF5 the results are mixed. Some positive examples include energy projects, including the Energy Services Delivery Project (GEF ID 104); the Renewable Energy Capacity Building Project (GEF ID 425) and the Renewable Energy for Rural Economic Development Project (GEF ID 1545), which had similar objectives and operational continuation that built on past projects. In biodiversity, the participatory forest management model implemented by the Department of Forest Conservation in the Rainforest Project (GEF ID 818) was used to successfully redesign and implement the community participation

component of the Protected Area Management and Wildlife Conservation Project (GEF ID 878), but this was done more as a results of the transfer of knowledge via forest department staff operating in both projects rather than having it been built into project design. The two coastal projects managed by the Coast Conservation Department, the Coastal Biodiversity Project (GEF ID 802) and the East Coast Tsunami Project (GEF ID 2753) tested the Special Area Management (SAM) concept for coastal resource management, yet taking forward the district coordinating committees had been less successful.

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 programmes or project designs. In general, the transfer of lessons has been ad hoc and the main reasons for this is 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 as well as with the SGP projects.

Recent projects (GEF4 and later) such as the Alien Invasive Species Project (GEF ID 2472), the Biomass Energy Project (GEF ID 4096) and the Mainstreaming Agro-biodiversity and Climate Change Project (GEF ID 4150) have specific activities/budgets allocated for the dissemination of lessons. They also show cross sectoral topics (i.e. combining agriculture, land use, climate change, and energy with biodiversity) and institutional links that 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 in time and continue after project completion**

Only some components of the biodiversity projects have been taken forward through other projects and regular programmes after the completion of GEF support. Examples include the use of participatory management approaches to manage protected areas, the continuation of training programmes, the boundary marking and setting up of electric fences, establishing medicinal plant nurseries outside of protected areas, and the institutionalization of the national red list activities. Biodiversity projects 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 led to a corresponding improvement in the relationships between the field officers/rangers/wardens and the community level. The Rainforest Project (GEF ID 818) was a example.

A number of projects have contributed to building technical capacity through in-country and international training, and development of training modules for national initiatives, as for example the Protected Area Management and Wildlife Conservation Project (GEF ID 878). This has been seen to be an important driver in improving management capacity of organizations and more importantly of individuals. Regular training is continued by the respective organizations and training programmes continue to feature modules developed through the GEF supported projects (i.e. community participation, ecotourism). However, the continuous rotation of government staff, including those trained for specific duties such as on ecotourism to parks with no such facilities or the fact that trained mobilisers 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 East Coast Tsunami Project (GEF ID 2753) the lack of in-house technical capacity for ecosystems restoration activities within the Coast Conservation Department (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 also using 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, in particular through the Energy Services Delivery Project (GEF ID 104), the Renewable Energy and Capacity Building Project(GEF ID 425) and the Rural Renewable Energy Project(GEF ID 1545).According to the project management unit in the Development Finance Corporation (DFCC) Bank, the Energy Service Delivery Project (GEF ID 104) and later the Rural Renewable Energy Project (GEF ID 1545) installed solar home schemes in 131,528 households and off-grid micro hydro systems for 7913 households, exceeding the project targets.[1] The project also supported initiatives to promote private investment into on-grid power project, and financed 77 on-grid mini hydro systems (generating 182MWs of power) and one wind power system (for 10 MWs of power) that are privately operated and are now selling energy to the grid. The on-grid mini hydro and the 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 the reduction of CO_2 emissions. The DFCC estimates that the Rural Renewable Energy Project (GEF ID 1545) alone has reduced 2.15 million tons of CO_2 emissions. Some of the mini-hydro schemes projects are also registered in the Clean Development Mechanism (CDM) indicating a contribution to reducing CO_2 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 the households connect to the national grid there is a tendency to move away from the renewable energy systems, largely due to the limited power supply and maintenance issues. However, users are moving into using a more efficient energy supply through the new grid connected electricity and not moving back to using inefficient sources such as kerosene. Hence, this also has been a permanent change.

In terms of the micro hydro schemes, no mechanism was in place at the end of the project to continue the use of these systems once the households were connected to the grid. These schemes were connected post project to the grid as was done for the mini hydro schemes. The Federation of Electricity Consumer Societies (FECS)[2]set up under the Rural Renewable Energy Project (GEF ID 1545) has been able to remove technical, social, financial and administrative barriers for grid interconnection so that micro hydro schemes too can sell electricity to the Ceylon Electricity Board (CEB). So far, two schemes have been connected to the main grid. Despite the project removing market barriers and improving the transparency on the power purchase agreement, there has been a dearth of long-term funds required to finance off-grid systems while emerging barriers are experienced for the biomass energy projects.

[1] There are two hydro schemes that are mentioned throughout this report: they are mini hydro that generates between 100KWs to 10MWof power, and micro hydro that generates less than 100 KWs of power. The mini hydro was done on a commercial basis by the private sector, while rural homes were provided through the smaller micro hydro systems – that are also at times referred to as village hydro systems.

[2]FECS is the umbrella organization for the electricity consumer societies set up under the rural renewable energy project to manage the micro hydro systems at village level. The federation brings together 200 of these societies and it continues to be active in the energy sector.

GEF SGP grants have helped to build capacity at community level and many organizations were interested to continue with the 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 environment at the local level. Further, some NGOs and CBOs are being consulted by the Sri Lanka Government in relation to environmental policies and programmes such as the Climate Change Adaptation Policy and the management of Alien Invasive Species. However, these consultations do not take place on a regular/structured basis and reduce the possibilities of creating better vertical linkages from policy to practice that can aid scaling up the results achieved at 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 projects such as the Medicinal Plants Project (GEF ID 95), the Wildlife and Protected Areas Management Project (GEF ID 352) and Protected Areas Management and Wildlife Conservation Project (GEF ID 878), included activities such as the preparation of biodiversity action plans, technical staff capacity building, institutional development, biodiversity baseline studies, and protected area gap analysis, that are of a foundational nature.

Later, enabling activities for Climate Change, Land Degradation, Biosafety and Persistent Organic Pollutants (POPs) have been used for the preparation of policies and action plans, yet follow-up projects and investment have not materialized. Some proposals developed in this regard – and especially regional projects –have been dropped from GEF support. Examples include the Production and Promotion of Neem-derived Bio-pesticides as a Viable Eco-friendly/biodegradable alternative to POPs Pesticides in Asia and the Pacific Region Project(GEF ID 1390); the Reducing Greenhouse Gas Emissions by Promoting Bio energy Technologies for Heat Applications Project (GEF ID 1891); the Energy and Environmental Efficiency Improvement of Urban Transport System in Selected Asian Countries Project(GEF ID 1997); the Development and Application of Decision-support Tools to Conserve and Sustainably Use Genetic Diversity in Indigenous Livestock and Wild Relatives Project(GEF ID 2125); and the Sub-regional Action Plan (Asia) for PBDEs Management and Reduction Project(GEF ID 4879).

Several GEF projects have built on or addressed gaps in previous projects and resulted in funding being available over a longer period of time. Examples include the Protected Area Management Projects (GEF ID 878 and GEF ID 352); the Renewable Energy Projects (GEF ID 104and GEF ID 1545) and a project in the pipeline, the Biomass Energy Project (GEF ID 4096). Some GEF projects linked to other projects funded through other sources/donors, which increased continuity. An example of this continuation is in the integrated management of coastal resources practice area, with the support of local people through SAM planning, initiated by the CCD at Rekawa and Hikkaduwa in 1991 via the USAID-funded Coastal Resources Management Project (CRMP). This approach was formalized in the document “Coastal 2000: Recommendations for a Resource Management Strategy for Sri Lanka's Coastal Region". In 2000 the GEF supported Coastal Biodiversity Project (GEF ID 802) looked to implement the SAM programme for the Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems (GEF ID 802) with participation of local people, placing an emphasis on conservation of wetlands and marine turtles. This project was then linked to the Asian Development Bank (ADB) and Government of Netherlands (GON) funded CRMP that spanned from 2002 to 2005, expanding on the work done in

SAM sites. A lot of 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 maintaining 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. The community mobilisers recruited under the Protected Areas Management Project and Wildlife Conservation Project (GEF ID 878) 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 the AusAid funded projects (under the Sri Lanka Australia Natural Resources Management Project - SLANRMP). 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. In the case of the Department of Wildlife Conservation (DWLC), these types of community activities have not spread to any other parks based on the pilot sites under the Protected Areas Management Project and Wildlife Conservation Project (GEF ID 878). Even in the pilot sites many do not have outreach officers to continue the links with the communities on the same lines as during the project. Links are maintained by other park officials along with their other duties. Further, categories of project staff (i.e. the community mobilisers) trained to carry out these activities were not absorbed into permanent cadres and this has reduced the staff strength to continue these types of participatory approaches elsewhere. In the coastal restoration projects as well social mobilisers are not made part of the regular work force and were only hired to execute project funded activities.

The continuation of the activities introduced by the renewable energy projects over a long time period has enabled the strengthening of community-based organizations. Today, they are able to lobby for policy changes and for obtaining further support, as seen with the FECS lobbying for the connection of mini hydro 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 (ESCOs) that continue providing 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 to enhance or add 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 to offer a whole kitchen unit to combat indoor pollution. Subsequent grant funding is 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, as 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**

Livelihoods options have been factored into projects at different levels. In the majority of biodiversity projects there has been at least one component for livelihoods patterns that contribute to reducing stress on wild species and ecosystems. This was achieved by creating new jobs such as sewing, driving,

SMEs, tourism, or improving income from existing jobs. Examples include: improving tea cultivation techniques under the Rainforest Project (GEF ID 818);setting up electric fences to prevent damages to crops under the Protected Area Management and Wildlife Conservation Project (GEF ID 878); establishing medicinal plant nurseries for extraction under the Medicinal Plants Project(GEF ID 95); or creating alternative employment opportunities for egg collectors to protect marine turtles under the Coastal Biodiversity Project (GEF ID 802). Many of the livelihoods options selected by the communities are not directly connected to the use of natural resources in the protected areas, which has had a positive impact on the parks/reserves in terms of reduced encroachment and extraction. Promotion of eco-tourism associated with natural resource based livelihoods has increased, but has benefitted 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 into safari jeeps, and/or are employed as tourist guides. A negative aspect of the livelihood activities introduced was the provision of individual loans, many of which were not reimbursed, and have resulted in some of the CBOs having disbursed them becoming non-active after some time. In the case of the Protected Area Management and Wildlife Conservation Project (GEF ID 878) some of the loans granted to individuals were particularly large.

Communities have also received benefits from group activities through the Protected Area Management and Wildlife Conservation Project (GEF ID 878) and Rainforests Project (GEF ID 818). These activities include construction of roads or irrigation canals, or the setup of electric fences to control wild elephant attacks, among others. Overall, the livelihood component of biodiversity projects has helped to build relationships with the forest/park officials and can be seen as a driver in community participation in conservation activities such as reducing encroachment, illegal activities, involvement in maintenance of fences, clearing invasive species and reporting illegal activities (vigilance). The relationship with the forest/park officials and vigilance is continuing 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 the benefits to more people, especially among the younger generations, and to get their support for conservation.

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

In the renewable energy projects the contribution to livelihoods may not be as strong as in biodiversity ones, but nevertheless contributed to fulfill a basic need for rural communities. 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 setup of about fifteen ESCOs that continue to operate today, and the model has been replicated in Africa and other South Asian countries.

1.3.2 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 Chapter 3 and Technical Document A, 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 legal and sectoral plans such as the National Environmental Action Plan, the National Biodiversity Conservation Action Plan, the Coastal Zone Management Plan and the Special Area Management Plan. Furthermore, GEF supported national projects have assisted Sri Lanka to meet its obligations to the various international environmental conventions the country is party to, and to amend national laws and/or develop new plans. Some examples of the above are evidence in the timeline diagram in Chapter 3, and are summarized here below:

- The preparation of the Biodiversity Conservation Action Plan (BCAP) lead to Sri Lanka meeting the requirements of Article 6a of the UN Convention on Biological Diversity (UNCBD) as well as providing a comprehensive approach for biodiversity conservation in the country.
- The preparation of first and second communication on United Nations Framework Convention on Climate Change (UNFCCC) were undertaken under GEF enabling activities and these documents have been used to develop national strategies.
- The POPs enabling activity (GEF ID 1777) helped Sri Lanka to prepare the Nation Implementation Plan and also to ratify the Stockholm Convention in 2005.
- The Protected Area Management and Wildlife Conservation Project (GEF ID 878) was responsible for the 2009 amendment of the Fauna and Flora Protection Ordinance, which made it mandatory for the preparation of management plans for all wildlife reserves in the country.
- The National Capacity Self-Assessment (GEF ID 2417) directly served to identify the need for a functional Access to Genetic Resources and Benefit Sharing (ABS) regime in Sri Lanka.
- One year after the startup of the Biosafety enabling activity (GEF ID 875) Sri Lanka became Party to the Cartagena Protocol on Biosafety. Sri Lanka also developed a biosafety policy in 2011.
- The renewable energy projects assisted the country in the increase of use of renewable sources of energy and making renewables a part in the energy mix in the country. These pilots that included setting of the tariff for selling energy to the grid have contributed to push the policy that non-conventional renewable sources would account for 10 percent of the 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, while support climate change focused on renewable energy promotion, contributing to reduction in use of fossil fuels and CO_2 emissions from the generation of electricity from renewable sources. GEF support has not extended to include other important sectors such as transport under climate change. Very few activities addressing land degradation (which was done mainly through MFAs) have been supported and only one project was designed and implemented in international waters.

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 10years national development framework *Mahinda Chinthana*, envisions an economy with a green environment and rapid development. The vision is taken forward by the *Haritha Lanka* (Green Lanka), a Programme headed by the President himself, which promotes coordination of sectoral and cross sectoral environmental activities. However, in practice, integration of environmental considerations into sectoral plans and implementation of the laws and policies that would allow for greater protection of natural resources in Sri Lanka do not follow (DoNP and MoFP, 2010).

Participatory processes are used to put in place sustainable benchmarks and activities (such as the *Haritha Lanka* Programme, the National Biodiversity Action Plan and the Climate Change Adaptation Strategy). However, while these processes rely on each sector/department/institution to decide ways of incorporating environmental aspects into their work, with the Ministry of Environment (MOE) providing guidance and legislative coverage, there is no separate financing mechanism to support these activities. The expectations are 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 (GEF ID 2417) 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 and interest to develop synergies in content and resources was also seen as not adequate. The experience shared by the Ministry of Environment on efforts to develop collaborative planning as part of the Protected Area Management and Wildlife Conservation Project (GEF ID 878) was that even amongst departments with similar interests, this was not an easy task to accomplish. The overall tendency is to lean towards one's own agendas and plans.

Several laws and regulatory processes exist, for example to control industrial discharges, pollution and air and water quality. Responsibilities for their enactment are shared amongst many institutions, and as the capacity for monitoring pollution levels once the licenses are given on for adhering to the emission limits permitted is weak, enforcement does not happen as it should. The way in which the laws are interpreted and used can also cause divergence and inconsistencies 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 the 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 of time. For climate change, both the Ministry of Finance and the Ministry of Power and Energy were keen to develop renewable energy sources in the early 1990s as the national electricity grid's penetration reached only 40 percent of the households. Therefore the support extended by the Government to assist in overcoming issues related to tariffs and power

purchase agreements was strong. The Protected Area Management and Wildlife Conservation Project (GEF ID 878) was designed by external consultants, which caused suspicion about the real intentions of the project and resistance from within government institutions as well as the public (i.e. staff of the DWLC as well as a few NGOs). A legal case was filed against the implementation of certain components of this project, and these activities were modified as a result to incorporate the ideas of the DWLC staff as well as civil society. While it is acknowledged that at the time the expertise to develop the proposals was not there within the DWLC and external support was needed, consideration of the work previously done and a more comprehensive consultative process during project design could have engendered ownership while reducing delays and avoiding legal action. In the case of the Rainforest Project (GEF ID 818), a more participatory process was used to design the project that then generated ownership within the Forest Department. According to the completion report of the Coastal Biodiversity Project (GEF ID 802) expectations of who will participate in project activities as per the roles described in the project design stage did not materialize during implementation, which has reduced buy-in and ownership.

The quality of Government ownership of GEF support is evidenced by its co-financing contributions to approved projects, mainly in kind rather than in monetary terms. Overall Sri Lankan Government's contribution is around 19%in terms of commitments at project approval. The staff time contribution of government officials to the project activities does not sufficiently materialize, due to commitments to their regular work, as was the case in the Coastal Biodiversity Project (GEF ID 802) and the East Coast Tsunami Project (GEF ID 2753).

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 that Sri Lanka with high endemism and diversity in its biological wealth, the GEF projects are contributing positively to the protection of these globally valuable species and habitats. Support in climate change mitigation through renewable energy projects have contributed to reducing emissions. However, the more pressing national need as far as climate change is concerned is adaptation, being Sri Lanka an island State which is prone to variability in rainfall and climate change impacts, including natural disasters. However, Sri Lanka has focused on climate change adaptation through a biodiversity project in GEF 4 that combines agriculture and climate change adaptation (GEF ID 4150 - Agro-biodiversity and Climate Change Project). Other funding sources such as the climate change adaptation fund have been accessed, for example a project on Addressing Climate Change Impacts on Marginalized Agricultural Communities Living in the Mahaweli River Basin of Sri Lanka Project (a World Food Programme project approved in 2011).

Sri Lanka is mainly an agricultural country. One of the pressing national problems with regard to POPs is the use of chemical fertilizers. Again GEF support was not 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. Expanding populations and the need for land for human activities are serious factors that complicate land issues in a small island like Sri Lanka. Land management is identified in the *Haritha Lanka* action Plan as an important area, and although a few projects were identified in both the RAF and 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 Mainstreaming Agro biodiversity Conservation and Use in Sri Lankan Agro-ecosystems for Livelihoods and Adaptation to Climate Change (GEF ID 4150). Similarly, Sri Lanka is involved

in only one regional international waters project, the Bay of Bengal Large Marine Ecosystem Project (GEF ID 1252) showing that Sri Lanka has not prioritized activities related to its oceans for GEF support.

1.3.3 Efficiency

Conclusion 11: **The time taken for project approval has increased over time**

The time taken for the approval process has increased over the time, especially for FSPs to progress from Council approval to GEF CEO's approval. In comparison to FSPs in Brazil which take 3.6 years to go from entry in the pipeline to project start-up, Sri Lankan FSPs take an average of 4 years.

With the introduction of the RAF in 2006 projects under GEF4 experienced long delays due to the new procedure according to which project ideas and potential executing agencies were to be identified in consultation with stakeholders at the RAF development stage and it was expected that these projects would then be submitted to the GEF OFP for endorsement. This did not happen and GEF Agencies got involved in the process to assist in finalizing project proposals. In addition, delays were experienced at the approval stages due to the procedures and paperwork required by the National Planning Department (NPD) within the Ministry of Finance. Delays in approval by the GEF Secretariat added to it, which were seen by national stakeholders to be linked to a shortage of funds due to the international financial crisis. All these factors made such that GEF4projects began registering in the GEF system only in 2009. Delays have been reduced in GEF5. Stakeholders, including 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 have 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 1st communication to UNFCCC (GEF ID 309) that took ten years to complete, whilst most of the biodiversity projects have been extended beyond the 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 issues and other external factors, as described below:

- The time for involving the community in conservation activities had been underestimated in the project design for the Medicinal Plants Project (GEF ID 95) and the Protected Areas Management and Wildlife Conservation Project (GEF ID 352) causing delays in the early implementation phase of these projects.
- Project design did not factor adequate time for changes to national laws. The Protected Area Management and Wildlife Conservation Project (GEF ID 878) estimated that the changes to the Fauna and Flora Ordinance could be made within the first year of the project, but it ultimately took seven years. Also in the case of the Sustainable Use of Medicinal Plants Project (GEF ID 95) the progress of enacting the Intellectual Property Rights Act was significantly delayed.
- Lack of technical staff within the DWLC and the opposition to recruitment of qualified external staff had an impact on the progress of the Development of Wildlife Conservation and Protected Areas Management Project (GEF ID 352) and the subsequent Protected Area Management and

Wildlife Conservation Project (GEF ID 878). The recruitment of staff was also hampered due to a moratorium in recruitment to 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 the activities designed to improve protected areas.

- The constant changes of the parent Ministry in the case of the Sustainable Use of Medicinal Plants Project (GEF ID 95) resulted in the project having to convince of its usefulness to diverse teams of officials, which resulted in several start-stops that impacted the continuity of the project activities.
- The East Coast Tsunami Project (GEF ID 2753) currently under implementation faced a 3 year delay primarily due to shifting the Lead Project Agency among three different Ministries. Changes in timelines and milestones translated into an inability to link with a larger project that was expected to provide administrative support as well as to link in for related activities.

Conclusion 13: Monitoring and Evaluation in GEF projects in Sri Lanka is not fully operationalized

Monitoring and Evaluation (M&E) for 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, mid-term 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 (PIR).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 WB 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 the status of the projects and often project monitoring documentation is not uploaded.

The use of project steering committees has been mixed. The Medicinal Plants Project (GEF ID 95) and the Rural Renewable Energy Project (GEF ID 1545) report positive association with the regular use of the respective steering committees. The Coastal Biodiversity Project (GEF ID 802) and the Rainforest Project (GEF ID 818) report negative association with the frequency and quality of the steering committees.

Both the GEF OFP and the GEF Agencies are seen as not being pro-active enough in their role to ensure that M&E systems are followed, reporting is up-to-date and actions are taken to rectify issues during implementation. The GEFOFP at present does not follow up on projects outside the Environment Ministry's line agencies and does not actively pursue status reports.

SGP stakeholders have also mentioned inadequacies in the way their M&E system is setup. The use of national NGOs as service providers and/or individual experts to conduct monitoring activities is considered by many national stakeholders as biased. In addition, the huge number of projects as opposed by the limited number of SGP staff and the scarce resources allocated for M&E restrict the direct engagement of the UNDP/SGP staff in regular monitoring visits to all sites.

The completion report on the first phase of the Renewable Energy for Rural Economic Development (GEF ID 1545) done in 2011 is the only report that provides information on the level of environmental stress reduction, i.e. the estimation 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**

Mid-term reviews are the only exception to the overall weakness in M&E. All the completed projects have used the mid-term evaluations/reviews as a means of taking stock and making adaptive management changes to the project where appropriate. Examples include: excluding international NGOs from carrying out biodiversity monitoring due to protests by the public and national NGOs and agreeing on alternative arrangements, as in the Protected Area Management and Wildlife Conservation Project (GEF ID 878); institutionalizing a participatory village model to promote sustainable use of medicinal plants in the Medicinal Plants Project (GEF ID 95); increasing and/or continuing the training on productivity of tea land as this reduced the pressure on the forest in the Rainforest Project (GEF ID 818); allowing the micro-finance institutions to act as project credit institutions, which caused a reduction of interest costs for borrowing by households for solar systems and its expanded use in the Energy Services Delivery Project (GEF ID 104).

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 projects, designed during GEF4 and GEF5 are showing involvement of diverse GEF Agencies, each of whom brings in a different set of expertise. It is too early to conclude on the actual efficiency of the newly introduced multi-agency execution modality.

Projects have also been varied in terms of the executing structures that have been put in place that 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 different projects. In the case of the Rainforest Project (GEF ID 818) the Forest Department was the only responsible executing agency; but it brought in specialized institutions for particular activities such as training communities in businesses. In the Coastal Biodiversity Project (GEF ID 802) unclear roles amongst the implementers and differences in opinions concerning conservation strategies among the stakeholders involved has affected efficiency and ultimately the eventual achievement of expected results. In the Rural Renewable Energy Project (GEF ID 1545) the clear definition of roles for each stakeholder institution and the holding of regular coordination meetings that also included communities have been efficient and contributed positively to project results.

Conclusion 16: **Different budget cycles of the Sri Lankan Government and the GEF project cycle result in 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 the submission of the proposal to the GEF Secretariat can also take place, and the approval process can go 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 the GEF require a different set of paperwork that adds to delays. In order to speed up the project proposals submission process, the GEF OFP introduced the practice of sending the endorsed proposals at the

same time both to the National Planning Department and to the GEF Secretariat. At the final stakeholder workshop the following reasons for delays in getting approval by the National Planning Department for the proposals submitted were mentioned: a) lack of linkages with larger national goals and consequent inability of proving its relevance to national development and b)a corresponding difficulty to obtain government's co-financing for environmental projects.

1.3.4 Recommendations

To the GEF Council

Recommendation 1: **In compliance with the 4th minimum requirement of the GEF M&E Policy, GEF Agencies should ensure that M&E reports are made available to the GEF OFP 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 besides MTRs the information they produced is not used for learning. Progress reports are either not available in the GEF PMIS or not distributed to all concerned stakeholders. Terminal evaluations have not been completed for all closed projects. Environmental stress monitoring and improvement in environmental status was done 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 takes place using the tools that are in place and more importantly that basic M&E information is regularly transmitted to the GEF OFP and other concerned national stakeholders, in full compliance with the 4th minimum requirement of the GEF M&E Policy.

Gaps in M&E have been acknowledged by the GEF OFP. During the final stakeholder workshop the OFP 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 like 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 OFP should steer the national portfolio formulation for GEF6 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 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 for what concerns 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 to facing some of the country's key environmental challenges.

Sri Lanka went through two comprehensive national portfolio formulation exercises, the first one for programming GEF4 resources under the RAF and the second one for GEF5 under the STAR resource allocation system through the voluntary National Portfolio Formulation Exercise (NPFE) support modality. In GEF4 project ideas in land degradation and international waters were shortlisted by the stakeholders at the portfolio programming stage, which later did not materialize into concrete project proposals. Some land degradation projects were proposed in GEF5, but none on international waters. Both land degradation and marine ecosystem health are priority areas for Sri Lanka in the *Haritha Lanka* Action Plan. The GEF OFP, 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 GEF6.

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**

Sharing of lessons 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 were more recent projects were follow up phases of earlier projects. In other cases, lessons were transferred through staff transfers from one department to another. No structured links exist to build on the results achieved by the SGP programme and bridge to the 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 OFP 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 GEF6, which preparations should start in early 2014, and anyway before the end of GEF5, to prevent delays. The GEF OFP can also seek support from the GEF Agencies in promoting concrete linkages between GEF projects, and other projects they are responsible for.

Recommendation 4: **The GEF OFP 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. Besides, the National Planning Department has delayed co-financing approval for project proposal as their alignment to national priorities was not clear. The GEF OFP 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*, the *Mahinda Chintana* or 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 the onset and the links and sectoral buy-in can be discussed and negotiated upfront. The GEF OFP should lead this process.

CHAPTER 2. Evaluation framework

2.1 Background

CPEs are one of the main evaluation streams of work of the GEF Evaluation Office. By capturing aggregate portfolio results and performance of GEF support at the country level they provide useful information for both the GEF Council and the countries. CPEs' relevance and utility has increased in GEF-5 with the increased emphasis on country ownership and country-driven portfolio development. Annex C provides the full Terms of Reference, which the methodology and process of the evaluation is based on.

The evaluation aims to answer the following questions that are based on the standardized CPE questions as well as several additional questions that were raised during the scoping mission by the Sri Lankan stakeholders.

Effectiveness, results and sustainability

a) Is GEF support to Sri Lanka effective in producing results (outcomes and impacts) by focal area at the project and aggregate level?
b) What is the likelihood that objectives will be achieved for those projects that are still under implementation in Sri Lanka?
c) Is GEF support to Sri Lanka effective in producing results related to the dissemination of lessons learned in GEF projects and with partners?
d) Is GEF support to Sri Lanka effective in producing results which last in time and continue after project completion?
e) 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?
f) Is the GEF support to Sri Lanka effective in linking environmental conservation measures with compatible sustainable livelihood and development activities?
g) Is GEF support to Sri Lanka effective in replicating/up-scaling the successful results it has demonstrated in its projects?

Relevance

a) Is the GEF support relevant to Sri Lanka national environmental priorities and sustainable development needs and challenges?
b) Are GEF and its Agencies supporting the environmental and sustainable development prioritization, country ownership and decision-making processes of Sri Lanka?
c) Is the GEF support to Sri Lanka relevant to the objectives linked to the different Global Environmental Benefits in biodiversity, greenhouse gases, international waters, land degradation, and chemicals focal areas?
d) Is Sri Lanka supporting the GEF mandate and focal areas programs and strategies with its own resources and/or with the support from other donors?
e) Is the relevance of the GEF support to Sri Lanka's national priorities coinciding or clashing with the relevance to the GEF international mandate of achieving Global Environmental Benefits?

Efficiency

a) How much time, effort and financial resources does it take to formulate and implement projects, by type of GEF support modality in Sri Lanka?
b) What role does Monitoring and Evaluation play in increasing project adaptive management and overall efficiency in Sri Lanka?
c) What are the roles, types of engagement and coordination among different stakeholders in project implementation in Sri Lanka?
d) 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?
e) How do the national budget procedures in Sri Lanka affect GEF project proposals 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, on-going and completed) and implemented by all GEF Agencies in all focal areas, including applicable GEF corporate activities such as the Small Grants Programme (SGP) and a selection of regional and global programs that are of special importance to the country. However, the main focus of the evaluation has been the national projects implemented in Sri Lanka that include full-size, medium-size or enabling activities and has concentrated on aggregated results. Wherever possible the assessment has included regional and global projects. The stage of the project has determined the expected focus of the analysis (see Table 2).

Table2: Focus of Evaluation According to Stage of Project

Project Status	Focus		On an exploratory basis	
	Relevance	Efficiency	Effectiveness	Results
Completed	Full	Full	Full	Full
Ongoing	Full	Partially	Likelihood	Likelihood
Pipeline	Expected	Processes	N/A	N/A

Note: n.a. = not applicable.

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 C) and the evaluation matrix (Annex D), 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, *CEPA*, i.e. the Evaluation Team. The team's expertise includes environment management and sustainable development in Sri Lanka, evaluation methodologies, and the GEF. The 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, global and national environmental indicators;
- At the GEF agency levels: 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 OFP 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 WB, UNDP, etc.; SGP and the national UN conventions' 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 on April 29, 2013 to enable comments and discussion on findings.

Annex E provides details of the interviews conducted and Annex F provides the sites visited.

The quantitative analysis used indicators to assess the relevance and efficiency of GEF support using projects as the unit of analysis (that is, linkages with national priorities, time and cost of preparing and implementing projects, etc.) and to measure GEF results (that is, progress towards 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 the CPEs and adapted 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 to conduct interviews with different stakeholders.

The evaluation analysis and triangulation of collected information and evidence from various sources, tools and methods was undertaken by comparing the response to key evaluation questions on relevance, efficiency, and effectiveness. Project sites were selected based on the requirements for the 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 review of documentation and balancing needs of representation as well as cost-effectiveness.

Quality assurance was performed at key stages of the process by a Peer Review Panel composed by three independent experts from the *Sri Lanka Evaluation Association (SLEvA)*. 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 the:

- GEF Sri Lanka Portfolio Database that compiled basic information (GEF Agency, focal area, implementation status), project cycle information, GEF and co-financing financial information, major objectives and expected (or actual) results, key project partners, etc.
- Country Environmental Legal Framework (CELF) provided an overview of the context in which the GEF projects have been developed and implemented in Sri Lanka. This document has information on national environmental legislation and policies, action plans and international conventions that are analyzed with regards to specific GEF support.
- Global Environmental Benefits Assessment (GEBA) looked at Sri Lanka's contribution to the GEF mandate and its focal areas based on appropriate indicators as identified on the GEF website and others used in projects documents.
- Review of Outcomes to Impact (ROtI) provides 3 extensive descriptions of 3 national projects to provide an indication of impact. The projects were selected based on being completed since at least two years, representing results in key focal areas and different GEF Agencies. Projects were also selected to represent potential for change.

The Country Environmental Legal Framework, the Global Environmental Benefits Assessment and the three ROtI studies are presented in Volume 2. 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 were summarized into the Aide Mémoire, which captured the key preliminary findings of the evaluation. The Aide Mémoire was distributed to stakeholders and was 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 also discussed. Workshop participants included government representatives and other national stakeholders, including project staff, donors and GEF Agencies (see Annex G).

Given the late start to the evaluation it was not possible to finalize the final report for the GEF Council meeting in June; hence the Aide Memoire was fine-tuned into a key findings document. The final step was to prepare the Final Draft report, which is to be circulated to all the stakeholders and finalized into the Final report with their comments.

2.4 Limitations

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

- Only three of the seven projects had evaluation reports, hence understanding project impacts using documents was constrained. In addition, shortcomings in the filling of the monitoring and evaluation documentation and the adoption of their own reporting formats by GEF Agencies also made the understanding of 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 obligatory reporting that the country makes for 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 and hence the assessment was largely on the outcomes and/or the contribution of GEF support to the observed overall environmental achievements.
- When reporting impacts, the assessment is based on performance beyond the life of the project and is a 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 with which the ROTI assessment was carried out.
- The short time available to conduct the evaluation resulted in more reliance on the secondary data and an inability to cover all the projects through interviews. The consultant team took advantage of various stakeholder meetings to verify and increase project coverage.

CHAPTER 3. Context

3.1 General description

The Democratic Socialist Republic of Sri Lanka, a small island state in the Indian Ocean, by virtue of its geo-positioning was 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 too becoming a valuable trade hub. These trade links coupled with the country's close proximity to the Indian subcontinent has shaped its people, culture and relationships. Sri Lanka is a multi-religious, multi-ethnic country and this diversity is emulated in the ecological features and natural resources that can be found on the island.

Table 3.1: Sri Lanka - Vital Statistics

Indian ocean (latitude/longitude)	5°55'- 9°50' N /79°42' - 81°53'E
Size	65,610 Sq.km
Maximum Length and width	435km / 240km
Elevation Zones (coast, lowlands, highlands)	3
Main Climatic Zones (wet, dry, intermediate)	3
Agro-Climatic Zones	46
Average Annual mean surface Temperature	28 – 32^0 C
Annual Rainfall (range dry – wet)	1750- 5000mm
Provinces	9
Population	20 Million
Races (Sinhalese, Tamil, Muslims, Burghers, Veddhas, other)	5+
Religions (Buddhism, Hinduism, Islam, Christianity, other)	4+

Source: MOE 2011

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 remained constrained and stunted over 3.5 decades. Even throughout the time 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% growth rate per annum. The ambition is now is to move up to 8.5% per year (CB, 2011). In order to achieve this objective, the Government envisions a strategy of infrastructure development especially to combat the regional disparities of growth and development and attract investment for business ventures. In "Sri Lanka, the Emerging Wonder of Asia" the Government spells out its development policy framework for the period from 2010to 2016 and it highlights the President's mission of transforming the island state into a strategically important economic centre of the world (DoNP and MoFP 2010).

Sri Lanka has now moved up in its economic ranks to become a low middle income country with a per capita income of USD 2836 in 2011 (CB, 2011). The expansion of the economy has enabled the progressive reduction of unemployment as well as poverty. However the economic wealth has not spread equitably – spatially or among its citizens. Much of the growth and wealth is accumulated in the western province that generates 45% of the Gross Domestic Product (GDP).The Northern Province, after years of armed conflict and conditions of restricted access, has the lowest percentage (3.4%) of GDP while the Uva Province where poverty has persisted and economic opportunities are restricted very much to primary agriculture products also has a low contribution to the GDP (4.5%) (*ibid*.). Sri Lanka's main economic drivers for 2011 have been the service and industrial sectors, while

the highest foreign exchange earners are tourism, remittances and tea. This shows a gradual change over time from an agriculture and plantation industry-based economy to a more diversified economy.

In terms of population, the poverty head count index has reduced from 15.2% in 2006/7 to 8.9% in 2009/10 but the income inequality measured by the Gini Coefficient is 0.49 indicating a very high income inequality between the poor and the rich (DCS, 2011). In fact in the period of 2002 – 2009 the lowest and highest income deciles have shown negative growth rate that underscores the income inequality issue. The poor tend to rely on agriculture and fisheries related income that is not a growing sector in terms of its contribution to the GDP.

Sri Lanka is used as a beacon for the way social and welfare policies, used consecutively over a long period of time can bring about remarkable achievements in health and education, despite its being a low income country. The high levels of social development are reflected in the millennium development goal targets that the country is on track to achieving. This is largely a result of past investments, particularly the free education and health provision, which, despite its cost to the state provided equitable access and opportunities for social mobility and moving out of poverty. Sri Lanka has achieved high levels of reducing infant and maternal mortality and combating communicable diseases. However, these national level indicators mask regional disparities and challenges in the delivery of services and quality of services. At present the state investments into these sectors are well below the globally accepted levels (1.4% as opposed to the global standard of 4.5% of GDP on education and 1.9% as opposed to 5% of GDP on health) (CB, 2011 and WB data online). This raises issues of the ability to provide and maintain quality health and education services across the country.

As a result of the improved social conditions, Sri Lanka's population is living longer. At the same time Sri Lanka also has a low population growth rate, resulting in a population comprising of more people over 60 years of age and less children under 15. The number of people over 60 is predicted to double by 2031 and to become 1/4th of the population by 2041. This demographic is on par with developed countries, but has not been followed up with stable economic growth and support structures to care for the elderly. From an economic perspective, it will lead to greater dependency, with the current child dependency being overtaken by old age dependency reaching over 50% by 2051 (De Silva, 2007). It can also mean a labour shortage that can impact the economic growth potential. From a social perspective, it puts pressure on the ability to care for the elderly – both in the homes and through the health services. The health care system has to adjust to cater to the elderly while also having to deal with changing disease profile, with Non Communicable Diseases (NCDs) emerging as the biggest health care challenge.

The reconstruction and resettlement of the North and the East is one of the central focuses of the government for the next few years. Revitalizing of Sri Lanka's economy to attract investments increasing businesses (such as tourism) in Sri Lanka is another. Both will be mobilized by large scale infrastructure development and upgrading. The similarities they share are that both will result in land use changes and resettlement of affected people. These are taking place in different ways across the country causing disputes over resources and what they should be used for and disparities in how different affected people's entitlements are provided for.

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 re-shuffled quite frequently and the most recent change was in January 2013. The cabinet now has 10 senior ministers, 54 cabinet ministers and 29 deputy ministers and two project ministers. There is a central government with an administrative

structure that reaches all the way to village level (District to Divisional secretariats to Grama Niladhari at village level). Parallel to this there are 9 Provincial Councils (PC), and a range Local Authorities (LAs) (Municipal and Urban councils and Pradeshiya Sabhas) that have elected bodies and some devolved powers and responsibilities – such as health and education, social infrastructure for the PCs, maintenance of public utilities for LAs 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 programmes and centralizing the administration of these development activities. The bill raised concern among legal professionals on its constitutionality, governance and transparency.

Capital expenditure of the government largely comes from loans and grants from donors. There has been a shift in the funding partners to the government projects and programmes in the recent past. Traditionally Japan, ADB and the WB provided the largest share of loans and grants to Sri Lanka. Since 2009, China and India have started 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 are not clear.

While development speeds ahead in Sri Lanka, there is concern that this will come at a cost to its environment. Currently Sri Lanka does have a depleting and degraded resource base and it cannot keep pace with the demands of increasing populations and consumerists lifestyles. Table 3.2 summarizes the significant environmental issues for Sri Lanka. Climate change is an emerging threat with ecological, economic and social consequences.

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/UNEP 2009; NCSD and PS, 2009.

3.2 Environmental resources in key GEF support areas

3.2.1 Biodiversity

Sri Lanka's rich and unique biodiversity forms the basis for the country's natural heritage that 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, which 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 (MTE &WA, 1995).

Sri Lanka, together with the Western Ghats of India is recognized as one of the world's 34 biodiversity hotspots, recognized for high endemism and 70% loss of its original habitat (Conservation International, 2012). This indicates the globally significant nature of the biodiversity as well as the urgency to protect it. With respect to comprehensive global analyses of specific taxonomic groups, Sri Lanka is recognized as one of 234 centres of plant diversity in the world (Davis, Heywood and Hamilton, 1995) and as one of the 218 endemic bird areas, defined by BirdLife International (Stattersfield *et al*., 1998). Further various documents indicates that the marine waters around Sri Lanka contain high species richness and thus priority should be placed on conserving the marine biodiversity (Ausubel, 2010; Cheung *et al.*, 2005; Robert *et al.*, 2002).

Sri Lanka also has globally recognized biologically rich areas such as 2 UNESCO World heritage sites (Sinharaja and Central Highlands), 4 UNESCO Man and Biosphere Reserves (Hurulu, Sinharaja, Kanneliya-Dediyagala-Nakiyadeniya(KDN)Forest Complex and Bundala), and 6 Ramsar sites (Bundala, Madu Ganga, Anawilundawa, Vankalei, Kumana wetland cluster, and Wilpattu wetland cluster).

The rich biological wealth of the country is a result of a combination of factors such as distinct climatic zones and different soil conditions. Topographically, the island consists of a south-central mountainous region which rises to an elevation of 2500m, surrounded by broad lowland plains at an elevation of 0 - 75m above sea level. The climate is tropical overall, but it shows variations across the island mainly due to differences in rainfall and elevation. Generally three broad climatic regions are recognized: the wet zone, dry zone and intermediate zone. Whereas the dry zone is all lowland, the other two zones are further subdivided on the basis of altitude. Sri Lanka, despite its small size, 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 with their own characteristics (Table 6).

Table 3.3: Forest Cover of Sri Lanka

Type of forests	2010 (Ha)
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
Total "closed canopy" forest[‡]	1,453,944
Open Canopy Sparse Forest[†]	445,485
Total natural forest cover	1,899,429
Forest Plantations	79,941

Source: Edirisinghe & Chandani (2011)

Over 28% of the total land area is under forest cover and administered by either the FD or DWLC (Biodiversity Secretariat/MoE, 2011). Deforestation has been the most serious threat to terrestrial biodiversity in Sri Lanka. In the period of 1884 and 1992 the rate of deforestation was estimated at 37,000ha per year. This rate has slowed down in the most recent past to 7,000ha per year (SD, 2007; FD, 2012).

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 (low land rainforests, moist monsoon forests). The wet zone is heavily populated and forest land here has been converted for agriculture, homesteads, infrastructure etc. This has resulted in fragmented forest areas that put pressure on the integrity of these ecosystems (FD, 2012). The national budget and plans for 2013 had stated that forest cover will be

increased to 35% with an allocation of Rs 500 million in 2013 and Rs 1,500 million over a 3 year period (MFP, 2012).

Sri Lanka's wetlands are diverse, comprising 103 major rivers and associated marshes and about 12,000 man-made irrigation tanks that harbour a multitude of wetland species. Being an island, the country has a rich marine and coastal biodiversity along its 1620 km coastline and the Exclusive Economic Zone with a sea bed and water column spanning over an area of 517,000 km (CCD, 2006).

The high ecosystem diversity in the island has given rise to a large number of indigenous species, including a remarkably high percentage of endemics among both fauna and flora. Among the inland indigenous vertebrate species (excluding marine forms and migratory birds) described currently, 43% are endemic to Sri Lanka. A higher percentage of endemism is evident among the freshwater crabs (almost 100 %), amphibians (86%), and land snails (81%) (see 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 are 'point endemics' that are restricted to extremely small areas within a single forest (MOE 2010b, 2012,).

Box 3.1: Gaps in knowledge of the state of biodiversity

Presently only a small fraction of the island state's biodiversity is known to science. Invertebrates and lower plants are largely neglected except for 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 decade alone large number of new species has been discovered. Trained taxonomists and more initiative to explore the biodiversity of the country are needed.

(MoE, 2012).

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	NA	
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 +	

NA= data not available

Source: IUCN Red List version 2013.1: Last Updated: 02 July 2013)

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 herpetic fauna. The high elevation cloud forests contain a significant complement of geographically relict endemic species. The high elevation features coupled with anthropogenic pressures has led to a higher portion of endemic species becoming globally and nationally threatened (Bambaradeniya, 2006).

As per the International Union for Conservation of Nature (IUCN)Red list (Table 3.5) out of the 571 globally threatened species recorded from Sri Lanka, 286 are plants. Out of the 285 threatened fauna there are 130 other invertebrates, 56 amphibians, 43 fishes, 30 mammals, 15 birds, and 11 reptiles (IUCN, 2013). This indicates that 50% of the amphibians are threatened. Given the high endemism among amphibians it highlights a particularly sensitive status.

Table3.5: Red list Categories – Sri Lanka summary

	E	EW	**Sub total**	CR	EN	VU	**Sub total**	NT	LR/ cd	DD	LC	**Total**
Fauna	20	0	**20**	61	96	128	**285**	169	129	10	1,146	**1,759**
Flora	1	0	**1**	79	74	133	**286**	3	4	5	382	**681**
Total			**21**				**571**					**2,220**

E – Extinct; EW – Extinct in Wild; CR – Critically Endangered; EN – Endangered; VU – Vulnerable; NT – Near Threatened; LR/cd – Lower Risk/conservation dependent; DD – Data Deficient; LC – Least Concern
Source: IUCN Red List version 2013.1: Table 5 Last Updated: 08 July 2013

With 46 agro-climatic regions in Sri Lanka based on soil variation, annual rainfall and altitude, the country supports a wide range of traditional crop varieties. With a long history of agriculture and a unique hydraulic civilization, agro-biodiversity (crops and livestock) in the country has been enhanced. Despite a process of selection through the ages, introduction to new areas and climatic conditions, some varieties still show close genetic links to their wild relatives (i.e. rice varieties) (MOE 2011). Sri Lanka is also a valuable repository of crop germplasm, especially of rice. There are varieties of rice which are resistant to pests and adverse climatic and soil conditions, exhibit variations in grain size and quality, and show differences in rate of maturing (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 preference given to conventional high yielding varieties and methods, as well as the lack of knowledge, financial resources and external support (CEPA, 2011). There is also significant crop genetic diversity among spices of commercial importance. Among these are 500 selections of pepper and about seven wild species, 10 wild races of cardamom, and several indigenous varieties of betel and chili. Grain legumes and root and tuber crops also show a rich genetic variability, as do fruit crops such as banana, mango and citrus. Among domesticated animals of economic value are wild species of buffalo, cattle and fowl. The local cattle show high resistance to disease and tolerance of internal parasites. Likewise, the local breeds of poultry are resistant to tropical diseases (MOE, 1999).

3.2.2 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, 2010e).

The degree of severity and actual impacts are being debated but there is overall agreement that climate change, if not acted upon, can undermine the 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/fishermen, labourers, and wage workers that are less able to cope with external shocks. It will also affect communities living in close proximity to the ocean, putting the biggest risk on families in makeshift houses and in environmentally sensitive areas (e.g. buffer zones, flood plains). Climate change also affects health, especially the health of young children and older people who are less able to adapt or respond quickly to change (MOE, 2012 and 2010e).

In 2011, a vulnerability mapping exercise carried out by the Ministry of Environment (MOE) as part of the Climate change adaptation strategy formulation process gives a sense of 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 are given below:

- 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 also seen elsewhere. High intensity rainfall will affect harvesting and soil erosion in tea lands and reduce the days suitable for rubber tapping. While 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 and the 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 the coastal areas.

- Sea level rise in the long term will have impacts on land, coastal infrastructure including housing, roads and tourism establishments and agriculture. Salt water intrusion will reduce the availability of fresh water for both drinking and irrigation especially in the north-west 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 wellbeing of coastal communities, especially since the coastal zone accounts for about 43% of the nation's GDP.

- Increase in temperatures will have significant implications on coastal habitats, such as coral reefs, sea-grass beds and mangroves, which in turn will affect the distribution and composition of marine and coastal species affecting fish stocks.

- Climate change impacts are expected to be significant in the areas of vector borne diseases (essentially mosquito borne), rodent borne diseases (e.g. leptospirosis, which is the second major communicable disease in the country), food and water borne diseases, nutritional status, and other environment related disorders.

Sri Lanka's Green House Gas (GHG) emissions are low, with the per capita GHG emissions being 0.6tons/year while the global standard is 4.29tons/year. It is also the lowest for South Asia (WB data online). This is mainly due to the lower levels of industrialization (Table 3.6). The highest source of

GHG comes from Carbon Dioxide (CO_2) 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%) and power generation (29%) are the other large contributors to CO_2 emissions. The largest methane (CH_4) emissions are from agriculture (mainly rice cultivation) and waste (agriculture and municipal). The largest source of Nitrous Oxide (N_2O) is also from agriculture.

Table 3.6: Sources of GHG Emissions and Removals

Sector	CO_2 (Gg)	CH_4 (Gg)	N_2O (Gg)
Fuel Combustion (FF)[1]	**10430.01**	**41.87**	**0.81**
Energy Industry	3065.84	0.12	0.02
Industry	842.03	2.29	0.21
Transport	5059.19	0.48	0.05
Household and Commercial	1195.70	38.97	0.53
Refinery	268.25	0.01	0.00
Biomass[2]	**19720.30**		
Industrial Processes[3]	**492.4**		
Cement	347.95		
Agriculture[4]		**185.14**	**2.65**
Enteric Fermentation		59.68	
Rice Cultivation		117.43	
LUCF	**10.3**	**1.67**	
Waste		**96.82**	

Source: Derived from MOE, 2011. *2nd National Communication to UNFCCC*. Values generated in 2000.
[1] Refers to emissions due to the use of fossil fuels for producing energy (electrical and thermal).
[2] Biomass has been listed separately and combines emissions from industrial and household use
[3] Industrial processes include cement, mineral, chemical, metal, other. The figures here represent emissions due to industrial/manufacturing processes and do not include electricity that is covered under fuel combustion. Only cement is highlighted separately as the main source of emissions in this category.
[4] Agriculture includes livestock, and processes such as burning residues. Only the main sources of GHG emissions are mentioned in this category

Table 3.7 presents the aggregate emissions, calculated using global warming potential values applicable in a 100 year time horizon as used in the Intergovernmental Panel on Climate Change (IPCC) calculations. In this format all emission values are converted to CO_2 equivalents. This shows that the inclusion of land use change and forestry (LUCF) has contributed to the removal of around 30% of the total emissions (MOE, 2011). Biomass has not been included into this calculation.

Table 3.7: Sources of GHG Emissions and Removals

Sector	CO_2 Gg	CO_2 Removals (Gg)	CH_4 $GgCO_{2eq}$	N_2O $GgCO_{2eq}$	Total (net) $GgCO_{2eq}$
Energy	10,430.0		881.4	251.1	11,562.5
Ind. Processes	492.4				
Agriculture			3,887.9	821.5	4,709.4
LUCF - emissions	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. *2nd National Communication to UNFCCC*. Values generated in 2000.

In post-conflict Sri Lanka, with its increased economic growth, greater mobility, greater reliance on coal and thermal energy, it can be assumed that the emissions have increased, however a more recent emission's inventory has not been carried out. The electricity demand in Sri Lanka is growing at a rate of about 7-8% per annum and number of new vehicles added is 300,000 per annum. Industries and the commercial sectors are also expanding and this indicates a greater level of emissions can be expected (MOE, 2011).

Sri Lanka's energy mix shows the dependency on thermal - biomass and fossil fuel - while hydro-power makes up the next largest power 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 is a change from the 1990s when large hydro, that is considered a conventional renewable energy, made up over 90% of the electricity supply. The large hydro potential has been fully tapped, and the future plan is to increase coal fired power plants to 1000MWs. In 2011, Sri Lanka commissioned its first coal power plant (300MW).

Table 3.8: Sri Lanka's Energy Mix

Primary Energy Sources	**2011**
Biomass	43.7%
Petroleum	43.4%
Coal	2.9%
Hydro	8.5%
Renewables	1.6%
Electricity Sources (2011)	
Thermal (oil and coal)	59.1%
Hydro (Large scale)	34.5%
Renewables (grid and off-grid)	6.2%

Source: SLSEA, 2011. Sri Lanka Energy Balance

Non-conventional renewable energy (such as mini hydro, solar, wind) use is increasing, but at present levels it makes up a very small portion of the energy balance. Sri Lanka has also 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 180Mw of installed capacity connected to the grid. Some of the mini hydro projects are also registered for carbon credits under the Clean Development Mechanism (CDM). Since 2010, the private sector has been involved in wind power generation and more recently with biomass (dendro) power projects. As per the Sri Lanka Sustainable Energy Authority (SLSEA) website there are 11 private wind generation units listed with 111.5 MW of power and 6 biomass projects are listed with 23.5MW. Wind and Biomass are identified as two main sources that can increase the non-conventional power supply. In 2011 the first grid connected commercial solar plant (1.2MW) was also commissioned.

Overall Sri Lanka has provided 100% fuel accessibility to all communities and will shortly reach 100% electrification, thereby fulfilling the goal of providing access to modern energy services to all the 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.

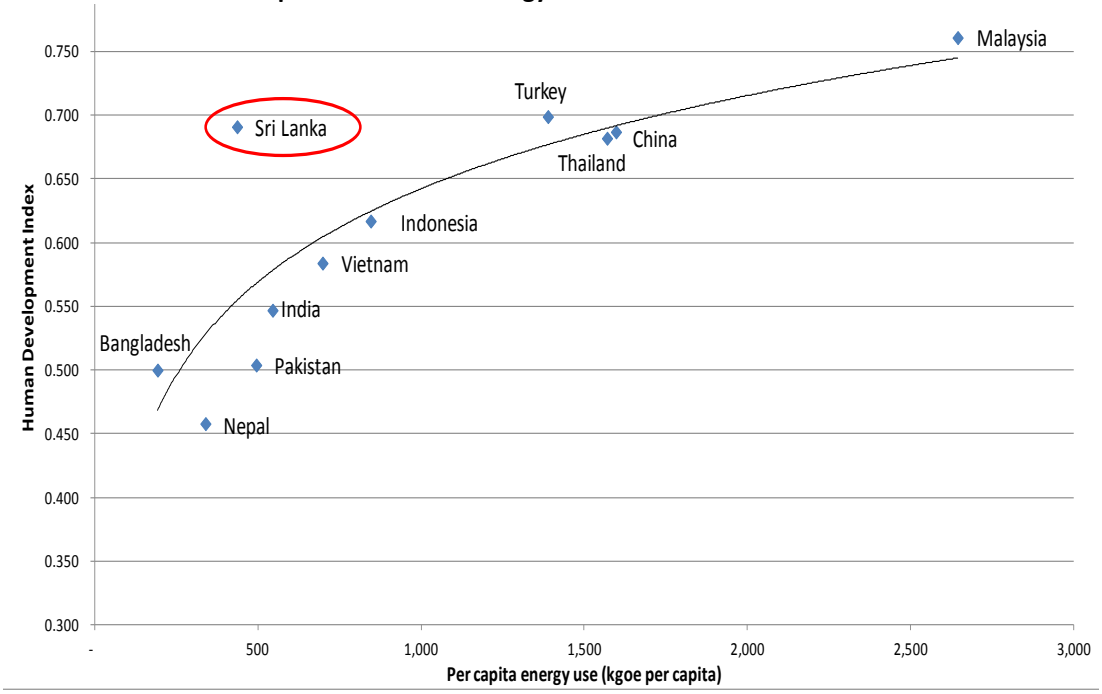
Table 3.9: Sri Lanka Energy Use in 2010 (thousand toe)

Sector	Fuel Wood Bagase	Diesel	Gasoline	Oil fired power	LPG	Kerosene	Fossil Oil	Avtur	Coal	Hydro power	Total
Household, Commercial and 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: Derived using SLSEA data (online)

As a low middle income country, with high social development indicators, Sri Lanka has a *per capita* energy consumption (0.4 tons of oil equivalent (toe) that is far below the lower middle income country average of 1.02 toe. This indicates a more positive picture in terms of low carbon development while also having the space to increase its energy consumption levels (Chart 1.1).

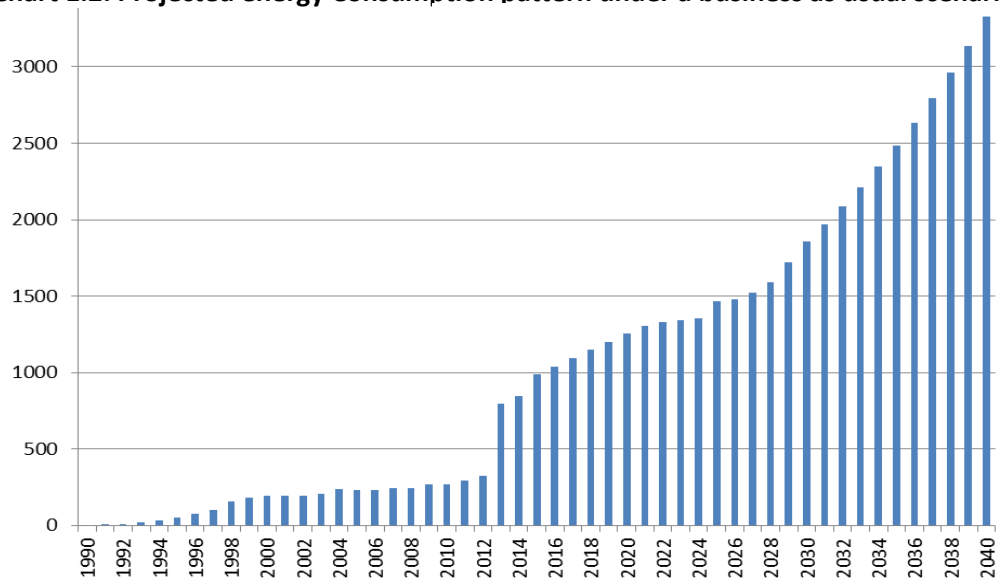
Chart 1.1: Human development Index and energy use in relation to other countries



Source: WB data (online)

Chart 1.2 shows the possible increase in energy consumption if a business as usual development trajectory is followed.

Chart 1.2: Projected energy Consumption pattern under a business as usual scenario



Source: WBdata (online)

While recognizing the need to increase the use of energy, there are policy targets include generating 10% of the power from non-conventional renewable energy by 2015, while also looking to reduce the business as-usual-energy demand by 2020 by 20%.

3.2.3 International waters

As an island state situated in the Northern Indian Ocean, Sri Lanka's marine environment comes under the International Waters Category as it lays in the Bay of Bengal Large Marine Ecosystem (BOBLME). Other than Sri Lanka, BOBLME is bordered by Bangladesh, India, Indonesia, Malaysia, Maldives, Myanmar, and Thailand. The BOBLME covers an area of about 3,660,130 km^2 and contains 3.63% and 0.12% of the world's coral reefs and sea mounts, respectively. It is influenced by the second largest hydrologic region in the world, the Ganges-Brahmaputra-Meghna Basin, which spreads over five countries. The BOBLME 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 foodsecurity, employment and national economies. Marine living resources are extremely important to the coastal poor, particularly as a source of food (BOBLME Project, 2012).

The maritime boundaries of Sri Lanka are established under the Maritime Zones Law, No. 22 of 1976 (MZL) that follows the framework provided by the United Nation Convention on the Law of the Sea (UNCLOS), to which Sri Lanka became signatory in December 1982 and ratified in 1994. Under the MZL, different maritime zones have been declared by a Presidential Proclamation gazetted in January 1977. The Sovereignty of the Republic extends to the territorial sea and to the airspace over the territorial sea. The Exclusive Economic Zone (EEZ) of the country extends to a distance of 200 nautical miles from the baseline. The area enclosed by the EEZ is reported as 517,000 sq. km, which is 7.8 times the total land area of the country. Within this zone the country has sovereign rights to explore, exploit, conserve and manage natural resources, both living and non-living and exclusive rights to authorize regulate and control scientific research (UN, 1993 and Joseph, 2003). Sri Lanka and India agreed on 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 Gulf of Mannar, Palk Straight and Bay of Bengal (DoD/USA, 2005).

Under the provisions of UNCLOS, Sri Lanka is entitled to lodge a claim for an extended area of seabed where the thickness of the sediment layer is over 1km and once this claim is accepted, the country could gain an additional seabed area which would be 23 times the island's land area. In addition to the living resources, the EEZ and the extended area, which will come under Sri Lanka's jurisdiction, also contain valuable non-living resources such as hydrocarbon sources and a variety of economically important minerals including manganese nodules (MF&AR, 2007).

Sri Lanka has a coastline of approximately 1,620 km, which includes the shoreline of bays and inlets, but excludes the lagoons (CCD, 2006).The main economic activities associated with marine waters are fishery, maritime transport and tourism. Sri Lanka is exploiting the coastal fisheries resources close to its Maximum Sustainable Yield (MSY), while the deep sea resources which were largely untapped or being exploited by foreign vessels illegally, which is now become a huge political issue (CB, 2008). More recently there have been several incidences of illegal fishing of foreign boats in Sri Lankan waters that have been reported in the media. In the post war era the Ministry of Fisheries and Aquatic Resources(MF&AR) aims to expand and promote off-shore fishing. While dolphin and whale watching have become new attractions for the tourism sector.

The strategic location of Sri Lanka in the Indian Ocean close to the east west shipping route and the increased shipping activity projected within next decade has given vision to enhance capacity of Sri Lankan commercial ports at Colombo, Hambantota, Trincomalee. According to the "Mahinda Chinthana" development policy framework, rapid development in tourism and marine related industries is expected. In the light of these developments Sri Lanka faces a greater risk of marine pollution due to oil/chemical spill or due to dumping of ship generated waste and needs to enhance and strengthen awareness, preparedness and capacity to counter possible threats caused to the marine environment.

3.2.4 Persistent Organic Pollutants

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 that are no longer used in Sri Lanka. The industrial chemical Polychlorinated Biphenyls (PCBs) are widely used in Sri Lanka. The two unintentional by products are Dioxins (Polychlorinated Dibenzo Dioxin - PCDD) and Furans (Polychlorinated Dibenzo Furan (PCDF) that are also present due to incomplete combustion in various anthropogenic activities (MOE, 2005). As a country where agriculture is a main livelihood, the major use of POPs in Sri Lanka is as agricultural pesticides. However POPs pesticides are not manufactured in Sri Lanka but imported as ready-to-use products or technical materials for local formulation.

Sri Lanka has been fortunate that the detrimental effects of POPs have been noted and substantial measures have taken place even 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. The prohibition of use of POPs pesticides was initiated in the early 1970s and was completed in 1996 with the ban of chlordane, which was the last POPs pesticide used in Sri Lanka (Table table 3.10). Prior to completing the ban, the last remaining use of chlordane was termite control in a building construction sites (CEJ, 2006; MOE, 2005).

Table 3.10: Historical Use of POPs as Pesticides in Sri Lanka

Name of the Chemical	Year of administrative declaration of prohibition /restriction of imports	Last Imports Amount (kg/yr)	Year
Toxaphene	1970+	NA	
Endrin	1970	NA	-
DDT	1976	316,522	1976
Aldrin	1986	7,040	1986
Heptachlor	1986*	NA	-
Dieldrin	1992	1,100	1991
Chlordane	1996	4,600	1994
Hexachlorobenzene	Never been used	None	
Mirex	Never been used	None	

NA- Not Available * Year of restriction for termite control + Year maximum expected in use
Source: Jayakody. S. 2005, Office of the Pesticide Registrar: as used in CEJ 2006.

The problems related to POPs pesticides are due to 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. One of the main concerns associated presently with POPs pesticides is the possibility of exposure through contaminated sites resulting from historical uses. However, there is very little information available on safe environmental levels, which seriously incapacitates arriving at reasonable predictions on potential human and environmental adverse effects arising from POPs pesticide use in Sri Lanka. Some data is available concerning the concentration of a limited number of pesticides in surface waters, river waters, while isolated incidences of pesticide related deaths of fish populations, snakes, etc. have been reported in surface waters following heavy application of mostly organophosphate and carbammate type of pesticides in agricultural fields without possible long-term environmental damages (CEJ, 2006; MOE, 2005).

As reported in the National Implementation Plan (NIP): "*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 contamination of even non-PCB transformers during routine maintenance even among relatively new transformers*".

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. The recyclers use a considerable quantity of used transformer oil in their daily operations. They use sawdust to absorb the oil during draining of transformers. The sawdust soaked with transformer oil is then handed over to the local authorities for disposal. Therefore, there is a possibility of dumping and burning of sawdust used for cleaning spilled oil, which might contain PCBs. Three experiments of burning PCB oil have been tried in a cement kiln and could be an alternative to manage PCBs (MOE, 2005, CEJ, 2006).

Some of the issues related to the control and elimination of PCBs as identified in the NIP:

- Long life span of PCBs containing equipment – 30 – 35 years
- High cost of replacement of PCBs containing equipment

- Lack of legislation to prevent import of PCB containing equipment – no legislation dedicated to prevent imports and use
- Lack of facilities in testing for PCBs;
- Recycling of transformers without testing for presence of PCBs that can lead to more contamination;
- Closed systems using dielectric oils can be a future source of PCB contamination;

In terms of unintended POPs produced in Sri Lanka, estimations were made using a toolkit developed by UNEP. The main sources of releases of PCDD and PCDF (Dioxins and Furans) were identified in the NIP as:

- The uncontrolled combustion of wastes, primarily in dumps and in the open;
- The processing of metals, in particular scrap copper where a significant amount of PCDD/F is likely to be associated with the residues from gas cleaning systems;
- The incineration of medical wastes carried out under very poorly controlled conditions;
- Burning of biomass in homes for cooking, industry and for disposal of agricultural residues.

There are implications for health from short term issues like irritation to more long term effects such as cancer, immunological and neurological issues. There are also effects on the health of ecosystems and wildlife.

3.2.5 Land Degradation

Sri Lanka consists of 6.5 million ha of land, where only about 50% 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 1.5ha indicating heavy pressure on land resources. The present land use pattern of the country stems from the legacy of a land policy from the colonial times where export based commercial agriculture was superimposed on traditional farming systems (DLUPP, 2011). As Table 3.11 indicates agricultural activities – including the plantation crops and land set aside for conservation are the highest percentages.

Table 3.11: Land Use Categories in Sri Lanka

Land Use Category	Extent (ha)	%
Agriculture (Tea, Rubber, Coconut, Paddy, & other crops)	2,605,647	40
Urban Areas	29,353	>1
Forests, Wildlife, Reserves & Catchments areas	2,000,000	31
Underutilized Lands	728,800	11
Reservations (Reservoirs, Streams & Irrigation Channels)	585,300	9
Steeply sloping lands, unsuitable for Agriculture	380,000	6
Barren Lands	77,000	1
Highlands over 5000 feet (1600m) above mean sea level	76,400	1
Mangroves & Marsh Lands	70,000	1
Total	**6,552,500**	

Source: (DLUPP, 2011).

Land is considered as the most important and heavily threatened natural resource in the country. Sri Lanka is a predominantly agricultural nation, while land ownership is considered as a social and economic status. The agriculture sector is important in the local economy of the country, and is directly linked to the systematic management of the land under cultivation. At present about 37% of the people in the country are dependent on land-centered activities, for their sustenance (MOE,

2002). New trends to develop infrastructure and urban centers coupled with migration into city areas will impact this land use pattern.

The island is not a desertification prone country, yet falls within the context of land degradation and drought mitigation aspects of the UN Convention to Combat Desertification, (UNCCD). It is widely accepted that land degradation is one of the most critical problems affecting the future economic development in Sri Lanka. According to the Global Assessment of Soil Degradation (GLASOD), about 50% of land in Sri Lanka is degraded. The area affected by soil fertility decline is 61% of the total agricultural land. The major contributors to land degradation are soil erosion and soil fertility degradation. This in turn affects productivity. Over exploitation of ground water, salinization, water logging and water pollution are also becoming important contributors to land degradation. The demands of a rapidly expanding population has set up pressures on the island's natural resources and these 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; MOE, 2003: MOE, 2006 and 2007).

Soil erosion is a common problem in the entire country and 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 10.0% in some districts to over 50.0% in others. Severe erosion takes place in the hill country on sloping lands under market gardens (vegetables and potatoes) tobacco, 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 (NBRO), about 125,000 ha of land in the hill country are vulnerable to landslides. Although landslides occur due to various reasons, soil erosion is one of the main reasons for the occurrence of landslides 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 ground water sources in Sri Lanka. The Karstic ground water 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 fresh water is found to float over the saline water. Over exploitation has led to increased salinity. Intensive agricultural developments in the North western Province over the last few decades have also caused several problems due to over-exploitation of ground water and over use of agro chemicals (MOE, 2003; MOE, 2006).

The existence of large number of decision making institutions with complicated legal systems and overlapping policies had lead limited government interventions to conserve and improve the productivity of land. Insecure tenure systems, extreme weather conditions including droughts and floods and haphazard development initiatives are further contributing 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 the farmers (MOE, 2000; MOE, 2006).

3.3 The Environmental Legal and Policy Framework in Sri Lanka[3]

Protecting the environment has been specifically mentioned in Sri Lanka's constitution. Chapter IV of the constitution declares State Policy to "protect, preserve and improve the environment for the benefit of the community" (Guneratne, 2005). Hence guardianship of Sri Lanka's natural heritage for its people is vested in the legislative power through elected representatives, the executive powers through the President and judicial power through courts and other institutions. Article 28 in Chapter IV also states "that it is the duty of every person in Sri Lanka to protect nature and conserve its riches" (*ibid*.). It gives sovereignty of natural resources to the State but the state cannot contravene in the interests of 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 (*ibid*.).

3.3.1 Incorporating environment into the development agenda

Since the 1990s, Sri Lanka has worked to improve the environmental policy and legal frameworks in the country. Recognition of the need to incorporate environmental safeguards into the plans and policies governing Sri Lanka's national development can be seen in the *Mahinda Chinthana*: A 10 Year Horizon Development Framework envisions "an economy with a green environment and rapid development"(DoNP and MoFP, 2010)[4].The vision for 'Environment' conservation in this document is to promote sustainable development in close liaison with the land, fauna and flora and to bestow this natural heritage to future generations - to be achieved through administration based on 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 of preserving equilibrium between conservation and production, such as encouraging urban centre development while protecting areas of environmental and archaeological significance. Notably, the Plan concurs with the fact that preservation of fragile areas and the natural environment is important for the sustainable development of the country (ibid.).

The policy vision in other sectors such as agriculture, fisheries, energy, industry, transport, tourism, urban development, and housing, have taken into account environmental considerations. The overall policy for science and technology addresses the need to entrench sustainability principles in all spheres of scientific activities, 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 its economic, social, mental and spiritual well-being.

The current initiative to incorporate environmental integration into other sectors is the "Haritha Lanka" programme[5]. This is chaired by the President and provides high-level support to coordinate sectoral and cross-sectoral environmental activities in keeping with the *Mahinda Chintana* (NCSD and PS, 2009). A National Council for Sustainable Development has been established under this Programme (within the Sustainable Development Division of the Ministry of Environment and

[3]There a several documents/reports as the outcome of the National Capacity Needs Self-Assessment - NCSA (GEF project ID # 2417) that are used in this section - referred as MOENR, 2006 a & d and MOENR 2007 a, b, c, d.

[4]Previously communicated via the Presidential election manifestos Mahinda Chintana: towards a New Sri Lanka (2005) and Mahinda Chintana: vision for the Future (2010).

[5] This type of cross sectoral integration was also tried earlier through the Committees on Environment Policy and Management (CEPOMs) established as per the National Environmental Action Plan (NEAP) of 1998-2001. The Haritha Lanka programme replaces both the NEAP and CEPOMS structure.

Renewable Energy - MoE&RE). This Council is responsible for policy integration, overseeing and guiding the implementation of the Haritha Lanka Programme to ensure sustainability of socio-economic development programmes. A large number of state institutions are engaged in a participatory process to develop the framework and the specific sectoral activities that are the backbone of the Haritha Lanka programme.

3.3.2 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 laws. Overall, there are over 50 laws that facilitate management and monitoring of Sri Lanka's environment for sustainable development and the main enactments that influence environmental conservation in terms of the five mainGEF focal areas are given in Table 3.12.

The most important overall legal enactment for environmental protection is the National Environmental Act (NEA) No. 47 of 1980 and its subsequent amendment in 1988. The NEA provides 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 (EPAs) where only some types of development are permitted (MOENR, 2007a,b). Eight EPAs, important either for their biodiversity or wetland value, have been declared to date (MOENR, 2009). In addition, the NEA has empowered the Central Environment Authority (CEA) to control environmental pollution and to mitigate the adverse impacts of development activities through the legally binding Environmental Impact Assessment (EIA) procedures for certain prescribed projects and Environmental Protection Licenses (EPL) for pollution control in industries. It sets standards on ambient water, air quality, mobile source emissions, industrial emissions, and stationery sound emission which are gazetted by the MOENR (Guneratne, 2005).

The Flora and Fauna Protection Ordinance (FFPO) implemented by the DWC, the Forest Ordinance (FO) implemented by the FD, the Coast Conservation Act (CCA) implemented by the Coast Conservation Department (CCD), the Soil Conservation Act and Plant Protection Act implemented by the Department of Agriculture (DOA), and the Marine Environment Protection Act implemented by the Marine Environment Protection Agency (MEPA) are some of main legal instruments that govern terrestrial, coastal and marine biodiversity conservation and also address genetic resources (MOENR, 2007a). Sri Lanka has also enacted legislation on Intellectual Property Rights (MOE, 2010b).

The FFPO 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 FO provides protection for forests areas managed by the FD and has set aside 65 forests (including 15 mangrove forests) as strict conservation areas (FD, 2012). Recent amendments to both the FO and FFPO 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 FFPO 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 (MOENR, 2007a).

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 that 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 giving effect to related international conventions which Sri Lanka is a signatory to (MOENR, 2007a).

The Soil Conservation Act No. 25 of 1951 and its amendments help address land degradation through improving soil capacity, restoring degraded land, prevention of soil erosion, and protection of land from damages by floods, droughts, salinity, etc.(MOENR, 2007b.). Under this Act land can be acquired for conservation purposes under the LAA. Other important laws in this regard are the NEA (Section 22) Flood Protection Ordinance, Irrigation Ordinance and State Lands Ordinance.

Given the context of increasing focus on developing urban spaces in Sri Lanka, it is important to mention that the Urban Development Authority Law No. 41of 1978 and its amendments promotes the integrated planning and implementation of social, economic and physical development of areas declared as "Urban Development Areas (UDAs)". It provides for development of environmental standards and schemes for environmental improvement in UDA areas that should be adhered to (MOENR, 2007a).

Table 3.12: The most important environmental laws and their relation to GEF focal areas

Legislation	Focal area				
	BD	CC	LD	POPs	IW
National Environmental Act (NEA) No. 47 of 1980 and the amendments No. 56 of 1988 and Act No. 53 of 2000.	●	●	●	●	
Fauna and Flora Protection Ordinance (FFPO) No. 2 of 1937, and amendments incl. Act No. 49 of 1993 and Act No. 22 of 2009.	●				
Forest Ordinance (FO) No. 16 of 1907, and its amendments incl. the amendment Act No, 23 of 1995 and Act No. 65 of 2009.	●	●	●		
National Heritage Wilderness Area (NHWA) Act No. 3 of 1988.	●		●		
Fisheries and Aquatic Resources (FAR) Act No. 2 of 1996 and amendment Act No. 4 of 2001.	●				
Coast Conservation Act (CCA) No. 57 of 1981 and amendment Act No. 64 of 1988.	●	●	●		
Maritime Zone Law No.22 of 1976	●			●	●
National Aquatic Resources Research and Development Agency (NARRDP) Act No. 54 of 1981.	●				
Urban Development Authority (UDA) 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.	●		●		
Town and Country Planning (TCP) Ordinance No 13 of 1946 as amended by Act No. 49 of 2000.	●		●		
Marine Pollution Prevention Act (MPPA) No. 59 of 1981 and its amendment Act No. 35 of 2008.	●				●
Mines and Minerals Act (MMA) No. 33 of 1992			●		
Plant Protection Act (PPA) No. 35 of 1999 (replacing Plant Protection Ordinance No. 10 of 1924).	●				

Legislation	Focal area				
	BD	CC	LD	POPs	IW
Animal Disease Act (ADA) No. 59 of 1992.	●				
The Seed Act No. 22 of 2003.	●				
Fertilizer Act No 21 of 1961 and amendment Act No. 68 of 1988.	●		●	●	
The Control of Pesticides Act (CPA) No 33 of 1980, and its Amendment Act No. 6 of 1994.	●			●	
Agrarian Services Act (AGA) No. 58 of 1979, and amendments, and the new Agriculture and Agrarian Services Act of 1999.	●		●		
State Lands Ordinance No. 8 of 1947 (chapter 454) and amendments.	●		●		
Sri Lanka Land Reclamation and Development Corporation Act No. 52 of 1982.	●		●		
Land Reform Act. No 1 of 1979 (as amended)			●		
Soil Conservation Act, No. 25 of 1951; amended by Acts No. 59 of 1953 and 24 of 1996.	●		●		
Mahaweli Authority of Sri Lanka Act (MASLA) No. 23 of 1979; and amendment 59 of 1993.	●		●		
Flood Protection Ordinance No. 04 of 1924 (chapter 449) amended by act No. 22 of 1955.	●	●	●		
Land Development Ordinance No. 19 of 1935 (chapter 464); and its subsequent amendments.	●		●		
Land Acquisition Act No. 9 of 1950	●		●		
Irrigation Ordinance No. 32 of 1946; Irrigation Act No.1 of 1951 and its amendments.	●		●		
National Water Resources Board Act (NWRB) No.29 of 1964 and subsequent Act No. 42 of 1999.	●	●			
Energy supply (temporary provisions) Act. No 2 of 2002.		●			
Nuisances Ordinance No 15 of 1962 (chapter 230).				●	
Motor Traffic Act No. 14 of 1951 as amended by Act No. 21 of 1981 and Act No. 8 of 2009		●		●	
Intellectual Property Act No. 36 of 2003.	●				
Customs Ordinance No. 17 of 1869 (chapter 235) as amended.	●				

* Amendments specified here are not the only amendments to these Acts but are key to conservation

Overall, the existing legal framework offered through periodic revision of laws is adequate for the conservation of biodiversity, and 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 inconsistent interpretation. Further, weak law enforcement and the need for institutional and individual capacity building to meet 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.

3.3.3 International Environmental Commitments

Ensuing political commitment to environmental conservation in Sri Lanka is also reflected in the ratification of more than 40 Multi-lateral Environmental Agreements (MEAs). The principal MEAs and the respective National Focal Points are listed in Table 3.13. Among the key environment-related treaties are the three Rio Conventions: the United Nations Framework Convention on Climate Change (UNFCCC), the United Nations Convention on Biological Diversity (UNCBD), and the United Nations Convention to Combat Desertification (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 national focal points to meet the requirements at the national level (MOE, 2012).

Several other conventions ratified by Sri Lanka too have a strong bearing on national and global biodiversity. They include: the Bonn Convention to protect species of wild animals that migrate across or outside national boundaries; the Convention on International Trade in Endangered Species (CITES), which aims to protect certain endangered species from over-exploitation through trade by a system of import/export permits; the World Heritage Convention, which establishes an effective system for collective protection of the 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) to ensure the safe handling, transport and use of living modified organisms (LMOs) resulting from modern biotechnology that may have adverse effects on biological diversity and human health (MoENR, 2007b, MOENR 2009).

Sri Lanka's commitment to contribute towards the control of global pollution is demonstrated by its ratification of the Basel Convention on Control of Trans-boundary Movement of Hazardous Wastes and for sound in-country management of such wastes, and the Stockholm Convention to eliminate or restrict the production and use of POPs. Sri Lanka is also a Party to the Vienna Convention to help protect human health and the environment against adverse effects resulting from modification of the Ozone layer, and the Montreal Protocol (as well as the London, Copenhagen and Montreal amendments) 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, there is no direct commitment under the Kyoto protocol to the UNFCCC, but Sri Lanka acceded to it and volunteered to participate in several CDM projects, especially through the renewable energy sector (MOENR, 2007b).

Being an island nation, Sri Lanka is also a Party to the UNCLOS which helps set up a comprehensive legal regime for the sea 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 the ships (1973/78) – (MARPOL) Convention to preserve the marine environment by eliminating international pollution by oil and other harmful substances and to minimize the accidental discharge of such substances.

The country is also a party to regional agreements such as the Dhaka Declaration and South Asian Association for Regional Cooperation (SAARC) Action Plan on Climate Change, Male Declaration on trans-boundary air pollution, the South Asian Seas Action Plan. A SAARC Convention on Cooperation on Environment was also signed by Sri Lanka during the 16th SAARC Summit in Thimphu, April 2010[6] but has not yet been ratified by all Member States.

[6]http://saarc-sec.org/areaofcooperation/cat-detail.php?cat_id=54

Table 3.13: Most important international environmental conventions to which Sri Lanka is party, and the focal points responsible for their implementation

Name of Convention	Year *	Focal Point
Convention on International Trade in Endangered Species Of Wild Fauna and Flora (1973)- CITES	1979	Department of Wildlife Conservation
Convention concerning the protection of the World Cultural and Natural Heritage (1972)	1980	Ministry dealing with Environment and Ministry dealing with Cultural Affairs
Vienna Convention for the Protection of the Ozone Layer (1985)	1989	Ministry dealing with Environment
Montreal Protocol on Substances that Deplete the Ozone Layer (1987)	1989	Ministry dealing with Environment
Bonn Convention on the conservation of Migratory Species of Wild Animals (1979)	1990	Department of Wildlife Conservation
Ramsar Convention on Wetlands of International Importance Especially As Waterfowl Habitat (1971)	1990	Department of Wildlife Conservation
Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Disposal (1989)	1992	Ministry dealing with Environment
United Nations Framework Convention on Climate Change (1992) - UNFCCC	1993	Ministry dealing with Environment
United Nations Convention on Biological Diversity (1992) – CBD	1994	Ministry dealing with Environment
United Nations Convention on The Law of the Sea. (1982)	1994	Ministry of Foreign Affairs
The International Convention for the Prevention of Pollution from the ships (1973/78) – MARPOL	1997	Marine Environment Protection Authority
United Nations Convention to Combat Desertification (1994) – UNCCD	1998	Ministry dealing with Environment
Kyoto Protocol on Climate Change (2005)	2002	Ministry dealing with Environment
Cartagena Protocol on Biosafety (2000)	2004	Ministry dealing with Environment
Stockholm Convention on Persistent Organic Pollutants (2001).	2005	Ministry dealing with Environment

* Year refers to any of the following: Ratification/Acceptance, Accession/Succession

As Table16 indicates, 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 addressing degradation, pollution and emissions from human activities and preservation of heritage. The focal points clearly show that a majority of the main conventions are handled by the MOE and therefore the onus is on them to carry out a vast range of activities.

3.3.4 Policies and Actions

The main environmental policy framework is given in Table 3.14**.** Among them, the NEP of 2003 responds to the constitutional responsibility of providing sound environmental management within a

framework of sustainable development (MOENR, 2003). It addresses environmental dimensions for conservation and management of four basic groupings of natural resources: land, water, atmosphere and biological diversity.

The Cleaner Production Policy supports the control of environmental pollution and mitigation of adverse impacts of development activities through legally binding EPL and EIA procedures respectively (MOENR, 2007a). Further, standards for effluent discharge into inland surface waters (Gazette Extraordinary No. 559/16 of February 2nd 1990), standards for ambient air quality (Gazette notification No. 850/4 of December 20 of 1994) and standards for mobile air emissions (Gazette Extraordinary No. 1137/35 of June 23 2000), (Gunaratne, 2005), 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 (NCS) in 1988, as a response to the World Conservation Strategy of 1980. The NCS identified priority areas for action to deal with environmental degradation in the country. To follow-up on the NCS, the government prepared the first NEAP of 1991 for the five-year period 1992–1996 (MoENR, 2002). Since then, there have been several revisions of the NEAP (MOFE, n.d.; MOENR, 2003). The 2008 NEAP, termed "Caring for 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). This is now replaced with the *Haritha Lanka* Action Plan launched in 2008.

The *Haritha Lanka* Action Plan focuses on addressing critical environmental issues which, if left unattended, would jeopardize the nation's economic development programme under 10 missions: 1. Clean air – everywhere, 2. Saving the fauna, flora and ecosystems, 3. Meeting the challenges of climate change, 4. Wise use of the coastal belt and the sea around, 5. Responsible use of the land resource, 6. Doing away with dumps, 7. Water for all and always, 8. Green cities for health and prosperity, 9. Greening the industries, and 10. Knowledge for right choices (NCSD & PS, 2009). The Haritha Lanka programme is expected to be implemented through the National Sustainable Council and the Coordinating Committees established for the 10 missions. It includes short term, medium term, and long term targets spanning 2009 to 2016, with comprehensive list of 82 strategies and 375 actions that are distributed among different agencies.

Table 3.14: The most important environmental policies and plans and their relation to GEF focal areas

Policy	Focal area				
	BD	CC	LD	POPs	IW
The National Environmental Policy and Strategies of 2003	●	●	●	●	●
The National Physical Planning Policy and Plan of 2007	●	●	●		
The National Forest Policy of 1995	●	●	●		
The National Wildlife Policy of 2000	●				
The National Biosafety Policy of 2011	●				
The National Strategy for Solid Waste Management of 2000	●	●	●	●	
The National Watershed Management Policy of 2004	●	●	●		
The National Wetlands Policy and Strategy of 2006	●	●	●		

Policy	Focal area				
	BD	CC	LD	POPs	IW
The National Fisheries and Aquaculture Policy of 2006 (which deals with environmentally friendly management of the fishery).	●				
The Ten Year Development Policy Framework of the Fisheries and Aquatic Resources Sector of 2007	●				
National Livestock Development Policy	●	●			
The National Policy on Agriculture of 2007	●	●	●		
The NationalLand Use Policy of 2007	●		●		
National Policy on Sand for the Construction Industry of 2005	●		●		
National Climate Change Policy of 2012		●			
National Air Quality Management Policy of 2000		●		●	
The Cleaner Production Policy of 2004	●	●	●	●	
National Policy on Clean Development Mechanism (CDM)	●	●	●	●	
National Energy Policy & Strategies of Sri Lanka 2008 (Updates National Energy Policy of 1997)		●			
National Industrial Pollution Management Policy Statement of 1996	●	●	●	●	
National Transport Policy of 2008		●			
National Nutrition Policy of Sri Lanka 2010	●		●		

3.3.5 Institutional Framework

The creation of a separate Cabinet Ministry for environmental affairs in 1990 was a landmark achievement and currently it is titled as the Ministry of Environment and Renewable Energy[7] (MOE&RE). The MoE&RE is mandated with preparing, monitoring and reporting 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. This ministry also services the large number of international conventions related to the environment as seen in the above section.

Overall, there are about 50 state institutions involved with some aspect of management and protection of the environment and natural resources in Sri Lanka (Table 3.15).Chief among them are the CEA, FD and Marine Environment Protection Authority (MEPA) that function under the MoE&RE; the DWLC located under the Ministry of Wildlife Resources Conservation; the CCD located under the Ministry of Ports and Aviation; and the UDA which is under the Ministry of Defence and Urban Development. The Ministry dealing with Fisheries, the DFAR, the Department of Agriculture (DA), the Department of Animal Production and Health (DAPH) and the Veterinary Research Institute (VRI) also have major roles to play in environmental/biodiversity conservation and management.

The Land Use Policy Planning Department and the Land Commissioner General's Department play a key role in land management planning. Land management falls within the purview of about 30 institutions, such as the Land Commissioners Department, The Hadabima Authority, The Mahaweli

[7] Over time the Ministry responsible for the environment has been integrated with other areas such as transport, women as well as being the Ministry of Environment and Natural Resources. Most recently – in 2013 with the cabinet shuffle, renewable energy that was under the Ministry or Power and Energy was incorporated into the Ministry purview.

Authority, and the DA. This highlights some of the complexities entailing land-use planning and land management. The MOFP, which deals with policy planning and implementation, is the key 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 comprises District Secretariats, and under them Divisional Secretariats which reach out to communities via G*rama Niladharis* or "village officers". At the local level, coordination of all activities is addressed through the District Coordinating Committees chaired by the District Secretaries and attended by representatives from a range of departments. Many state departments such as CEA, DWLC and FD also have decentralized their activities for greater effectiveness and have stationed staff in the Divisional Secretariats. Devolution of environmental management is also achieved through LAs and they comprise Municipal Councils and Urban Councils in urban areas, and *Pradeshiya Sabhas* in rural areas. LAs have a key role to play in management and improvement of the environment, especially in relation to the built environment, public health, waste collection and disposal. This also shows the many horizontal and vertical divisions of responsibilities that exist when addressing environmental management.

Many non-state actor groups also positively influence Sri Lanka's environment, such as media institutions (press, TV, radio) and personnel, Civil Society Organizations (CSOs), national and regional environmental NGOs and CBOs. Several private sector business organizations also support environmental and biodiversity conservation activities under their Corporate Social Responsibility (CSR) projects and programmes. These civil society and private sector groups operate at very 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.

Table 3.15: Institutions connected with environmental conservation and management

Ministries with a role to play in environmental conservation and management	Key agencies involved with environmental management and conservation
Key ministries	***Key Departments***
• Ministry of Environment and Renewable Energy • Ministry of wildlife Resources and Conservation • Ministry of Agriculture • Ministry of Lands and Land Development • Ministry of Fisheries and Aquatic Resources Development • Ministry of Ports and Aviation • Ministry of Indigenous Medicine • Ministry of External Affairs • Ministry of Finance and Planning • Minister of Botanical Gardens and Public Recreation. • Ministry of Irrigation and Water Resources Management • Ministry of Water Supply and Drainage • Ministry of Technology, Research and Atomic Energy • Ministry of Disaster Management • Ministry of Power & Energy	• Department of Forest Conservation (FD) • Department of Wildlife Conservation (DWLC) • Urban Development Authority (UDA) • Central Environmental Authority (CEA), • Coast Conservation Department (CCD) • Department of Fisheries & Aquatic Resources (DFAR) • Marine Environmental Protection Authority (MEPA) • National Aquatic Resources Research and Development Agency • Sri Lanka Ports Authority (SLPA) • Department of Agriculture (DOA) and associated research institutions plus other divisions including: The Seed Certification and Plant Protection Centre (SCPPC), Natural Resources Management Centre (NRMC), Field Crops Research and Development Institute (FCRDI), Horticultural Crops Research and Development Institute (HORDI), Rice Research and Development Institute (RRDI), Plant Genetic Resources Centre (PGRC), Registrar of Pesticides. • Department of National Zoological Gardens (DNZG) • Department of National Botanic Gardens (DNBG) • The National Science Foundation (NSF) • 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 (LRC) • Land Commissioner General's Department • Department of Meteorology • Disaster Management Centre (DMC) • National Disaster Relief Services Centre • Sri Lanka Land Reclamation Development Authority (SLLRDA) • Geological Survey and Mines Bureau (GSMB)

Ministries with a role to play in environmental conservation and management	Key agencies involved with environmental management and conservation
Other ministries with impact • Ministry of Economic Development • Ministry of Defense and Urban Development • Ministry of Livestock and Rural Community Development • Ministry of Construction, Engineering Services, Housing and Common Amenities • Ministry of Industry and Commerce • Ministry of Education (and relevant institutions under it) • Ministry of Defense • Ministry of Resettlements • Ministry of Coconut Development and *Janatha* State Development • Ministry of Petroleum Industries • Ministry of Social Services • Ministry of Justice • Ministry of Minor Export Crop Promotion	***Other departments with impact*** • Department of Agrarian Development • Department of Export Agriculture (DEA) • Department of Animal Production & Health (DAPH) • National Livestock Development Board (NLDB) • The Veterinary Research Institute (VRI) • Sri Lanka Sustainable Energy Authority • Attorney General's Department • Legal Draftsman's Department • Sri Lanka Customs • Sri Lanka Standards Institute (SLSI) • National Housing Development Authority (NHDA) ***Institutions carrying out research with relevance to environmental/biodiversity conservation*** • National Aquatic Resources Research and Development Agency (NARA) • Coconut Research Institute (CRI) • Tea Research Institute (TRI) • Rubber Research Institute (RRI) • Sugarcane Research Institute (SRI). • Veterinary Research Institute (VRI) • Universities • National Building Research Organization (NBRO) ***Regional/local level institutions:*** • Provincial Councils (PCs) • District/Divisional Secretariats • Local Authorities (LAs) • Provincial Environmental Authority of the North-western Province • Provincial Environmental and Agricultural Ministries

Source: Adapted from MoENR,2007a, b, c and MoE, 2010 a, b, c, & d

3.3.6 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 (CIEDP) and the decisions of the CEPOMS were conveyed to the sectoral agencies, a National Environmental Legislation Enforcement Committee, the PCs and LAs.

The CEPOM system had mixed success. Under the *Haritha Lanka* programme that replaces the NEAP, a different structure is proposed. This relies on each sector / department / institution deciding how to incorporate environmental aspects into their work, while the MOE&RE provides guidance. The Plan is to be implemented by 36 Ministries and 70 governmental and non-governmental institutions. Coordinating Committees have been established to cooperate in 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 the implementation of this programme and activities are intended to be incorporated in the annual budgets of the respective state institutions.

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 policy or plan of Government takes account of, and is consistent with, the National Physical Policy and Plan (NPPD & MUDSAD, 2007). Inconsistency between policies and laws, and the National Physical Policy and Plan are required to be amended in consultation with the National Physical Planning Department, and issues that may arise must be resolved by the National Physical Planning Council (*ibid*.).

While it is a positive factor that many institutions are mandated for environmental management and conservation, this requires a very efficient and effective coordination mechanism for environmental policy and plan formulation and implementation of activities and projects. However, much of the inter-institutional coordination relied (and continues to rely) on membership of advisory, expert committees and/or steering Committees for environment related projects, programmes and activities. Gaps in capacity and ownership and differences in terms of sectoral and environmental agendas also limit integrated activities. The GEF funded National Capacity Needs Self-Assessment (NCSA) (GEF ID 2417)clearly showed the need for capacity building to effectively coordinate and integrate actions pertaining to environmental conservation.

3.3.7 Timeline analysis

The timeline showing Sri Lanka's commitment to global conventions, formulation of national environment related laws, policies and plans, and GEF-funded projects reveals noteworthy links.

- The GEF/WB project for Conservation and Sustainable Use of Medicinal Plants (GEF ID 95) followed Sri Lanka's ratification of the CBD in 1994. It directly enabled meeting obligations under Article 6a of the CBD. More importantly, the ensuing consultations and other wide ranging activities conducted by the Ministry for Environment during preparation of the Biodiversity Conservation Action Plan (BCAP) catalyzed:
  - The establishment of a dedicated Biodiversity Secretariat within the Environment Ministry.
  - Addressing sustainable use of terrestrial biological resources and coastal and marine resources in the third National Environmental Action Plan (NEAP) of 1998-2001, and biodiversity conservation (as per the BCAP) in later NEAPs (MoENR, 2003; MoENR, 2008).
  - Attention on conservation of traditional varieties of crops was introduced into the Agriculture Research Plan of the Ministry of Agriculture and Lands 2000-2008 (DoA/DEA/SLCARP, 1999), that is now part of the National Agricultural Policy of 2007 (MoAAS, 2007).
- The GEF/UNDP funded Rainforest Project (GEF ID 818) spanning 2000-2006 was instrumental in pioneering a model for participatory forest conservation in the Wet Zone. Other influences of the rainforest conservation project are as follows:
  - The 2009 amendment to the Forest Ordinance to empower the Conservator General of Forests to engage with stakeholders in carrying out community participatory programmes for forest development could have been influenced by this project.
  - Attitudinal change in the FD to move away from strict protection and policing to adaptive management and participatory conservation for long-term protection of the reserves.

- The GEF/WB funded Development of Wildlife Conservation and Protected Areas Management Project (GEF ID 352) carried out by the DWLC from 1992-1998 is likely to have influenced (a) the Fauna and Flora Protection (amendment) Act of 1993, which ensured better coverage of species to be protected by law, and (b) the first National Wildlife Policy of 2000.

- Protected Area Management and Wildlife Conservation Project (GEF ID 878) implemented from 2001-2008 was directly responsible for:
  - The 2009 amendment to the FFPO which made it mandatory for preparation of management plans for all wildlife reserves.
  - Preparation of the 2007 Addendum to the BCAP, which focused on issues that had emerged as significant national and global issues since the 1999 BCAP. These include threats from alien invasive species and biosafety with some follow up actions funded by GEF (GEF ID 2472 - Strengthening Capacity to Control the Introduction and Spread of Alien Invasive Species and - Development of National Biosafety Frameworks - GEF ID 875).
  - Institutionalizing the Red Listing of nationally threatened species within the Ministry of Environment and the National Herbarium of the National Botanic Gardens at Peradeniya (IUCN and MoENR, 2007; MoE & DNBG,2012 b).

- It is noteworthy that one year after the commencement of the Biosafety GEF enabling activity (Biosafety framework Project- GEF ID 875), Sri Lanka became Party to the Cartagena Protocol on Biosafety. Sri Lanka also developed a biosafety policy in 2011.

- GEF enabling activities such as the National Capacity Self Needs Assessment Project of 2005/06 (GEF ID 2417) directly served to identify the need for a functional (ABS) regime in Sri Lanka which led to it being prioritized for national GEF-4 and GEF-5 cycles (MoENR, 2006c; MoE, 2012).

- During the GEF-funded POPs enabling activity to develop a national implementation plan 2002 – 2006 (GEF - ID 1777), Sri Lanka ratified the Stockholm Convention in 2005. This 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, and this probably led to the commencement of preparation of a Land Use Policy in 2002; however it was only finalized in 2007.

- The GEF enabling activities under UNFCCC have resulted in a stock taking exercise (in 2000), and the identification of priority areas under climate change. However, the climate policies and adaptation strategies were formulated much later (in 2010) – without GEF support. Climate change activities were initially handled by the global affairs/air resources management unit in the Ministry of Environment, but with increasing importance awarded to this issue, a separate Climate Change Secretariat and a Sri Lanka Carbon Fund was created in 2008 within the MoE.

- The projects addressing Renewable Energy (GEF ID 104, 425 and 1545) have assisted with increasing the use of renewables and thereby contributing to reducing emissions. In 2004, the government established a procedure for tariff setting to facilitate selling of energy to the grid (used mainly for Mini hydro) and a regulatory mechanism to manage off-grid renewable energy systems. On the back of these projects the Sri Lanka Sustainable Energy Authority was established in 2010 and has taken over the promotion and management of Renewable energy in Sri Lanka.

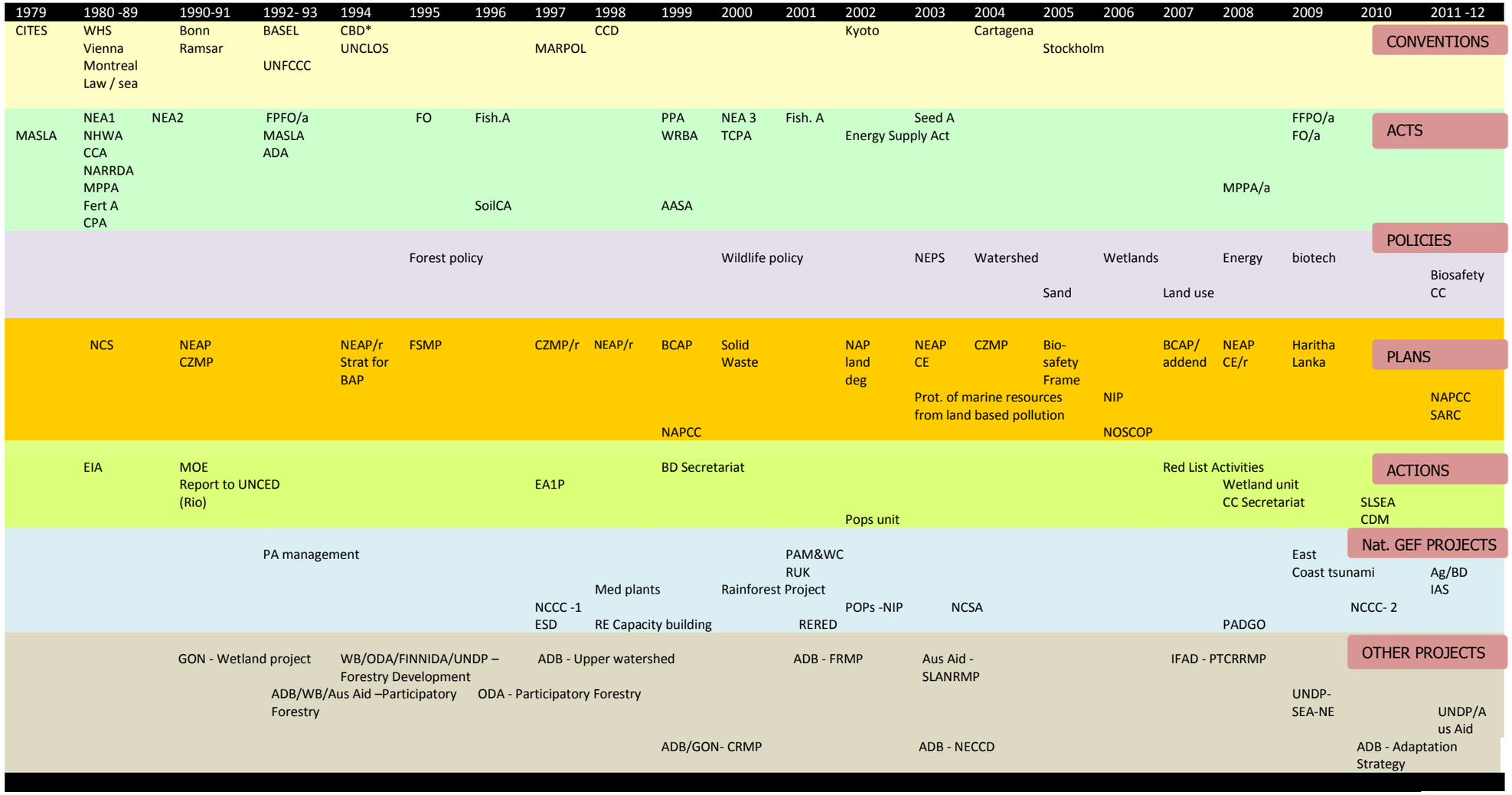


Chart 3.1: Time line Analysis of the key Conventions, Acts, Policies, Plans, Actions, GEF projects and other projects addressing the environment

Note: This diagram features selected Act, Policies, Plans, Actions, GEF projects and other projects, based on their importance to environment management

3.4 The Global Environmental Facility: General Description

The Global Environment Facility 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 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 to the respective international agreements and conventions. Hence it provides assistance for developing countries and countries with economies in transition to meet its obligations to several conventions: the (CBD), the (UNFCCC) and the Stockholm Convention on (POPs), the (UNCCD) and the Kyoto Protocol.

The GEF Secretariat coordinates the overall implementation of GEF activities. Within each country GEF activities are managed through 8 GEF Agencies. The World Bank, UNDP, UNEP were the original Implementing agencies. Over the years it has expanded to include the African Development Bank (ADB), International Finance Corporation (IFC), GEF Secretariat, the Food and Agriculture Organization (FAO), the IFAD, and the UNIDO. These agencies provide guidance for project preparation, project management and monitoring.

Each participating country nominates 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 the operational focal point sit in the Ministry of Environment and are the Minister and the Under-Secretary respectively.

Since GEF support is incremental - meaning it is expected to catalyze funding from many sources for the achievement of global environmental benefits - a co-financing model is used where GEF support is leveraged with other financing for achieving national objectives. Co-financing can come from other donors, state and non-state actors. GEF support modalities include the following:

- Full-size projects (FSP) 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.
- Medium-size projects (MSP) have a maximum funding of $1 million and can be accessed by government agencies, NGOs, academics, research institutions etc.
- Small grants are less than $50,000, and are directed to NGOs and local Organizations.
- Enabling activities (EA) 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 (PPGs; formerly known as project development facility [PDF] grants), provide funding for the preparation and development of projects

The GEF officially began with a two-year pilot phase from 1992 to 1994. 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 supposed to be initiated in July 2014 and will continue through June 2018. Country allocation systems were introduced from the GEF-4 phase (RAF, 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.

CHAPTER 4. The GEF portfolio in Sri Lanka

4.1 Defining the GEF Portfolio

The GEF portfolio commenced in Sri Lanka in 1992 with the pilot phase and as of end of December 2012, the portfolio consists of 23 national projects, 330 small grants, 3 regional and 9 global projects. The total financial investment in the national projects is $396 million with GEF funding amounting to 15% (US$60 million) and co-financing from various sources including donors and the government amounting 85% (US$ 336 million) (table 4.1). Additional to this the SGP has provided grants amounting to US$ 9.8 million, of which GEF support accounted for 66% (US$ 6.5 million) and 34% (US$ 3.3 million) from co-financing by the grantees. In terms of regional and global projects the percentage allocated to Sri Lanka cannot be extracted. GEF Agency fees are not included in these figures.

Table 4.1 GEF National Portfolio Financing – 1992 - 2012

Focal Area	Budgetary allocation (US$ Million)			GEF %	Co-fin %
	GEF Financing	Co-Financing	Total		
Biodiversity	24.7	38.2	62.9	39%	61%
Climate Change	27.5	290.1	317.6	9%	91%
Multi Focal	7.5	7.6	15.1	50%	5%
Persistent Organic Pollutants	**0.5**	0.02	**0.5**	**95%**	**50%**
Total	**60.0**	**336.1**	**396.1**	**15%**	**85%**

4.2 Projects in the GEF Portfolio

4.2.1 National Projects

The GEF supported national projects in Sri Lanka consists of very small investments for enabling activities to large scale full-size projects. In the 23 national projects in the system up until 2012, 14 have been completed, 4 are implementation, 4 at approval and 1 at proposal stage. The project details on its identification, Implementing Agency, focal area, the type of the project, stage are shown in table 4.2.More details are given in Annex H. The older projects show a level of homogeneity in terms of the biodiversity projects addressing protected area/forest area management and the climate change projects addressing renewable energy. GEF 4 expands the national biodiversity projects' focus to address Alien Invasive Species and Agro Biodiversity (Strengthening Capacity to Control the Introduction and Spread of Alien Invasive Species GEF ID 2472 and Mainstreaming Agro-biodiversity Conservation and Use in Sri Lankan Agro-ecosystems for Livelihoods and Adaptation to Climate Change (GEF ID 4150). While the energy focus under Climate change has extends to bio-energy/biomass related projects: Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies (GEF ID 4096), Bamboo Processing for Sri Lanka (GEF ID 4114).

Table 4.2: GEF-Supported National Projects in Sri Lanka – 1992 – 2012

ID #	IA	Focal area	Type	Stage	Title
Completed					
352	UNDP	BD	FSP	Pilot Phase	Development of Wildlife Conservation and Protected Areas Management
95	WB	BD	FSP	GEF – 1	Conservation and Sustainable Use of Medicinal Plants
104	WB	CC	FSP	GEF – 1	Energy Services Delivery
309	UNDP	CC	EA	GEF – 1	Enabling Sri Lanka to fulfill its commitments to the UNFCCC
425	UNDP	CC	FSP	GEF – 1	Renewable Energy and Capacity Building
802	UNDP	BD	MSP	GEF – 2	Conservation of Biodiversity through Integrated Collaborative Management in Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems
811	UNDP	BD	EA	GEF – 2	Participation in the Clearing House Mechanism of the CBD
818	UNDP	BD	MSP	GEF – 2	Conservation of Globally Threatened Species in the Rainforests of Southwest Sri Lanka
878	WB/ADB	BD	FSP	GEF – 2	Protected Areas and Wildlife Conservation Project
1008	UNDP	CC	EA	GEF – 2	Climate Change Enabling Activity (Additional Financing for Capacity Building in Priority Areas)
1545	WB	CC	FSP	GEF – 2	Renewable Energy for Rural Economic Development
1777	UNEP	POPs	EA	GEF – 2	Enabling activities for the Stockholm Convention on Persistent Organic Pollutants: National Implementation Plan for Sri Lanka
2417	UNDP	MFA	EA	GEF – 3	National Capacity Needs Self-Assessment (NCSA) for Global Environmental Management
4501	GEFSEC	MFA	EA	GEF – 5	GEF National Portfolio Formulation Document
Under Implementation					
2753	IFAD	MFA	FSP	GEF - 3	Participatory Coastal Zone Restoration & Sustainable Management in the Eastern Province of Post-Tsunami Sri Lanka
2996	WB /IFC	CC	FSP	GEF - 3	Portfolio Approach to Distributed Generation Opportunity (PADGO)
2472	UNDP	BD	FSP	GEF - 4	Strengthening Capacity to Control the Introduction and Spread of Alien Invasive Species
4150	UNEP	BD	FSP	GEF - 4	Mainstreaming Agro biodiversity Conservation and Use in Sri Lankan Agro-ecosystems for Livelihoods and Adaptation to Climate Change
4096	UNDP/ FAO	CC	FSP	GEF - 4	Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies
4114	UNIDO	CC	FSP	GEF - 4	TT-Pilot (GEF -4): Bamboo Processing for Sri Lanka
Approval Stages					
4609	UNDP	CC	FSP	GEF - 5	Strengthening the Resilience of Post Conflict Recovery and Development to Climate Change Risks in Sri Lanka
4997	UNDP	BD	EA	GEF - 5	National Biodiversity Planning to Support the Implementation of the CBD 2011-2020 Strategic Plan
5031	UNDP	MFA	MSP	GEF - 5	Ensuring global environmental concerns and best practices mainstreamed in the post-conflict rapid development process of Sri Lanka through improved information management (proposed)
	Total				**23 projects**

Some enabling activities such as the national communications to the CBD reports state that they were funded by the GEF. However Project ID numbers and grant amounts were not available and have not been reported in this table.

Source: Initial list compiled from GEF PMIS and project documents, with updated status by the focal point in April 2013. Projects listed are those that had gone into the GEF project cycle before Dec 2012.

The national portfolio also shows a skewed distribution of the type of projects with 13FSPs, 3 MSP and 7 enabling activities. There has not been a transition from enabling activities to Medium to Full Scale projects over time. Yet some of these large Projects such as on the Conservation and Sustainable Use of Medicinal Plants Project (GEF ID 95) and both the Wildlife Conservation and Protected Area Management projects (GEF ID 352, GEF ID 878) included development of action plans, capacity building, baseline studies, etc. that are generally undertaken as enabling activities.

4.2.2 Regional Projects

Sri Lanka is part of three regional projects in the areas of biodiversity and International waters (details given in Table 4.3). The information available does not provide an analysis of the allocation for investments made only for Sri Lanka. The project on Conservation of Crop Wild Relatives (GEF ID 1259) has been completed, whilst the other two projects are under implementation. These projects show linkages with other important sectors such as agriculture and livestock management as well as new area of work such as conservation genetic material. It also includes the only International waters project for Sri Lanka. However there are many projects that have been dropped. Interestingly the dropped projects show considerable variation and widening of the scope of project topics and interventions.

Table 0-1: Regional Projects 1992 -2012

ID #	IA	Focal area	Type	Stage	Title
Completed					
1259	UNEP	BD	FSP	GEF - 3	In-situ Conservation of Crop Wild Relatives through Enhanced Information Management and Field Application
Under Implementation					
1252	FAO/WB	IW	FSP	GEF - 3	Bay of Bengal Large Marine Ecosystem
1902	UNEP	BD	FSP	GEF - 4	Development and Application of Decision-support Tools to Conserve and Sustainably use Genetic Diversity in Indigenous Livestock and Wild Relatives
	Total				**3 projects**

Source: Initial list compiled from GEF PMIS and project documents, with updated status by the focal point in April 2013. Projects listed are those that had gone into the GEF project cycle before Dec 2012.

4.2.3 Global Projects

Sri Lanka has been part of eight global projects in biodiversity, climate change, land degradation and multi focal, with none under implementation and 6 projects in GEF-4 and GEF-5 still at the approval stages (Table 4.4). The last two rounds of global projects also include the allocations for SGP. The global projects show expansion or linkages to the national level renewable energy projects with project promoting solar and wind (- Solar and Wind Energy Resource Assessment- GEF ID 1281). Projects in the pipeline increase the focus on the marine ecosystem with a project that is aimed at conserving the dugong that is rated as a species vulnerable to extinction (- Enhancing the Conservation Effectiveness of Sea-grass Ecosystems Supporting Globally Significant Populations of Dugong across the Indian and Pacific Oceans Basins - GEF ID 4930). The global projects also show wider scope into connecting conservation, sustainable use and human wellbeing by tackling issues such as nutrition (- Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being -GEF ID 3808).

Table 4.4: Global Projects 1992 - 2012

ID #	IA	Focal area	Type	Stage	Title
Completed					
875*	UNEP	BD	EA		Development of National Bio safety Frameworks
1281	UNEP	CC	FSP	GEF 2	Solar and Wind Energy Resource Assessment
1599	UNEP	CC	MSP	GEF - 3	Development of a Strategic Market Intervention Approach for Grid-Connected Solar Energy Technologies (EMPower)
3514	UNDP	MFA	FSP		4th Operational Phase of the GEF Small Grants Programme (RAF1)
Approval Stages					
3808	UNEP/ FAO	BD	FSP	GEF 4	Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being
3871	UNDP	MFA	FSP	GEF 4	4th Operational Phase of the GEF Small Grants Programme (RAF2)
4678	UNDP	MFA	FSP	GEF 5	Fifth Operational Phase of the GEF Small Grants Program – under STAR II
4829	UNEP	LD	FSP	GEF 5	Support to GEF Eligible Parties for Alignment of National Action Programmes and Reporting Process under UNCCD
4930	UNEP	BD	FSP	GEF 5	Enhancing the Conservation Effectiveness of Sea grass Ecosystems Supporting Globally Significant Populations of Dugong Across the Indian and Pacific Oceans Basins
	Total				**9 projects**

Note: BD – Bio-Diversity; CC – Climate Change; POP – Persistent Organic Pollutant; MFA – Multi-focal; FSP – Full size; EA – Enabling Activity; MSP – Medium Scale; N/A Not Available

***** Not showing in GEF Database but referenced in document

Source: Initial list compiled from GEF MIS and project documents, with updated status by the focal point in April 2013. Projects listed are those that had gone into the GEF project cycle before Dec 2012.

4.2.4 Small Grants Programme

The GEF SGP in Sri Lanka commenced in 1994. Since then it has developed into a fully operational programme and is now in its fifth operational phase and there was a delay in receiving the funds for 2013 (round three under GEF 5)[8]. During the eighteen year period from 1994 to 2012, 330 GEF projects have been implemented in Sri Lanka amounting to US$ 9,767,815 of which US$ 6,458,815 is GEF support and US$ 3,309,000 is co-financing either in cash of in kind by the grantees. There was also a special allocation for capacity building in GEF-5. In addition although there was no financial allocation by GEF, the GEF-SGP office administered the following small grants schemes:

- Community Water initiative (CWI): Sri Lanka was one of the ten countries to receive funds from CWI, towards achieving the Millennium Development Goals related to water supply.

- Mekong Asia Pacific/Community Based Adaptation (MAP/CBA): this initiative provided assistance for implementing community level climate change adaptation activities.

- Tsunami reconstruction: for rehabilitation and reconstruction of destroyed habitats and infrastructure in the aftermath of the December 2004 tsunami.

[8] Funds came in July 2013

Table 4.5: Small Grants Programmes in Sri Lanka 1992 - 2012

Operational Phase	Time Frame	GEF Funds (US $)	Co - financing	No. of Projects	Focal Area of Projects						
					BD	CC	LD	POPs	MF	IW	CD
Pilot Phase	1995-1997	181,442	140,000	15	12				3		
Phase I	1997-1999	399,562	467,000	49	39	3			7		
Phase 2	2000-2004	1,847,813	650,000	126	68	22	15		21		
Phase 3/yr1	Mar 2005-Feb 2006	1,149,998	640,000	33	11		8		14		
Phase 3/yr2	Mar 2006 - June2007	750,000	279,000	31	8	6	10	4	3		
Phase 4/yr1	July 2007-June 2008	570,000	170,000	23	10	4	6	2	1		
Phase 4/yr2	July 2008-June2009	605,000	393,000	23	12	2	3	1	5		
Phase 4/Yr 3	July 2009-June 2010	605,000	570,000	21	14	2	-	-	3	2	
Phase 5/ Yr 1 & 2	2011-2012	350,000		9	02		01	02		03	01
Total		**6,458,815**	**3,309,000**	**330**	**176**	**39**	**43**	**9**	**57**	**5**	**01**

Special Projects	Time Frame	Grant funds (US$)	Co-financing	No. of projects
Community Water Initiative	Nov 2003-Jan 08	220,503	91,000	13
MAP/CBA	Nov 2010-Nov 12	250,000	49,000	6
SSC SSGF UNDP	Sep-05	350,000		13
Additional funds for tsunami	Jan-07	250,000		17
Total		1,070,503	140,000	**49**

Source: Ministry of Environment (2012). National Portfolio Formulation Exercise – GEF Cycle V. Government of Sri Lanka, with verification and new information added by the UNDP GEF SGP Secretariat.

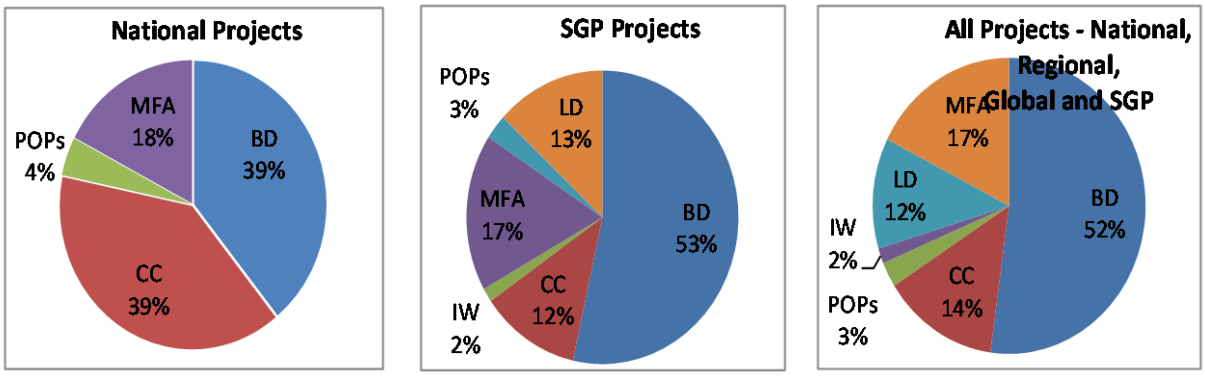
According to the GEF-SGP the grants have reached approximately 300 NGOs both national and local, old established organizations and new organizations that work around the island except in Vavuniya, Mullativu, Killinochchi and Mannarareas affected by conflict and inaccessible until 2009. Hence there were no well-functioning environmental focused civil society groups in the area. However this situation is changing and GEF SGP is looking to engage civil society groups in these areas in the new funding rounds.

4.3 Evolution of GEF Support by Focal Area

Overall at the national level there have been an equal number of Biodiversity and Climate Change projects but the whole portfolio shows a stronger support for biodiversity projects at least in terms of the number of projects. The graphs (Chart 4.1) below also show that MFAs have been an important

part of the portfolio while projects on Land degradation, POPs and International water are very few. The focus on land degradation has benefitted from the GEF SGP coverage and shows its importance at a local level.

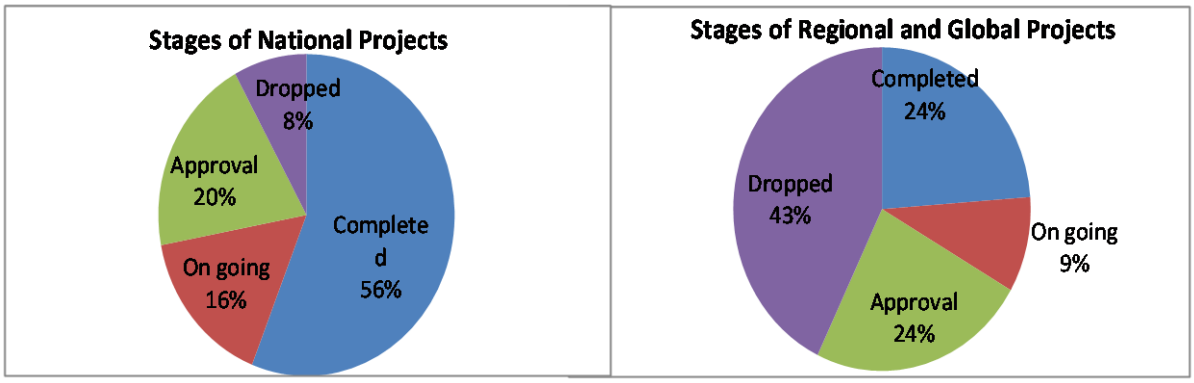
Chart 4.1: Representation of Projects by Focal Areas in the Portfolio – 1991 - 2012



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

Chart 5 shows the status of projects in the portfolio. There are quite a few projects at implementation stage in the national projects while at the regional and global level there are more projects in the approval stage. The projects in implementation and approval stage include projects from both GEF 4 and GEF 5 and show an overlap of these implementation cycles. Dropped projects are mainly regional projects.

Chart 4.2: Stages of the GEF projects– 1991 – 2012



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

In terms of resources tied to different stages of the cycle in the national portfolio it can be seen that there is a large amount of climate change funds at approval stage, while a very small amount for Biodiversity Projects (Table 24). During the final stages of this evaluation it has been indicated that the biomass project (GEF ID 4096) has been approved. Other Focal areas show that there are no projects in the pipeline for GEF 4 and 5.

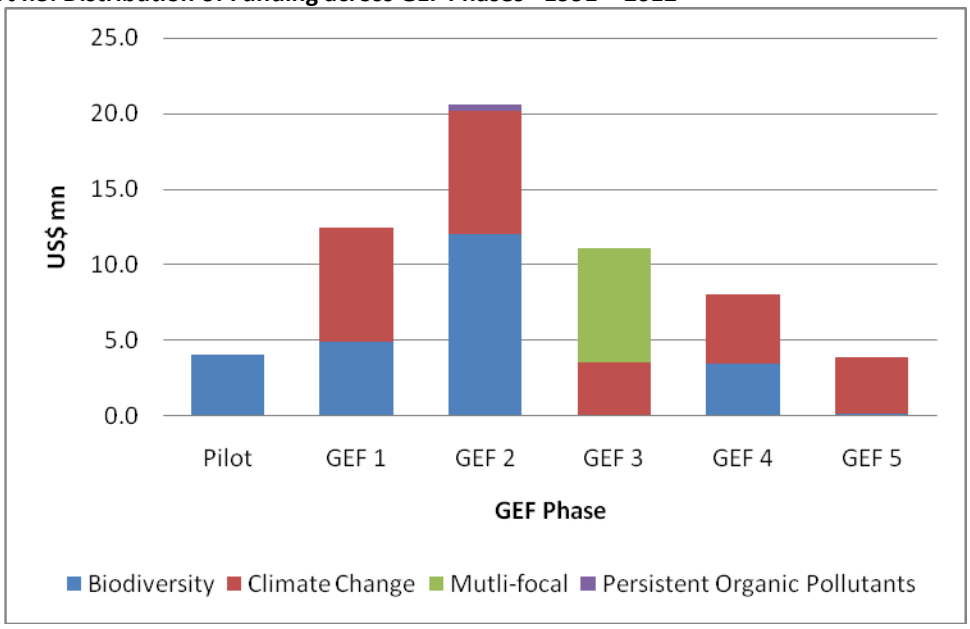
The financial allocations shown in table 4.6 indicate that both climate change and bio-diversity projects have been provided nearly equivalent amounts of funds, whilst projects related to Persisting Organic Pollutants being provided the least amount of funding and for an Enabling Activity.

Table 4.6: GEF Support to National Projects based on financing (US $ mn)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%
Multi Focal	4	0.2	8.1		8.3	14%
POPs	1	0.5			0.5	1%
Total					**61.0**	

Chart 4.3 shows the GEF 2 stage has a major spike in funding in both climate change and biodiversity. This is largely due to two projects. The Protected Area Management and Wildlife Conservation Project (GEF ID 878) in Biodiversity and the Renewable Energy for Rural Economic Development Project (GEF ID 1545) under Climate Change. The graph also shows the transition in focus from biodiversity to climate change through the phases.

Chart4.3: Distribution of Funding across GEF Phases– 1991 – 2012



CHAPTER 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, assessments 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 on achieving Global Environmental Benefits (GEBs). Enabling activities for climate change, land degradation, biosafety, POPS have also happened as separate projects and have been geared towards meeting obligations under the various conventions. Table 5.1 provides input from each of the completed projects and its contribution to fulfilling international requirements and aiding global 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 protected areas in both the wet and the dry zones, which have contributed to the protection of globally valuable species and habitats. This has been aided by resource mapping (baselines, inventories, national red listing, etc.), preparation of action plans (BCAP and its addendum, gap analysis) and direct implementation of institutional and management processes such as restructuring institutions, skills development, infrastructure development, enhancing management tools and styles.

In terms of climate change, while there have been efforts towards improving the information base for planning climate change mitigation through enabling activities, the most significant result has been the increase in the use of renewable energy (hydro, solar, wind) that has contributed to greenhouse gas reduction. However, GEF support has not extended to transport, agriculture or waste related emissions that are also significant contributors to Sri Lanka's greenhouse gases. While emissions from biomass, mainly due to domestic use, has also not been addressed at a national level, it has been addressed in a number of SGP projects that have addressed better stove and kitchen designs.

With regards to the enabling activities, the national capacity self-assessment (GEF ID 2417) process was a critical step to identify the priority capacity development needs and synergies across sectors to assist with the implementation of three conventions, namely the UNCBD, the UNFCCC and the UNCCD. This country-led process concluded that, while capacity was indeed a shortfall, weak law enforcement, lack of coordination and communication among institutions/agencies, and poor private sector involvement were all impeding the achievement of better results under these focal areas. However, the remedial measures identified through wide consultation during the NSCA have not been adequately addressed so far, mainly due to funding constraints and lack of a coordination mechanism to track and push these activities.

Table 5.1: Contribution of projects to meet international commitments and GEBs (completed projects)

GEF_ID	Project	GEF support linked to meeting International environment Commitments	Link to GEF Global Environmental benefits
811 EA	Participation in the Clearing House Mechanism of the CBD	Participation in the Clearing House Mechanism of the CBD – stock taking	Conservation of globally significant Biodiversity
818 MSP	Conservation of Globally Threatened Species in the Rainforests of Southwest Sri Lanka	• Relates to CBD through the prevention of deforestation, protection of threatened fauna and flora within the rain forests in the Southwest of Sri Lanka and promotion of community participation in forest conservation and better management. • This includes improving the management in the Sinharaja World Heritage/ UNESCO Biosphere Reserve as well as the neighboring Kanneliya-Dediyagala-Nakiadeniya (KDN) complex that is also high in species diversity.	Conservation of globally significant Biodiversity
95 FSP	Conservation and Sustainable Use of Medicinal Plants	• The project helped meet its obligations under CBD (ratified in March 1994) - Article 6b and Article 10. • Increased attention to document medicinal plants and for more sustainable use through establishing nurseries and improving harvesting techniques. Worked in both wet and dry zone areas in area such as the KDN complex and Ritigala Protected Area both important in terms of medicinal species	Conservation of globally significant Biodiversity, Sustainable use of biological resources
802 FSP	Conservation of Biodiversity through Integrated Collaborative Management in Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems	Designed to meet obligations under the CBD of sensitive coastal ecosystems. Established greater protection to the area through a Special Area Management plan, and increased the focus on the conservation of endangered marine turtles (5 species) and coral reefs.	Conservation of globally significant Biodiversity
352 FSP	Development of Wildlife Conservation and Protected Areas Management	Related to habitat/species conservation objectives in the CBD – through better management of critical habitats. Provided capacity building to assist with better management.	Conservation of globally significant Biodiversity
878 FSP	Protected Area Management and Wildlife Conservation Project	• Related to habitat/species conservation objectives in the CBD. Helped update the 1999 Biodiversity Conservation Action Plan through an Addendum. Some progress made to improve the management of critical habitats through capacity development, adaptive management and community participation in conservation. The sites include charismatic species such as the leopard and elephant and a Ramsar site which is also a UNECO MAN and the Biosphere Reserve). • More scientific studies available on the Parks.	Conservation of globally significant Biodiversity
309 EA	Enabling Sri Lanka to fulfill its commitments to the UNFCCC	1st Communication on UNFCCC - stock taking, identifying priority sectors, GHG inventory to aid planning and set a baseline	GHG Mitigation and Increase use of REs
1008 EA	Climate Change Enabling Activity (Additional Financing for Capacity Building in Priority Areas)	2nd Communication under UNFCCC – stock taking exercise and report on progress as well as identification of capacity gaps.	GHG Mitigation and Increase use of REs

GEF_ID	Project	GEF support linked to meeting International environment Commitments	Link to GEF Global Environmental benefits
425 FSP	Renewable Energy and Capacity Building	Relates to the 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 REs
104 FSP	Energy Services Delivery	Relates to the 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) and off grid Renewable Energy projects was established and has contributed to reduce the emissions from fossil fuels.	GHG Mitigation and Increase use of REs
1545 FSP	Renewable Energy for Rural Economic Development		
1777 EA	Enabling activities for the Stockholm Convention on Persistent Organic Pollutants (POPs): National Implementation Plan for Sri Lanka	Prepare the grounds for the implementation of the Stockholm Convention on Persistent Organic Pollutants (POPs). The National Implementation Plan (NIP) was prepared.	Reduced POP risks on human health and the environment through reducing and eliminating production, use and releases of POPs
2417 EA	National Capacity Needs Self-Assessment (NCSA) for Global Environmental Management	Linked to identifying needs to implement CBD, UNFCCC and UNCCD. Identified the need for a functional Access to Genetic Resources and Benefit Sharing (ABS) regime in Sri Lanka. Capacity needs were identified.	Relates to several themes

5.2 Results by Theme

5.2.1 Participatory Management of Protected Areas

Under the biodiversity projects one of the key features of the GEF supported 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 protected areas. Essentially, the key components of this model are setting up of CBOs to provide livelihood support through micro-finance and training, supported by awareness creation on biodiversity and conservation. These have clearly demonstrated potential for better cooperation and support for biodiversity conservation from communities that will result in better protection of natural resources. It was also expected that the agencies responsible for conservation and protection (in this case the FD, DWLC and CCD) would apply this model in their future management approaches.

The model implemented by the Forest Department in the Conservation of Globally Threatened Species in the Rainforests of Southwest Sri Lanka (GEFID 818) was rated by the stakeholders as being successful in achieving the desired change of reducing illegal activities and over extraction within the protected area. It is accepted as a successful management approach by the department and now applied to other projects and programmes. Furthermore, this model was also used to successfully redesign and implement the community activities (referred in the project as Component D) of the Protected Area Management and Wildlife Conservation Project (GEF ID 878). The initial design of this component had an independent NGO undertaking these activities, which was not successful. Therefore, the forestry model used mobilisers which were trained to work in the project under the management of the department/project was applied successfully. This change in approach was aided by the transfer of knowledge via staff common to both projects. Both the coastal projects Coastal Biodiversity Project (GEF ID 802) and the East Coast Tsunami Project (GEF ID 2753) have also applied a similar participatory management component as a part of the SAM projects undertaken by the CCD.

The results of the ROtI studies of the Rainforest Project (GEF ID 818) and the Protected Area Management and Wildlife Conservation Project (GEF ID 878) and additional data from the MAB review[9] show that the three components – the awareness raised, the livelihood support, and the change in attitude towards participatory management of the Department Officials –supported the achievement of improved results in relation to the participatory management approach. The community based activities and links developed with the departmental officials have led to communities continuing to keep vigilance on the forests/protected areas. Illegal activities such as logging and encroachment have reduced to a great extent in both the Rainforest Project (GEF ID 818) and Protected Areas Management and Wildlife Conservation Project (GEF ID 878). The reduction of illegal activities is also aided by boundary marking and electric fences. Such physical activities are regular operational activities of these Departments. However, poaching in some Protected Areas (under Protected Areas and Wildlife Conservation Project - GEF ID 878) is reported to have increased as compared to the status at the end of the project. This is seen to be a consequence of the reduced interaction between the community and the wildlife officials.

[9] This evaluation incorporated information from parallel field work done under the periodic MAB (Man and Biosphere) review commissioned by the National Science Foundation. The MAB review used some of the ROtI data gathering and analysis tools.

Replication of this 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 FD shows the greatest buy-in. The concept of community based management was one that the FD was interested in and the model had been proposed in several management plans as a response to the 1995 Forest Policy and Forestry Sector Master Plan (FSMP). The drive for this project thus came from within the FD. It was administered and managed closely by department staff and this helped to create ownership of the project. This also necessitated an attitudinal change for the officials of the department – moving from a policing model to a more collaborative one. This aspect is seen as a highly satisfactory achievement of the project. The need to maintain relationships, provide some benefits to the community and involve the communities in the conservation effort has been absorbed into the operational style of the FD. The community mobilisers recruited for the project have been retained as Education Officers. Their job role is to maintain links and carry out activities with the communities, with some ear-marked funds for awareness and training. The same model has been applied by AusAid funded projects on community forestry (under the SLANRMP) and some new initiatives have been undertaken by the FD in the Knuckles range and Hambantota.

Although the Coast Conservation Department has adopted a participatory approach in all the Special Area Management Sites (SAM sites) these activities are dependent on external funding. Hence mobilisers are hired when needed for a project and it not a regular post in the CCD. In the Wildlife Department, the replication of this model in other protected areas has not happened, although general awareness programmes 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 Management and Wildlife Conservation Project (Project ID 878), the outreach officers from the department that worked with the project staff are no longer in 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 ceased, suggesting a lower commitment to this type of management approach.

5.2.2 Linking environmental conservation to livelihoods

Another aspect of the participatory management model worth exploring is the livelihood component. The aim of community level interventions was to engage the community in conservation while also improving their livelihoods and offering them an alternative to livelihood practices that endanger Protected Areas. The projects tried out have shown that the ability to offer loan schemes, training, and viable alternatives can lead to conservation benefits. In the Rainforest Project (GEF ID 818) the villagers who were cultivating tea on the boundaries of the forest were given training to improve their productivity within the available land without expanding the extent of their cultivation. In addition, they were given advice on the use of fertilizers and newly improved tea varieties to improve productivity. Financial support was given through the revolving funds, offered to CBOs as credits, to enhance cultivation or establish tea nurseries. Communities and officials of the FD state that these interventions did result in greater income from tea and has resulted in minimizing encroachment in the project areas. The 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 to the CBOs.

Other popular livelihood options were those that were not connected to natural resources such as driving, setting up small businesses, sewing etc. but reduced dependency on forest resources. It also indicates a change in the relationship with the forests and changes in society. Interestingly, livelihoods

that are linked to more non-destructive natural resource use, such as tourism, have had limited benefits. A few community members living close to the entrances tend to benefit from this in the form of guiding or providing accommodation, handicrafts, food items etc. In the case of the Wildlife protected areas where services are mainly in the form of jeep drivers, the community states that this has mainly benefitted outsiders due to the investment needed to hire and maintain the vehicles. Hence this aspect of livelihoods development is rated as less successful. In the Coastal Biodiversity Project(GEF ID 802) similar issues with the lack of widespread benefits to the community was noted. A few community members who were engaged in collection of turtle eggs were influenced to become guides in the turtle conservation beach areas, but it has limited capacity. Another downside of the livelihood activities highlighted has been the giving of individual loans leaving room for misuse and non-payment of the loans. This is also one of the reasons for the CBOs to stop functioning especially if there is no state officer to monitor the progress of the CBO activities.

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

In the energy projects, the contribution to livelihoods and increased local economic development and employment was an objective but it was not well achieved. The completion report of the Rural Renewable Energy Project (GEF ID 1545) indicates that the benefit to the enterprises that connected to the grid was that they could operate for a longer period of time, but since they were largely family owned enterprises, did not have an impact on enhancing employment in the area as expected. Nevertheless, the project made a contribution to increased wellbeing of the households.

5.2.3 Building on past experiences

A number of projects have built on previous projects, resulting in funding being available over a longer period of time. These include the Protected Areas Management and Wildlife Conservation Project (GEF ID 878) and the Wildlife Conservation and Protected Areas Management Project (GEF ID 352); the Rural Renewable Energy Project (GEF ID 1545) that followed on Energy Services Delivery Project (GEF ID 104), that has also been followed by the newer project still in the pipeline on Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies (GEF ID – 4096). Some projects have also linked to other projects (past and on-going) or follow-up projects for greater continuity and resource pooling such as the Coastal Biodiversity Project (GEF ID 802) that was continued by the Coastal Resources Management Project (CRMP) funded by the Netherlands. Another example is the East Coast Tsunami Project (GEF ID 2753) which was linked with an on-going project the “Post Tsunami Coastal Rehabilitation and Resources Management Programme” (PTCRRMP) funded by IFAD. In this instance, the PTCRRMP project was supposed to provide administrative support to the East Coast Tsunami project. However, due to the three consecutive changes of the Line Ministry for the Lead Project Agency this was not possible and a small project implementation unit with a part time manager administering the East Coast Project was set up as a result. Mid way into the implementation this situation has been rectified and since January 2013 a full time Project Manager has been assigned.

The most successful of the follow-on projects have been the renewable energy projects with results lasting beyond the life of the project. The ESD and RERED projects were two of the largest projects in the renewable energy sector – involving both the WB and private sector. The acceptance of renewable energy as a viable energy source and one that is a part of Sri Lanka's energy mix has been established and was aided by the investment models, tariff structures, and capacity building that was carried out by this project. Committed groups – in terms of energy professionals, associations, community societies, private sector along with the State (SLSEA) – continue lobbying for renewable energy in the country.

In the SGP there are many instances where consecutive grants have been provided to the same beneficiary group for some initiatives to move from developing a technology or sustainable intervention, to demonstrating it in different areas, and to enhancing or adding value to it[10].One such example was the development of a cleaner and more efficient cooking stove and the use of subsequent grants to work on marketing the stove and then to offer a whole kitchen unit to combat indoor pollution. Other similar examples have been done for conservation and marketing of rush and reeds products and another project that addressed tuber varieties. The SGP national staff raised the issue of the limitations imposed by one year funding cycles that do not provide adequate time to develop systems and products, make an impact on environmental systems and show adequate change.

5.2.4 Ad-hoc Sharing of Lessons

One of the reasons for the ad-hoc sharing of lessons is seen to be the lack of a central repository of information of the projects and lack of regular sharing of project information among national executing agencies and GEF Agencies. The same phenomenon is observed with SGP projects. This is seen as a reason for the lack of collaboration (vertically and horizontally) and lack of familiarity with the projects among the executing agencies. Hence, the impact and spread of activities is seen to be affected.

The new projects such as the Strengthening Capacity to Control the Introduction and Spread of Alien Invasive Species (GEF ID 2472), Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies (GEF ID 4096) and Mainstreaming Agro-biodiversity Conservation and Use in Sri Lankan Agro-ecosystems for Livelihoods and Adaptation to Climate Change (GEF ID 3808) have specific activities/budgets allocated for the dissemination of lessons learnt. They also show cross-sectoral topics (i.e. combining agriculture, land use, climate change, and energy with biodiversity) and institutional links that also could mean greater sharing of lessons. It is too early to say what the impact of this greater attention to lessons learnt 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 other stakeholders involved in the implementation. The types of capacity building have ranged from sponsoring formal university education (Masters and PhDs), improving training curriculums, 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 mobilization and managing community initiatives. Communities have been given training on conservation/energy issues, managing CBOs, and improving and starting new livelihoods.

[10]Out of the 26 grantees who attended the information gathering workshop, 21 have received GEF grants more than once and the grants had been used for similar projects but also for new activities.

Lasting impacts of the capacity building initiatives can be seen in the renewable energy sector. The targeted training demand side management strategies have been established and energy audit skills and DSM monitoring and evaluation skills are actively used by the Energy Service Companies (ESCOs). There have been instances when they have taken this expertise to Asia and Africa. These companies are registered under the SLSEA and continue to be involved in the energy sector. In addition, there are local technicians involved in the production and installation of micro- and mini- hydro schemes within the country. The electricity consumer societies mobilized and strengthened under the GEF-supported energy projects also continue to function and lobby for renewable energy.

In the Protected Areas Management and Wildlife Conservation Project (GEF ID 878) one of the main objectives was institutional strengthening of the DWLC. There was a shortage of qualified staff for most staff positions and 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 MIS), and transparent management system of DWLC in order to improve its credibility and effectiveness in managing wildlife. One of the key components was to include a decentralized system with regional offices that could make decisions about work objectives, resource needs, and work programmes with decentralized budgets to increase the efficiency of PA operations. The project also looked to improve the fauna and flora protection ordinance to enhance protected area management. The ultimate aim of this 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 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. In mid-2013, some of these positions are still vacant (i.e. Director Protected Area Management) and some are still on acting basis (i.e. Deputy Director Outreach). While the appointment of Regional Deputy Directors (RDD) was a main feature of the restructuring effort, and took place at the latter stages of the project, this too was done without adequate funds from the project to set up staff in these offices. At the time of writing this report, the DWLC stated that the RDDs appointed have been promoted and moved to head office and the positions are now vacant. Hence, there are only assistant directors at regional level, so that approvals have to revert back to the head office, which reduces the impact of decentralization. No indication was given if new RDDs will be appointed. Some stakeholders feel that there was no commitment to the decentralized structure. It has to be noted that, during the time of the project and since then, the DWLC was transferred under the purview of several Ministries; this too was stated as one of the reasons for the disruption in the smooth flow of operations.

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

Overall the training did improve the professional workforce. It was also a motivator that provided personal growth opportunities. Stakeholders acknowledge that some individuals continue to use the skills and training to improve the parks at both headquarters and local level. The development of

management plans was done by officers in the respective parks and this developed their capacity to develop plans which was seen in their ability to prepare similar plans for other projects – as reported by the WB. 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, the continuous rotation of staff can result in discontinuity of the activities in the pilot parks. Trained VSEs have been transferred out to places where there are no such facilities. While the capacity developed cadre of community mobilisers was not absorbed into the DWLC and the training benefits have been lost to the department. However, overall the training component is seen to have been a driver in improving the DWLC's ability to manage Protected Areas. Training remains part of the regular activities of the department and it has absorbed some of the training modules developed under this project.

The SGP national coordinator indicated that the GEF funding has helped to build capacity at community level for the concepts related to the focal points as well as on writing funding proposals and speaking on conservation issues at local and foreign forums. The SGP grantees acknowledge the support of the UNDP GEF secretariat to help build skills and provide guidance to improve projects. The SGP projects have also helped to build a body of knowledge and a civil society network that is able to lobby for issues related to the environment. Some are being consulted in relation to environmental policies and programmes such as the Climate Change Adaptation Policy and for the management of Alien Invasive Species. This knowledge is also spread across most parts of the country within local organizations. Programmes in the North and East regions were markedly less and therefore the capacity has not spread to these areas due to the lack of organizations in those areas following the war. The project acknowledges that this is an area where improvements are needed.

The East Coast Tsunami Project (GEF ID 2753) needed to invest in capacity building as coastal restoration was a new area of work for the various project stakeholders. The lack of in-house technical capacity in the CCD has hindered work in this area. However attention is being given under this project to increase this capacity by providing for training and setting up technical coordinating committee with the view to set up an Ecosystem Restoration and Adaptation Unit in the CCD Progress at the time of the monitoring mission (November 2012) carried out by IFAD, for all activities under components 1 and 2 related to ecosystem restoration and climate adaptation states that this aspect of the work is moderately unsatisfactory.

5.4 Results by GEF Focal Area

5.4.1 Biodiversity

Responding to the need for conserving the biological wealth of Sri Lanka, GEF support from the inception has focused on biodiversity. Biodiversity projects have been linked to both the development of Action Plans (Biodiversity Conservation Action Plan prepared under the Medicinal Plants Project – GEF ID 95 and an addendum to the Action Plan prepared through the Protected Area Management and Wildlife Conservation Project – GEF ID 878) as well as to overall protected area/forest/coast management plans identified by the line agencies (Wildlife and Protected Areas Management Project – GEF ID 352 and Protected Area Management and Wildlife Conservation Project – GEF ID 878 for improved protected area management; the Rainforest Project – GEF ID 818 for participatory forest conservation with communities; and Coastal Biodiversity Project– GEF ID 802 for special area management with community participation). Over the time period the support has enabled attention to emerging subjects such as sustainable use of bio resources (Medicinal Plants Project -GEF ID 95),

genetic resources (Indigenous Livestock and Wild Relatives Project - GEF ID 1902) control of alien invasive species (Alien Invasive Species Project – GEF ID 2472), Bio-safety (Biosafety Framework Project – GEF ID 875), Agro-biodiversity (Agro-biodiversity and Climate Change Project – GEF ID 4150), and wild crops (Crop Wild Relatives Project – GEF ID 1259). These projects, excluding the one addressing biosafety, have all been demonstration projects thereby providing hands-on experience on the topics and assisting in developing national capacities.

In the biodiversity projects, the continuation of the changes and processes put in place once the project has been completed is dependent 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 the participatory forest management by the FD, the continued strengthening of boundary marking and the establishment of electric fences by both the FD and DWLC. Some activities such as the maintenance of park infrastructure show variations amongst the parks. Some sites are maintaining the infrastructure to a fair degree while other sites show a deterioration in the facilities – both the visitor centres and living quarters and in many cases the communication equipment and vehicles are also not in a useable state.

GEF SGP – Contribution to Biodiversity and livelihoods

When asked to describe the contribution of the SGP programme to environmental management the stakeholders attending the focus group discussion categorized three types of activities: 1) Conservation and sustainable use of species, 2) Conservation and restoration of environmental systems, and 3) Education and awareness. Under the conservation and sustainable use of species, they identified numerous plants and animals species selected for projects due to the food or other income generating value these species have (i.e. traditional potatoes and yams, juggery palm (fishtail palm), traditional rice varieties, vegetables, fruits, reeds and medicinal plants and even some species (i.e. marine turtles, fresh water 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, Knuckles conservation zone, Bundala PA and Rekawa SAM sites. It has also supported smaller forest areas such as Gallena Kande. Projects have also supported restoration of coral reefs, wetlands, and mangroves and other riparian ecosystems. These projects have looked to manage Alien invasive species, reduce illegal use of the forests products, reforest or restore areas etc. There have also been projects that have a tendency to support agriculture. Overall, the focus has to develop models that combine conservation, community participation in local resource management along with income generating activities. The livelihood component is seen to be the most visible impact, while actual benefits to conservation have not yet been studied.

Additionally, the SGP projects have increased understanding about the environment among local organizations and community members. There have been a range of educational programmes, exhibitions and the like, while some of the SGP members have even shared their experience internationally (i.e. in India). Some products have also been developed to meet international standards (i.e. products based on *kithul*, a traditional rice variety) while 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 the sustainable use of rush and reeds.

Some of the areas that need improvement are in terms of scaling up and connecting the different interventions with larger projects/schemes. NGO networks have been involved in policy level processes but this is not happening in a structured manner. Better linkages between the SGP interventions and national projects are needed for greater impact of these initiatives – in terms of the types of activities

that are being carried out and also the NGOs/CBOs as a resource to guide such activities and mobilize communities.

5.4.2 Climate Change

The climate change interventions have largely responded to the energy shortfalls experienced by Sri Lanka and its desire to expand electricity coverage to areas the grid could not reach. The climate change projects have been dominated by projects addressing renewable energy and continuity in the focus that have yielded positive results. The two main projects – the Energy Services Delivery (GEF ID 104) was extended as the Renewable Energy for Rural Economic Development Project – (GEF ID 1545), and these were supported by other projects in the portfolio (Renewable Energy and Capacity Building (GEF ID 425), Development of a Strategic Market Intervention Approach for Grid-Connected Solar Energy Technologies (EMPower) (GEF ID 1599) (global) and Solar and Wind Energy Resource Assessment (GEF ID 1281) (global).

The main issue addressed by the two largest energy projects was the lack of access to long-term financing for the private sector investors/commercial banks to invest in the renewable energy sector. The projects demonstrated that the risks are manageable and that lending would be profitable for the private sector to invest. As a consequence, the private sector renewable energy developers developed projects using the lending provided by commercial banks with some risk absorption by the project and the renewable energy developers. Seventy-seven mini-hydro projects with 181.6 MW have been commissioned and are selling to the grid (DFCC, 2012).Discussions with the DFCC stakeholders revealed that at the level of commercial banks 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 and this was a shortcoming in the exit strategy.

The projects also concentrated on advancing the different actors within the renewable energy industry such as developers, manufacturers and financiers. As a result, Micro Finance Institutions (MFIs) have extended their credit facilities to rural households that did not have access to clean energy. When combined the implementation completion reports show that targets were exceeded in terms of solar home systems (SHSs). The ESD project provided 20,953 SHSs against the target of 15,000, and the RERED project provided 110,575 SHSs against the target of 85,000. Additionally 7,913 households were provided with mini hydro systems[11]. There is a tendency to stop using the micro hydro units and solar home schemes once the grid is available. Problems with the solar systems mentioned were maintenance of the batteries and the lack of technical support, which are preventing the use – even when they act as a way to reduce the energy consumption from the grid. It was seen as valuable for the period before getting the grid connection. Some households are selling the units to households that are still not connected to the main grid. In the case of the micro hydro, the cost and labour of maintaining the systems, machinery breakdowns the limited power capacity per households were some deterring facts that have reduced it usage once the grid is available(FGD, Household interviews; energy forum, 2013). By 2011, the reach of the grid has expanded to cover more than 90% of the households leaving only some isolated pockets, amounting to 1072 villages (approximately 40,0000 households) which

[11] There are two hydro schemes mentioned - mini hydro that is few 100KWs to 10MW and micro hydro that are less than 100 kW. The Mini hydro was done on a commercial basis by the private sector, while rural homes were provided through the smaller micro hydro systems – that are also at times referred to as village hydro systems. The Electricity Consumer Societies were set up to manage these micro hydro units. The Federation of Electricity Consumer Societies is the umbrella organization of the societies.

were identified by the CEB (as per Energy Forum, 2013).Therefore, some lending and possibly a grant mechanism may be required, as per the ESD/RERED model.

There was no mechanism in place in the project to address the issue of these systems once the grid is extended. However, since project completion a procedure has been put in place to allow the selling of power from the micro hydro schemes to the grid through an interconnection.[12] This is being spearheaded by the Federation of Electricity Consumers' Societies (FECS)[13]; a community umbrella organization set up and strengthened under the RERED 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 the SPPA (Energy Forum (Guarantee) Limited, 2013). This process is continuing after project completion due to the interest and efforts of some stakeholders.

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

The private sector continues to invest in mini hydro and have also started to invest in the wind power projects, driven by the Tariff structures and a Power Purchasing Agreement. The commercial orientation of the projects and the community organizations that were created enabled the policy and project initiatives to be taken forward independently after the GEF/WB support was over. The focus is also now shifting to other types of renewables such as biomass to replace fossil fuel and sell the power to the grid or use as off grid for industrial purposes (Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies- GEF ID 4096). Further barriers to sale to the grid, for biomass etc., have emerged and there are new GEF projects coming on board, albeit delayed. Strong lobby groups continue to work with the authorities to improve the uptake of renewables in the country.

The public-private-civil society partnership and the collaborative approach used throughout the project was a key factor behind the project's success. There were specific roles carried out based on the stakeholder expertise. Financial issues were handled by the Participatory Credit Institutions (PCIs) and the MFIs. While the MFIs were also central in reaching the communities, government agencies such as the CEB were involved as executing agencies with a key responsibility for implementing components of the project such as the power purchasing agreements, demand side management and the pilot wind project, while the Ministry of Planning and Provincial Councils provided backing for smooth implementation of approvals and necessary government support. The energy developers provided the technical support to develop the products and also manage the maintenance. The village consumer societies were also a part of this collaboration, where they were involved in the project planning and monitoring and could provide direct feedback, while civil society organizations were involved for capacity building and mobilization purposes. 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 (AU) (the DFCC Bank and the CEB) their proactive roles were also a key factor to the success of this project. The AU has acted as the facilitator and the mediator of various stakeholders such as beneficiary households, renewable energy

[12]The Power purchase agreements were being used by the commercial mini hydro plants but this was not being used by the smaller community operated micro hydro units.

[13]FECS is the umbrella organisation for the electricity consumer societies set up to manage the micro hydro systems at village level. The federation brings together 200 of these societies.

developers, various government entities including CEB, as well as the WB, and has maintained a good consultation process with all of them throughout the project period. These implementation arrangements have helped to overcome obstructions and to address emerging problems and have ultimately contributed to the success of the project.

The work carried out to put in place the attractive feed-in tariff structures and power purchase agreements are also a key factor to keeping the private sector interested. The overall support and buy in from the government was also a key driver of these projects.

CHAPTER 6. Relevance of GEF support to Sri Lanka

6.1 Relevance of GEF support to the Sri Lankan environmental priorities and sustainable development needs and challenges

As described in Section 3.3, Sri Lanka has good policy and institutional structures to address sustainable development as well as environmental protection. The projects supported by GEF were aligned to law and sectoral plans such as the National Environmental Action plan, National Biodiversity Conservation Action Plan, Coastal Zone Management Plan and Special Area Management Plan. These are discussed in more detail in section 6.2. However, in terms of sustainable development, in practice the need to collaborate and integrate activities with numerous ministries and departments, their agendas, priorities budgets and plans results in less than favorable uptake of sustainable initiatives.

While participatory processes are 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 their work, while the MOE provides 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 National Capacity Needs Assessment Project (GEF ID - 2417) as well as in the national stakeholder meeting held in April as a part the evaluation.

Box 6.1: Ten priority areas that required capacity to implement the CBD.

1. Sectoral and cross sectoral support for biodiversity conservation and sustainable use;
2. effective enforcement of laws and regulations;
3. a national Access (to genetic resources) and Benefit Sharing (ABS) regime for equitable benefit sharing;
4. biotechnology using genetic resources for sustainable use of biodiversity;
5. effective inter institutional coordination mechanism for identification and monitoring of critical components of biodiversity and threats;
6. a multi-institutional coordinated effort for establishing a rational network of protected areas;
7. participatory and integrated in-situ conservation and management of ecosystems;
8. multi-stakeholder participation for species specific in situ and ex situ conservation;
9. Negotiating at CBD COP and other global fora and communication, education and public awareness for biodiversity conservation.
10. Inadequate capacity to prevent entry and establishment of alien invasive species.

Source: MoENR 2007a

Interviewed stakeholders felt that there were not many good examples of cross-sectoral plans being proposed or implemented successfully. According to them, lack of understanding and technical abilities impedes continuation of activities after project closure. Attention and interest to develop synergies in content and resources was also seen as inadequate. The experience shared by the MOE in relation to efforts to develop collaborative planning (as part of the Protected Areas Management and Wildlife Conservation Project– GEF ID 878)

was that even amongst departments with similar interests this was not easy to accomplish. The tendency is to lean towards their own agendas and plans.

Whilst, there are many laws and regulatory processes that control, for example, industrial discharges, pollution, and air and water quality, there are enforcement weaknesses that reduce effectiveness. The ways in which the laws are interpreted and used are seen to cause divergence and inconsistencies (MOENR, 2007a). Additionally, some areas such as domestic and industrial solid waste are less regulated. It also varies in different parts of the country as this is managed by the local authorities. The experiences of different local level organizations also do not have structured mechanisms that can share these lessons/experiences from local to national level, which hinders scaling up.

Ownership and buy-in is also seen as important for gathering the needed support for environmental and sustainable development initiatives. In relation to the GEF-funded projects the level of ownership has differed and has led to different results. The MOF as well as the MOPE were keen on developing renewable energy sources in the early 1990s, as power generation was inadequate and the electricity grid's penetration was only 40 percent. Given this commitment, the support extended by the government to overcome issues related to tariffs and power purchase agreements was very high. This led to better ownership and results on completed renewable energy projects.

Ownership is also linked to people consulted at design stage being involved in the project at the implementation stage (Coastal biodiversity Project - GEF ID 802). In the case of the Rainforest Project (GEFID818), a participatory process from within the FD was used to design the project that then generated more ownership. On the other hand the Protected Areas Management and Wildlife Conservation Project (GEF ID 878) were largely designed by external consultants. This led to resistance from within (i.e. staff of the DWLC) and also by concerned members of civil society that filed legal cases against the implementation of certain components of this project. Consequent amendments to the project – that incorporated the ideas of the project staff – overcame these concerns and led to a satisfactory completion of the project. Further, component C of this project was to prepare an already existing National Biodiversity Conservation Action Plan (prepared under a previous GEF project) to be amended as an addendum. The collaborative planning envisioned under this component did not reap the necessary results. It is acknowledged that at times the expertise to develop the proposals is not found within the departments and external support is needed. However, the manner in which the design and implementation incorporates the ideas of the executing agencies plays a role in better buy-in.

The ownership by the government in the implementation of the project is apparent in its contribution in kind and in funds to all GEF projects except the Enabling Activities. Analyzing the funding commitments at the point of project approval (as the GEF portfolio has projects at all stages: completed, being implemented and approval) the Sri Lankan Government's contribution is around 19 percent. In the evaluation of the Coastal Biodiversity Project (GEF ID – 802), the evaluators comment that staff time of government officials to be contributed to the project does not sufficiently materialize, as they continue to have commitments to their parent Organization(s). This issue on adequate staff time is being raised in relation to the East Coast Tsunami Project (GEF ID 2753), while staff time, commitment to projects, staff stability to handle the work were also raised at the final national workshop as issues that affect ownership and impacts of a project.

Whilst the commitment of people and money is there during the implementation of the project the same level of commitment intensity is not there once the project is completed. It is to be expected

that the quantum of money and intensity of activities will reduce once project financing is over. However, when coupled with the reduction in budgets in terms of the allocations received, there is no interest to continue the activities if they will not be absorbed into the regular mode of work. The discontinuing of community based livelihood activities that were seen in several of the Coastal biodiversity Project (GEF ID 802) and the Protected Areas and Wildlife Conservation Project (GEF ID 878) are a case in point.

6.2 Relevance of GEF support to national action plans within GEF focal areas

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

6.2.1 Biodiversity

Upon ratification of the UN Convention on Biological Diversity in 1994, Sri Lanka prepared a strategy for preparation of a BAP in 1994. This was followed by the preparation of the BCAP termed "Biodiversity Conservation in Sri Lanka: a framework for action" through the Conservation and Sustainable Use of Medicinal Plants Project (GEF ID 95). The BCAP was accepted by the government in 1998 and published in 1999 (MOFE, 1999a). Completion of the BCAP was reported to the CBD in 1998 via Sri Lanka's first National Report to COP 1 (MOENR, 2009). The BCAP was updated with the Addendum of 2007 (MOENR and BDS, 2007) under Component C of the GEF supported Protected Areas Management and Wildlife Conservation Project (GEF ID 878) to cover new issues that had emerged both nationally and internationally. Both the BCAP and the Addendum used participatory processes to develop the action plans. In addition, this project funded seven Provincial Biodiversity Conservation Profiles for implementation by Provincial Councils. The recommendations of the BCAP and Addendum are meant to guide national implementation of the CBD, but assessments have showed the need for BCAP implementation to be carried out holistically (MOE, 2003; MOENR, 2007a; 2009). The BCAP is now due for revision and should be part of the proposal submitted to GEF on National Biodiversity Planning to Support the Implementation of the CBD 2011-2020 Strategic Plan (GEF ID 4997).

Other important events included: the upgrading of the Biodiversity Unit in the MOE to a Biodiversity Secretariat (BDS) 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, 2006c; MOENR, 2009). The Protected Areas and Wildlife Conservation Project (GEF ID 878) enhanced capacity for the National Red Listing Process which led to its institutionalization within the MOE (IUCN and MOENR, 2007; MOE, 2012). Sri Lanka enhanced capacity for biosafety through the UNDP/GEF funded Biosafety Framework Project (GEF ID 875), which led to ratifying the Cartagena Protocol on Biosafety in 2004 and participating in the UNEP/GEF regional project for Building Capacity for Effective Participation in the Biosafety Clearing House (BCH) mechanism. Hence, GEF support has resulted in putting in place broader overall frameworks and action plans to assist the periodic review of biodiversity. However, greater attention to move these plans into action is needed.

Forestry and wildlife systems

Policies, plans and programmes in the forestry and wildlife sub-sectors reflect concern for biodiversity conservation, and 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. They also followed a landmark moratorium on state-mediated logging in all natural forests of Sri Lanka in 1990, and the Environmental Management in Forestry Development (EMFD) Project initiated in 1991, through which the Accelerated Conservation Review (ACR) of Wet Zone forests by the Forest Department was conducted (IUCN, 1994). The identification of 33 Wet Zone forests for strict conservation (FD, 2012), followed by the comprehensive assessment of biodiversity in natural forests of the country through the National Conservation Review (NCR) were carried out. All these 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).

Likewise, the National Wildlife Policy of 2000 addresses biodiversity conservation (DWLC, 2000), and was developed after the Development of Wildlife Conservation and Protected Area Management Projects (GEF ID 352) carried out by the DWLC (1992-1998). Both Forest and Wildlife Policies oriented the FD and DWLC to make a shift in management policy towards a participatory approach involving local communities in lieu of the former policing approach. This was promoted in management plans prepared for 9 wet zone forests (IUCN 1994), and the proposed model was pilot tested for wet zone forests via the Rainforest project (GEF ID 818).

Both the FD and DWLC have invested heavily in institutional capacity building for better management and conservation of forests under their purview. This has been mainly though the ADB funded Forestry Resources Management Project (FRMP) for the FD, and the GEF supported Protected Areas Management and Wildlife Conservation Project (GEF ID 878) for the DWLC. The latter project has led to the recent (2009) amendments to the FFPO to make mandatory the preparation of management plans for all forest and wildlife reserves managed by the FD and DWLC (MOENR, 2009). This 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 (MOENR, 2006b). This provides the necessary information to assist with designating and managing new protected areas.

Coastal and marine systems and fisheries resources

Coastal resource management in Sri Lanka goes back to the early 1980s with the setting up 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 (CRMP). This approach was formalized by "Coastal 2000: Recommendations for a Resource Management Strategy for Sri Lanka's Coastal Region" published in 1992 (CCD & MOFAR, 1992). In 2000, the GEF supported project on the Conservation of Biodiversity through Integrated Collaborative Management in Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems (GEF ID 802) in the period of 2000–2006 also sought to assist management of coastal biodiversity with the participation of local people and with emphasis on the conservation of wetlands and marine turtles. The multi-focal East Coast Tsunami Project (GEF ID 2753) also uses the participatory management style for coastal zone restoration and sustainable management.

The current Coastal Zone Management Plan (CZMP) identifies 57 SAM sites and Areas of Species Concern (APC) sites. The SAM approach is not, however, adequately incorporated into coastal zone management, despite wide stakeholder consultation for preparation of policies, plans and actions. The funds and resources to continue activities in the SAM sites once a funded project is completed have not

been forthcoming. This is attributed to problems of institutional coordination that preclude effective implementation of the CZMP (MOENR, 2007a) despite the support offered by laws, plans, programmes and projects (MOENR, 2007a; MOENR, 2009).

Concerns for sustainable use of the 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, to deal comprehensively with conservation of the fishery resource (both marine and inland), declare fishery reserves where needed, and ensure sustainable development of the industry. The National Fisheries and Aquaculture Policy of 2006 deals with environmentally friendly management of fisheries (MOFAR, 2006). The ADB and Government of Netherlands (GON) funded Coastal Resources Management Project (CRMP), spanning 2002-2005, 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 by with GEF support is the Regional BOBLME Project under the focal area of International waters.

Agricultural and livestock biodiversity

Agricultural policy has moved away from the sole aim of increasing productivity to reach self-sufficiency in essential food items, to one that takes into account sustainable agriculture and biodiversity considerations. The 2007 National Agricultural Policy promotes integrated pest management, land management, adapting to climate change, and sustainable use of genetic resources in compliance with Article 15 of the CBD (MOAD&AS, 2007e).This change was probably influenced by the comprehensive National Agricultural Research Plan (NARP) developed in 1999 by CARP which took into account some of the needs identified in the BCAP of 1999 for conservation of agro-biodiversity (MOENR,2007a; DOA/DEA/SLCARP (1999). The National Livestock Development Policy Statement mentions conservation of native livestock genetic diversity (MOL&RCD, 2010).

There have been several joint projects between the MOE (Biodiversity Division) and the DOA, which include the 'in-situ conservation of Crop Wild Relatives Project for information management and enhanced field application in 2004-2009 (GEF ID 1259) (MOENR, 2009, MOE, 2010b), 'Strengthening capacity to control the introduction and spread of invasive alien species in Sri Lanka' (GEF ID 2472), and Mainstreaming Agro-biodiversity Conservation and Use in Sri Lankan Agro-ecosystems for Livelihoods and Adaptation to Climate Change(GEF ID 4150). These are relatively new projects and are yet to reveal results. The process used for development of the proposal for a Regional UNEP/GEF PDF B Full Size Project for "Development & Application of Decision-support Tools to Conserve & Sustainably Use Genetic Diversity in Indigenous Livestock & Wild Relatives" helped identify country status and needs in this sphere (GEF ID 1902).

6.2.2 Climate change

Sri Lanka was a party to the Vienna Convention and the Montreal Amendment before ratifying the UNFCCC in 1993. Although being 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, 2006c). Sri Lanka has voluntarily participated in CDM projects, so that 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. Sri Lanka is not obligated to reduce emissions under the UNFCCC. However, emissions reductions were targeted through the GEF supported projects. In 2007, Sri Lanka also established the Sri Lanka Sustainable Energy Authority that took on the promotion of Renewable Energy under the MOPE. It was moved into the MOE in 2013.

A significant move to address climate change was the establishment of a Climate Change Secretariat (CCS) in 2010 within the MOE to better facilitate, formulate and implement projects and programmes at 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 to prepare initial National Communication on Climate Change in 1997 was the UNFCCC enabling activity - GEF ID 309. Significant components in this activity were the updated inventory of greenhouse gases in Sri Lanka, the identification of key areas of focus, potential measures to abate the increase of greenhouse gases, and the national action plan to address Climate Change. The 2nd national communication (UNFCCC enabling activity- capacity building project- GEF ID 1008) updates the status and action plan and also identifies capacity needs to address climate change in each of the identified areas. In parallel, the ADB assistance was provided to prepare a NCCASSL: 2011-2016. By 2012, Sri Lanka had also developed a Climate Change Policy and a process to operationalize the CDM was established in 2010.

At the institutional level, A Centre for Climate Change Studies (CCCS) 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 UDA have examined vulnerability to climate change and initiated adaptation measures through institutional programmes (MOENR, 2010 a, b, c, d); the CZMP of 2004 has taken into account sea level rise in their set back standards (CCD, 2006).

6.2.3 International waters

In Sri Lanka the focus in this area by the State has been on marine pollution. The Marine Pollution Prevention Act No. 59 of 1981 established the Marine Pollution Prevention Authority (MPPA) to address the problem of marine pollution in Sri Lankan territorial waters. The amended Act of 2008 (Effective from Jan 2009) changed the name of the MPPA to Marine Environment Protection Authority (MEPA) and widened its regulation making capacity. As the focal point for UNCLOSS (ratified in 1994), and MARPOL (ratified in 1997), MEPA is working to enforce the Marine Pollution Protection Act and enhance surveillance and response activities. Several projects with regional focus have addressed the contingency planning for oil and chemical spills, protection of the Marine Environment from land based activities, as well as on cooperation on fisheries. Other areas addressed are Ballast water management including alien species.

However, few activities are done on the protection of 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 BOBLME (GEF ID 1252) efforts are made to address information gaps, over exploitation 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 BOBLME countries. Additionally illegal fishing and poaching; sustainable utilization of migratory species; protection of shared non-targeted species such as turtles, dugongs and sea birds; and safety at sea issues are also priority issues within BOBLME (BOBLME Project, 2012). This project brings in adifferent dimension to Sri Lanka's efforts in managing its marine environment.

6.2.4 Persistent Organic Pollutants (POPs)

While there are no special laws for pollution control, the NEA amendment of 1988 addresses this by its provisions for EPL and EIA procedures, and some aspects that are covered under the Nuisances

Ordinance, Police Ordinance and laws applicable to LAs (Guneratne, 2005). The Control of Pesticides Act No 33 of 1980 and its Amendment Act No. 6 of 1994 deals with controlling the import, use, transport, storage and disposal of pesticides in the country. This Act banned almost all of the POP pesticides in Sri Lanka and this paved the way for implementation of the Stockholm Convention (UNEP/GEF/MOE). Other significant policies that have had a bearing on POPs is the Solid Waste Management Strategy of 2000, and measures to manage hazardous wastes.

While there are measures in place to control POPs, two areas that required further action were in the management polychlorinated biphenyls (PCBs) and unintentionally produced Dioxins and Furans. The enabling activity on POPs spanning 2002-2006 (GEF ID 1777) led to the establishment of the POPs unit at the MOE in 2002. Through this enabling activity they have carried out awareness creation among the general public on POPs, prepared the National Implementation Plan (NIP), a preliminary inventory of all PCB containing equipment in the country and three separate national inventories for POPs, pesticides, PCBs and unintentionally produced Dioxins and Furans. The POPs project prepared the groundwork required to implement the Stockholm Convention in Sri Lanka. Due to institutional reorganization, POPs activities are now carried out by the Air Resources Management & International Relations Division.

6.2.5 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 MOE is responsible for supervising obligations under UNCCD. As a Party to the UNCCD, Sri Lanka prepared the National Action Programme (NAP) of 2002 with support from GEF (GEF ID 4829) to address land degradation in Sri Lanka. This plan identified the development programmes, activities and projects required to meet the commitments under the UNCCD. This could not be implemented holistically due to funding constraints - as experienced by several other countries of South Asia. This is now being addressed by aligning it 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, this was in draft form until it received cabinet approval in 2007. This delay affected efficient use of the land resource in the country during this time (MOENR, 2007 c). The Land Use Policy Planning Department and the Land Commissioner General's Department play a key role in land management planning. Land management falls within the purview of about 30 institutions, such as the Land Commissioners Department, The Hadabima Authority, The Mahaweli Authority, and the DOA. This highlights some of the complexities entailing land use planning and land management that affect effectiveness.

The thematic assessment on land degradation of the NCSA Project (GEF ID 2417) found that the main capacity constraints underlying land degradation in Sri Lanka were weak coordination and communication among institutions/agencies, the lack of a proper coordination mechanism/body and poor private sector involvement. The lack of awareness about the NAP on the part of senior officers in different government agencies and private institutions was found to impede implementation of the activities of the NAP in Sri Lanka (MOENR, 2007c).

Overall, it can be seen that Sri Lanka has a strong base for conservation through the 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. In these types of

projects and this coverage of focal areas it can be seen that the spread is limited. The project formulation exercises in GEF-4 (RAP) and GEF-5 (STAR) have not resulted in a wide variety of project proposals despite the process of setting the priorities involving wide stakeholder engagement through national strategy development exercises.

6.3 Relevance of GEF support to the achievement of global environmental benefits

Given that Sri Lanka is an island with high endemism and biodiversity, and that there are commitments made through protected area networks to protect biodiversity, Sri Lanka is contributing to the protection of globally valuable species and habitats. The GEF projects have also helped to advance this goal, though some gaps have been highlighted in this report. Although Sri Lanka's small size lowers its contribution to global biodiversity in comparison to mega biodiversity countries such as Brazil, the island's high endemism and biodiversity per unit area for most vertebrate groups and flowering plants has enabled a significant contribution to the conservation of globally valuable species and habitats. GEF has distinctly contributed considerably to put in place measures to protect such globally valuable species and habitats.

In terms of climate change, the priority of the GEF is mitigation, and while this is also an area that is of interest, the more pressing need for Sri Lanka is adaptation and this is not a priority for the main GEF Trust Fund. However it is noted that there are other similar funds that provide grants for adaptation that countries can link to. The enabling activities carried out for reporting to the UNFCCC (UNFCCC enabling activity-GEFID - 309), have been used as base documents for formulating the adaptation strategies. In this area activities have also been largely restricted to renewable energy – and mainly for power generation. Hence it has not tackled other areas of emissions such as transport and agriculture or into other types of benefits such as carbon stocks.

Sri Lanka is mainly an agricultural country and therefore one of the pressing problems with regard to POPs is the use of chemical fertilizers that affects land degradation and soil fertility. These issues are not the priorities under the global environmental benefits and Sri Lanka has also not pursued many projects in these areas – except in terms of small grants for land degradation and two projects that address agro-biodiversity. Sri Lanka has only one regional project currently operational (BOBLME Project - GEF ID 1252) under International Waters and hence shows fewer links on that issue with global environmental benefits. While the SGP projects have more projects in the area, their scope is extremely small on the global scale. Nonetheless, it has expanded the focus areas of the portfolio in Sri Lanka

CHAPTER 7. Efficiency of GEF support to Sri Lanka

7.1 Time, effort, and financial resources required for project formulation

The time taken for project approval has been increasing over time, especially for the FSPs. While initially it averaged one year, during GEF phases 3 and 4 the period for start-up has increased to around 2.3 years. The increase in the project approval process is attributed to the increase in time spent on project preparation (Table 7.1). Projects in GEF 2 were exceptions as the ADB[14] had done much preparatory work on Protected Areas Management and Wildlife Conservation Project (GEF ID 878) before the project was included in the GEF project cycle. Similarly, the Rural Renewable Energy project (GEFID 1545) was a follow-up project of Energy Services Delivery Project (GEF ID 104) following the same implementation methods and hence required much less approval resources.

The time taken for projects to be included in the RAF has been very long in comparison to the other phases. This is because a new procedure was adopted during the RAF for project identification, where stakeholders were expected to submit projects to the GEF OFP. As this did not occur, implementing agencies got involved in the development of the initiatives. In addition, there were delays in getting approval through the GEF secretariat due to the financial crisis. The RAF projects proposed for inclusion in the pipeline by 2006 were only included in 2009. On average it takes around four and half years for FSPs in Sri Lanka to move from inclusion in the project pipeline to eventual implementation, and in comparison to GEF projects in Brazil (3 years)[15] is longer. The longer gestation period would require that the project implementation takes in to consideration the changes that could have occurred during the long drawn out approval process.

Table 7.1: Council Approval to Project Start-up – Full Size Projects

Phase	From GEF pipeline (A) to Council Approval (B)	Council (B) Approval to CEO Approval (C)	CEO Approval (C) to IA Approval (D)	IA Approval (D) to Project Start-up (E)		Council Approval (B) to Project Start-up (E)	GEF Pipeline (A) to Project Start-up (E)
	A→B	B→C	C→D	D→E		B→E	A→E
Days							
Pilot						178	
GEF-1		366	60	89		515	
GEF-2		137	14*	223		143*	
GEF-3	361	556	20	298		873	1,234
GEF-4	582	711	59*	90*		868*	2,589*
Months							
Pilot						0.5	
GEF-1		1.0	0.2	0.2		1.4	
GEF-2		0.1	0.0	0.6		0.4	

[14] World Bank is indicated as the GEF Agency for the project as Asian Development Bank was not a GEF Agency when the project was developed

[15] GEF Evaluation Office (2013), Country Portfolio Evaluation Report: Brazil (1991 – 2011). http://www.thegef.org/gef/sites/thegef.org/files/documents/GEF.ME_.C.44.Inf_.04_Country%20Portfolio%20Evaluation%20Report_Brazil.pdf

GEF-3	1.0	1.5	0.1	0.8		2.4	3.4
GEF-4	1.6	1.9	0.2*	0.2*		2.4*	7.1*

* Based on information from 1 project

Note: not all projects have information on all stages of the approval process

Table 7.2: Time Taken for all project modalities to transit the various stages of the project cycle up to startup

	From GEF pipeline (A) to Council Approval (B)	Council (B) Approval to CEO Approval (C)	CEO Approval (C) to IA Approval (D)	IA Approval (D) to Project Start-up (E)		Council Approval (B) to Project Start-up (E)	GEF Pipeline (A) to Project Start-up (E)
	A→B	B→C	C→D	D→E		B→E	A→E
Average Days							
Enabling Activities	20		227				236
Medium sized Projects			237				582
Full size Projects	446	462	42	200		560	1,685
Average Years							
Enabling Activities	0.1	-	0.6	-		-	0.6
Medium sized Projects	-	-	0.6	-		-	1.6
Full size Projects	1.2	1.3	0.1	0.5		1.5	4.6

Note: not all projects have information on all stages of the project approval process

The fund available for project preparation has been reducing over the years, especially from the GEF. Notable is that whilst GEF's funding has reduced, co-financing for project preparation has increased matching GEF financing. The matching funds for project preparation have come from the government of Sri Lanka (in kind), IUCN and funding[16] organizations. The initial project preparation initiatives used (Renewable Energy Capacity Building- GEF ID – 425) international consultants. The recent projects show a mix of local and international consultants with a bias for local consultants[17].

Table 7.3: Average Funding for Project Preparation (US$)

Phase	GEF	Co-financing
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

Note: All projects do not have information on project preparation facility, hence provides trend rather than actual average

7.2 Co-financing Generated by GEF Projects

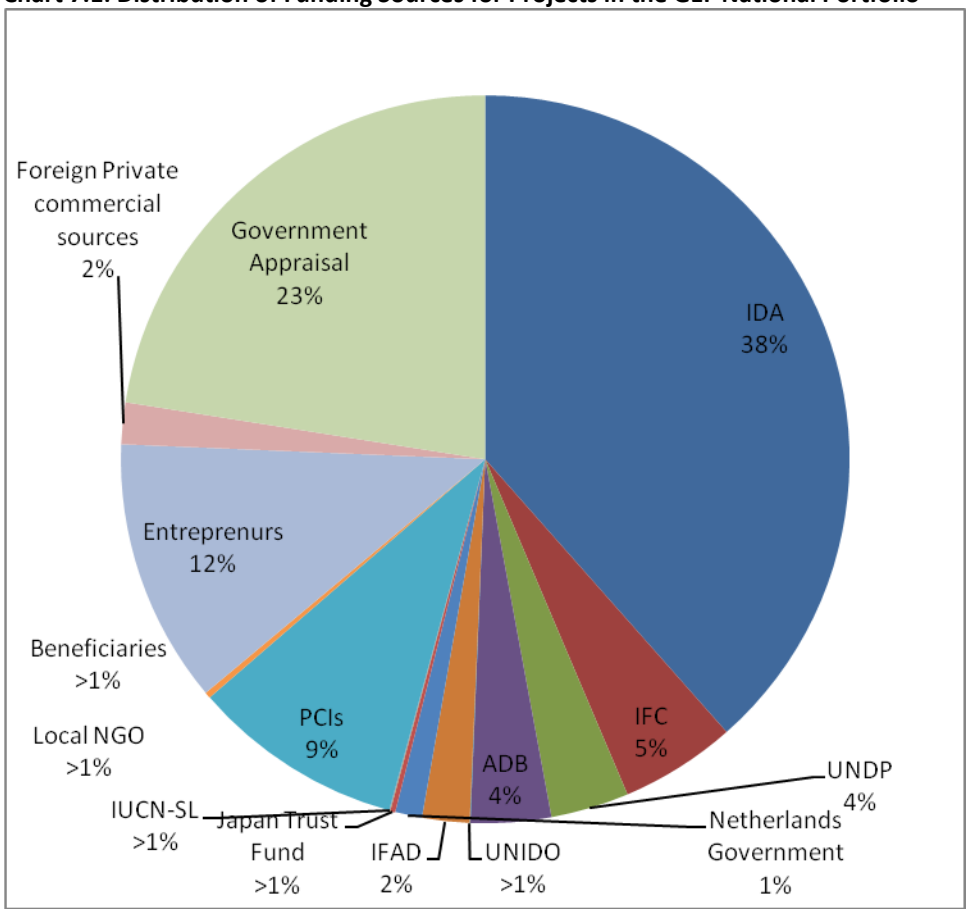
The GEF Projects in Sri Lanka have been able to leverage around US$ 336 million from various donors and the Government of Sri Lanka. The Government of Sri Lanka has contributed a sum of US$ 75.6 million for the national projects in funds and in kind, whilst Sri Lankan credit institutions and business

[16]Asian Development Bank - Protected Areas and Wildlife Conservation Project: GEF ID 878

[17]Promoting Sustainable Biomass Energy production and Modern bio-energy Technologies – GEF ID – 4096; Mainstreaming Agro-biodiversity Conservation and Use in Sri Lankan Agro eco-systems for Livelihoods and Adaptation to Climate Change – GEF ID – 4150; Strengthening the Resilience of Post Conflict Recovery and Development to Climate Change Risks in Sri Lanka GEF ID - 4609

have put in a similar amount of money largely into the renewable energy project (Chart 7.1). This is an indication of the relevance of the projects that have been developed under the GEF portfolio.

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



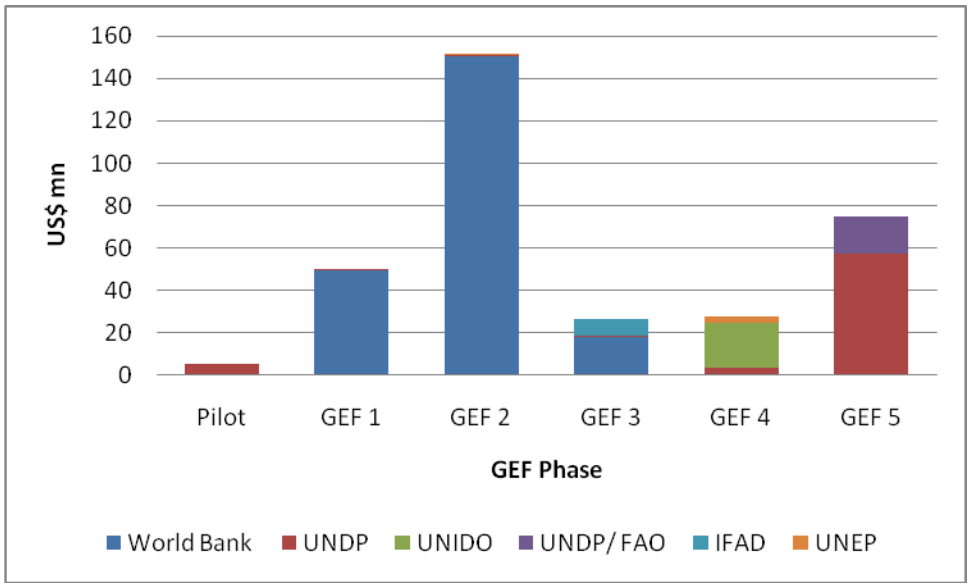
GEF projects are managed by GEF Agencies and the WB and UNDP are the two main GEF agencies, together managing close to 85 percent (Table 7.4). However, it needs to be noted that co-financing by Asian Development Bank (Protected Areas and Wildlife Conservation Project: GEF ID 878) and International Financial Corporation (Portfolio Approach to Distributed Generation Opportunity (PADGO) (Phase 1) – GEF ID - 2996) are classified under WB as they were not GEF Agencies when they supported (largely implemented) the respective projects. The focus of WB 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.

Table7.4: GEF Support to National Projects by Focal Area and Implementing Agency– 1991 – 2012

	World Bank	UNDP	UNIDO	UNDP/ FAO	IFAD	UNEP
Biodiversity	25.1	10.3				3.2
Climate Change	194.0	57.8	21.3	17.2		
Multi Focal					7.6	
POPs						0.03
Total	219.1	68.1	21.3	17.2	7.6	3.3
% of Total	65.1%	20.2%	6.3%	5.1%	2.2%	1.0%

Chart 7.2 shows the distribution of funding across GEF phases and the agencies managing them. The WB was dominant during the first three phases of GEF whilst, UNDP has assumed increasing prominence in the subsequent phases. GEF-3 shows two new implementing agencies in terms of IFAD (East Coast Tsunami Project - GEF ID 2753) and the International Finance Corporation (IFC) (Portfolio Approach to Distributed Generation Opportunity (PADGO)-GEF ID 2996). The IFAD project is a MFA 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 and, while also bringing in new project areas and GEF-5, is predominated by UNDP.

Chart 7.2: Distribution of Funding across GEF Phases and Agencies Managing them -– 1991 – 2012



7.3 Coordination and synergies

The co-ordination in project implementation was largely carried out through National Coordination Committees, Steering Committees, and tri-partite meetings. In addition, projects also established coordination mechanisms at regional (District and Divisional) levels too, largely to increase coordination with beneficiaries. The assessment of such coordination 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 (GEF ID – 104), with more successful outcomes.

A number of issues have caused the national mechanisms to function at less than expected level. In the Conservation of Medicinal Plants project (GEF ID 95), coordination was assigned to the Ministry that was responsible for health (Ministry of Indigenous Medicine) rather than for biodiversity (MOE) which made it difficult to build ownership and increased the cost of coordination and inter-agency collaboration. Coordination was further affected due to capacities and/or lack of contribution by the relevant government agencies, as the environmental agencies responsible for forests, environment and wildlife were going through a restructuring process. The coordination was further hampered due to the Ministry (or Ministers) changing at least five times during the project implementation, affecting

continuity in decision making as personnel at the helm also changed with changes to the Ministry.[18] The regularity of the meetings has also been an issue that had reduced the effectiveness of these high-level coordination forums (Coastal Biodiversity Project - GEF ID – 802); and Rainforests Project -GEF ID - 818).

The coordination with societies created for conservation of resources has been attempted through different mechanisms. They include a more participatory mechanism (Medicinal Plants Project - GEF – ID 95) with stronger government involvement and leadership (Coastal Biodiversity Project - GEF ID – 802). The societies are seen to have worked with the field staff of the relevant government institutions to reduce resource abuse. The evaluators of the Coastal Biodiversity Project (GEF ID – 802) were of the opinion that the enthusiasm is unlikely to last as the communities did not have a mandate for preventing resource abuse without the involvement of the relevant governmental officers and hence the tasks they are performing are no different to that of an ordinary citizen.

7.4 Monitoring and evaluation for project adaptive management

The monitoring and evaluation system used in the GEF projects include several steps: the logical framework matrix; tracking outcomes and impacts; quarterly progress and financial reports to be used for Steering Committee meetings and disbursal of funds; Annual Reports/Project Implementation Reports for tri-partite meetings; mid-term evaluations to assess independently the project and make changes if necessary; and Terminal Reports/ Implementation Completion Reports to document project outcomes; and independent evaluations to assess outcomes to impacts.

In 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 Management and Wildlife Conservation Project (GEF ID – 818) had to be revised mid-project as the initial logical framework matrix was not adequate, but was subsequently not used for project monitoring. Evaluators of the Development of Wildlife Conservation and Protected Areas Management project (GEF ID – 352) felt that the project objectives mentioned in the logical framework matrix were task oriented - “development of human-elephant conflict resolution techniques” - instead of being outcome or impact oriented - “fewer cases of human-elephant conflicts in buffer zones of protected areas”. The mid-term evaluation report on the Coastal Biodiversity Project (GEF ID – 802), indicates that some of the outcomes had hidden outcomes (i.e. more than one outcome in a specified outcome) creating complexities and undermining the ability of the project to carry out effective project implementation.

All the completed projects have used the mid-term evaluation reviews as a means of taking stock and making changes to the project, where appropriate. For instance, in the Conservation of Medicinal Plants Programme (GEF ID 95), assumptions related to domesticating medicinal plants being a viable alternative to traditional harvesting of plant material, such as active participation of environmental organization can be assured through coordination committees, and that mass awareness campaigns was sufficient in changing behavior amongst the target population did not hold. As income only based on medicinal plants was not sufficient to interest most villagers the project introduced village micro-plans that covered a broader set of income and village development objectives. The project also

[18] The project did make amends towards the end of the project by creating awareness of its various components such as involvement of the community in conservation to environmental organizations but during project implementation faced difficulties in coordination.

introduced provision of seed funds to help establish village revolving funds to support this broader approach.

The practice in relation to final reports varies between the different GEF Focal areas. The completed projects in which the WB was involved have Project Completion Reports but do not have independent evaluation reports. Completed projects managed by UNDP do not have completion reports but have evaluation reports. The inconsistencies in the final reporting has led to many of the projects such as Rainforests Project (GEF ID 818), Protected Areas and Wildlife Conservation Project (GEF ID 878) and Renewable Energy for Rural Economic Development (GEF ID 1545) still remaining as active projects in the GEF system.

A systemic mechanism for the assessment of monitoring stress reduction/improvement and changes to socio-economic conditions after the project was one of the weaker aspects of many of the GEF Projects. At a minimum, the completion reports on Renewable Energy for Rural Economic Development (GEF ID 1545) provide information on the level of environmental stress reduction, i.e. the estimation of the reduction of emissions due to the use of renewable energy. The Conservation of Medicinal Plants Programme (GEF ID 95) used a participatory approach in monitoring and evaluation and used attitude and perception surveys based on baselines to understand changes in perceptions and participation amongst the supported communities. The design of the project on Coastal Biodiversity Project(GEF ID – 802) proposes the initiation of a biophysical and socio-economic monitoring over a period of time to provide trends and impacts of the project. 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 accumulation of trace metals, pesticide residuals and agrochemicals. No studies, however, were carried out on socio economic monitoring to understand changes on dependency on the declining natural resources. Similarly for the Protected Areas and Wildlife Conservation Project (GEF ID 878), repeat biodiversity surveys were planned but the baseline biodiversity survey was done only towards the end of the project. Hence arrangements and institutions to monitor stress reduction/improvement in the environment and/or socio-economic conditions at the systemic level after project completion are weak.

7.5 Efficiency in Project Implementation

The delay in project implementation was minimal in relation to the FSPs in the Climate Change projects, but the Enabling Activity related to the First National Communication under the United Nations Framework Convention on Climate Change took over ten (10) years. Delays are largely seen in the implementation related to both medium and full scale bio-diversity projects, with the average delay being around one and half years.

Table 7.5: Extension beyond the estimated time for implementing of GEF Projects

GEF-ID	Project	GEF Partner	Size	Years			
				Delay	No Delay	<1	1 to 3
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	√		
Bio-diversity							
818	Conservation of Globally Threatened Species in the Rainforests of Southwest 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			√

The reasons for delay in implementation of projects are due to both internal and external factors.The Conservation of Medicinal Plants Programme (GEF ID 95) during the implementation period was affiliated with five ministries and ministers, five Secretaries, four Commissioners of Ayurveda and four project Management Unit Directors. Each change required re-introducing the project, implementation delays, and uncertainties over goals and objectives. Slow recruitment of consultants, and partners not receiving funds in a timely manner contributed to the delays in Coastal Biodiversity Project(GEF ID 802). The understaffing and the opposition to recruitment of external staff resulted in delays in the implementation of Protected Areas and Wildlife Conservation Project (GEF ID 878).

External factors, such as the tsunami, also affected project implementation, both in terms of reduced attention to the projects' activities, due to personnel engaged in relief activities, and overlaps with tsunami related rehabilitation projects (Coastal Biodiversity Project - GEF ID 802). The implementation of the Protected Areas and Wildlife Conservation Project (GEF ID - 878) was delayed due to litigation by an NGO, which did not want expatriate consultants carrying out biodiversity assessments, and cases being filed against the land allocated for the construction of the head office of the DWLC.

7.6 Roles and responsibilities among different stakeholders in project implementation

The quality of inputs by GEF Agency is assessed satisfactory, except for UNDP's management of the Coastal Biodiversity Project (GEF ID – 802) where the evaluation report suggests that UNDP should have taken more care in relation to the audit recommendations of the Auditor General.

Most projects had a government agency as the lead unit for project implementation. There have, however, been instances in which private sector and non-governmental organizations have taken the lead. The Energy Services Delivery Project (GEF ID – 104) and Renewable Energy for Rural Economic Development (GEF ID 1545) were ably implemented by a banking entity[19]. The support extended by the MOF to the Project Unit in relation to the tariffs and agreements for small scale producers helped increase implementation efficiency. Conservation of Medicinal Plants Programme (GEF ID 95) relied heavily on International Union for Conservation of Nature (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 bio-diversity. This arrangement however was assessed to have alienated environmental agencies and reduced ownership. Insufficient technical capacity of the Coastal Biodiversity Project (GEF ID – 802) was a factor in the drafting of the quarterly and annual reports. The execution of this project was assessed to be very fragmented with IUCN, Turtle Conservation Project and the Department of Wild Life Conservation handling different components without adequate coordination.

[19] Development Finance Corporation of Ceylon

Table 7.6: Stakeholders involved in GEF projects

GEF	GEF Agency	Participating Government	Participating NGO/ Community organizations	Participating Private sector	External Agencies
95 - Conservation and Sustainable Use of Medicinal Plants	WB	• Min. of Indigenous Medicine; Department of Ayurveda; Bandaranaike Memorial Ayurvedic Research Institute; • Department of Forestry; • Department of Wildlife Conservation; • Relevant Provincial Councils and Divisional Offices	Community organizations; IUCN		
104 – Energy Services Delivery and 1545 - Renewable Energy for Rural Economic Development	WB	• Ministry of Finance • Ceylon Electricity Board	• Sarvodoya SEEDS • Energy Forum • ITDG/Practical Action • Small Power Producers Association • Sri Lanka Solar Industries Association	• National Development Bank (NDB) • Development Finance Corporation (DFCC) • Hatton National Bank • Sampath Bank • Commercial Bank	
352 - Development of Wildlife Conservation and Protected Areas Management	UNDP	Department of Wild Life Conservation	• 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	• Min. of fisheries and Aquatic Resources • Department of Coast Conservation	• IUCN • Turtle Conservation Project		
818 - Conservation of Globally Threatened Species in the Rainforests of Southwest Sri Lanka	UNDP	Forestry Department			
878 - Protected Areas and Wildlife Conservation Project	WB/ ADB	• Ministry of Wildlife Conservation • Department of Wild Life Conservation			
2472- Strengthening Capacity to	UNDP	Ministry of Environment			

GEF	GEF Agency	Participating Government	Participating NGO/ Community organizations	Participating Private sector	External Agencies
Control the Introduction and Spread of Alien Invasive Species					
2753 - Participatory Coastal Zone Restoration and Sustainable Management in the Eastern Province of Post-Tsunami Sri Lanka	IFAD	• Ministry of Fisheries • Coast Conservation Department • Eastern Provincial Council			IUCN
2996 - Portfolio Approach to Distributed Generation Opportunity	IFC			NDB Commercial Bank	
4096 - Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies	UNDP FAO	• Min. of Environment • Department of Forestry • Sustainable Energy Authority			
4114 - Bamboo Processing for Sri Lanka	UNIDO	Sri Lanka Cleaner Production Centre			
4150- Mainstreaming Agro biodiversity Conservation and Use in Sri Lankan Agro-ecosystems for Livelihoods and Adaptation to Climate Change	UNEP	• Min.ofEnvironment and Natural Resources • Department of Agriculture			• The Platform for Agro-biodiversity Research, Italy, • Biodiversity international, Italy
4609- Strengthening the Resilience of Post Conflict Recovery and Development to Climate Change Risks in Sri Lanka	UNDP	• Min. of Environment • Min. of Economic Development • Finance Commission • Ministry of Disaster Management			
5031 - Ensuring global environmental concerns and best practices mainstreamed in the post-conflict rapid development process of Sri Lanka through improved information management	UNDP	• Information and Communication Technology Agency of Sri Lanka • Ministry of Finance and planning • National Council for Sustainable Development • Department of National Planning			

7.7 The GEF Focal Point mechanism in Sri Lanka

One of the key functions of the GEF OFP is leading the proposal planning and approval stages. Even though structured processes such as the RAF and STAR have been put in place through the GEF process and consultative design sessions are held and possible project ideas are discussed, they have not materialized in a timely way or with a wide variety of projects. The focal point has also not been proactive in pushing for these projects to be submitted. Hence in some cases the IAs have stepped in to develop and push for proposals. More recently some of the hold ups in approval have been due to problems with deadlines and paperwork but also due to a need link the project to national priorities and show benefits in order to get approval. Projects on purely an environmental basis are getting less attention when government funds have to be set aside for it. Hence greater lobbying for projects that show synergies and linked to national development needs have to be clear. Dissatisfaction has been expressed with the performance of the OFP in this regard.

Box 7.1 Key functions Role of the GEF Operational Focal Point:
The role of the OFP encompasses many different aspects:

- Orientation of projects to meet GEF criteria, GEB criteria and national priorities
- Working with project proponents on fine tuning proposal and managing the approval process;
- Monitoring and evaluation of the implementation;
- Dissemination of information and lessons; building partnerships and synergies among stakeholders and to national and regional projects;
- Establishing a transparent coordination mechanism.

Source: RAF 2006

Once the projects are approved as mentioned earlier the monitoring process is also seen to be weak. Regular meetings are not held and linking of projects is not a systematic process. Hence there is a lack of coordination among the projects and regular updates and improvement of projects is not taking place. Lack of staff, capacity and finances to carry out this type of coordination, and more importantly monitoring role is also the reason for the lack of pro-activeness. In some instances they are also involved in the implementation - if the project is based in the Ministry or involves the same resource people in their other capacities (i.e. Alien Invasive Species Project - GEF ID 2472). During the national consultation process many expressed the need for the focal point to organize regular monitoring meetings for GEF Projects. The purpose was to enhance information sharing amongst GEF projects and improve on the synergies in the implementation of the GEF projects. The MOE is aware of these issues and had also tried in the past to set up a stronger monitoring mechanism that did not materialize. The RAF also identified the need to build capacity and strengthen the monitoring capacity of the focal point to carry out these activities. This is necessary for increase effectiveness of projects.

Acronyms

ABS	Access to Genetic Resources and Benefit Sharing
ACPER	Annual Country Portfolio Evaluation Report
ACR	Accelerated Conservation Review
ADA	Animal Disease Act
ADB	Asian Development Bank
AGA	Agrarian Services Act
APC	Areas of Species Concern
BCAP	Biodiversity Conservation Action Plan
BCH	Bio-safety Clearing House
BOBLME	Bay of Bengal Large Marine Ecosystem
CCA	Coast Conservation Act
CCS	Climate Change Secretariat
CCCS	Centre for Climate Change Studies
CCD	Coast Conservation Department
CEA	Central Environment Authority
CEB	Ceylon Electricity Board
CEPA	Centre for Poverty Analysis
CEPOMs	Committees on Environment Policy and Management
CIEDP	Committee on Integrating Environment and Development
CPA	Control of Pesticides Act
CPE	Country Portfolio Evaluation
CRMP	Coastal Resources Management Project
CRI	Coconut Research Institute
CSOs	Civil Society Organizations
CWI	Community Water initiative
CZMP	Coastal Zone Management Plan
DAPH	Department of Animal Production and Health
DEA	Department of Export Agriculture
DFAR	Department of Fisheries & Aquatic Resources
DMC	Disaster Management Centre
DNBG	Department of National Botanic Gardens
DNZG	Department of National Zoological Gardens
DOA	Department of Agriculture
DWLC	Department of Wildlife Conservation
EA	Enabling Activities
EEZ	Exclusive Economic Zone
EIA	Environmental Impact Assessment
EMFD	Environmental Management in Forestry Development
EPAs	Environmental Protection Areas
EPL	Environmental Protection License
ESCOs	Energy Service Companies
FAO	Food and Agriculture Organization of the United Nations
FAR	Fisheries and Aquatic Resources
FCRDI	Field Crops Research and Development Institute
FD	Department of forest conservation
FFPO	Flora and Fauna Protection Ordinance
FO	Forest Ordinance
FSMP	Forestry Sector Master Plan
FSP	Full Size Project
GDP	Gross Domestic Product

GEBs	Global Environmental Benefits
GHG	Green House Gas
GLASOD	Global Assessment of Soil Degradation
GON	Government of Netherlands
GSMB	Geological Survey and Mines Bureau
HCB	Hexachlorobenzene
HORDI	Horticultural Crops Research and Development Institute
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
IUCN	Union for Conservation of Nature
JSC	Joint Steering Committee
Las	Local Authorities
LMOs	Living modified organisms
LRC	Land Reform Commission
LUCF	Land use change and forestry
MAP/CBA	Mekong Asia Pacific/Community Based Adaptation
MARPOL	International Convention for the Prevention of Pollution from ships
MASLA	Mahaweli Authority of Sri Lanka Act
MEAs	Multi-lateral Environmental Agreements
MEPA	Marine Environmental Protection Authority
MFIs	Micro Finance Institutions
MMA	Mines and Minerals Act
MPPA	Marine Pollution Prevention Act
MPPA	Marine Pollution Prevention Authority
MSP	Medium Size Project
MSY	Maximum Sustainable Yield
MZL	Maritime Zones Law
NAP	National Action Programme
NARP	National Agricultural Research Plan
NARRDP	National Aquatic Resources Research and Development Agency
NBRO	National Building Research Organization
NCDs	Non Communicable Diseases
NEA	National Environmental Act
NEAP	National Environmental Action Plan
NGOs	Non- Governmental organizations
NHDA	National Housing Development Authority
NHWA	National Heritage Wilderness Area
NIP	National Implementation Plan
NLDB	National Livestock Development Board
NRMC	Natural Resources Management Centre
NSF	National Science Foundation
NWRB	National Water Resources Board Act
OFP	Operational Focal Point
PC	Provincial Councils
PCBs	Polychlorinated Biphenyls
PCDD	Polychlorinated Dibenzo Dioxin
PCDF	Polychlorinated Dibenzo Furan
PCIs	Participatory Credit Institutions
PDF	Project Development Facility
PGRC	Plant Genetic Resources Centre
PIR	Project Implementation Reviews
PMIS	Project Management Information System

POPs	Persistent Organic Pollutants
PPA	Plant Protection Act
PPGs	Project preparation grants
PRP	Peer Review Panel
PTCRRMP	Post Tsunami Coastal Rehabilitation and Resources Management Programme
RAF	Resource Allocation Framework
ROtI	Review of Outcomes to Impact
RRDI	Rice Research and Development Institute
RRI	Rubber Research Institute
SAM	Special Area Management
SCPPC	Seed Certification and Plant Protection Centre
SGP	Small Grants Programme
SHSs	Solar Home Systems
SLANRMP	Sri Lanka Australia Natural Resources Management Project
SLEvA	Sri Lanka Evaluation Association
SLLRDA	Sri Lanka Land Reclamation Development Authority
SLPA	Sri Lanka Ports Authority
SLSEA	Sri Lanka Sustainable Energy Authority
SLSI	Sri Lanka Standards Institute
SRI	Sugarcane Research Institute
STAR	System for Transparent Allocation of Resources
TCP	Town and Country Planning
TRI	Tea Research Institute
UDA	Urban Development Authority
UDAs	Urban Development Areas
UNCBD	United Nations Convention on Biological Diversity
UNFCCC	United Nations Framework Convention on Climate Change
UNCCD	United Nations Convention to Combat Desertification
UNCLOS	United Nation Convention on the Law of the Sea
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNIDO	United Nations Industrial Development Organization
VRI	Veterinary Research Institute
VSE	Visitor Services and Ecotourism

List of abbreviated titles used for GEF projects

National Projects	Full Title	GEF ID
Medicinal Plants Project	Conservation and Sustainable Use of Medicinal Plants	95
Energy Services Delivery Project	Energy Services Delivery	104
UNFCCC enabling activity	Enabling Sri Lanka to fulfill its commitments to the UNFCCC	309
Wildlife and Protected Areas Management Project	Development of Wildlife Conservation and Protected Areas Management	352
Renewable Energy Capacity Building Project	Renewable Energy and Capacity Building	425
Coastal Biodiversity Project	Conservation of Biodiversity through Integrated Collaborative Management in Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems	802
CBD Clearing House project	Participation in the Clearing House Mechanism of the CBD	811
Rainforests Project	Conservation of Globally Threatened Species in the Rainforests of Southwest Sri Lanka	818
Protected Area Management and Wildlife Conservation Project	Protected Area Management and Wildlife Conservation Project	878
UNFCCC enabling activity-capacity building project	Climate Change Enabling Activity (Additional Financing for Capacity Building in Priority Areas)	1008
Rural Renewable Energy Project	Renewable Energy for Rural Economic Development	1545
Enabling POPs Project	Enabling activities for the Stockholm Convention on Persistent Organic Pollutants(POPs): National Implementation Plan for Sri Lanka	1777
National Capacity Needs Assessment Project	National Capacity Needs Self-Assessment (NCSA) for Global Environmental Management	2417
Alien Invasive Species Project	Strengthening Capacity to Control the Introduction and Spread of Alien Invasive Species	2472
East Coast Tsunami Project	Participatory Coastal Zone Restoration and Sustainable Management in the Eastern Province of Post-Tsunami Sri Lanka	2753
Distributed Energy Generation Project	Portfolio Approach to Distributed Generation Opportunity (PADGO) (Phase 1)	2996
Biomass Energy Project	Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies	4096
Bamboo Processing Project	TT-Pilot Bamboo Processing for Sri Lanka	4114
Agro-biodiversity and Climate Change Project	Mainstreaming Agrobiodiversity Conservation and Use in Sri Lankan Agro-ecosystems for Livelihoods and Adaptation to Climate Change	4150
GEF National Portfolio	GEF National Portfolio Formulation Document	4501

Formulation Project		
Post Conflict Recovery and Climate Change Project	Strengthening the Resilience of Post Conflict Recovery and Development to Climate Change Risks in Sri Lanka	4609
National CBD Strategic Planning Project	National Biodiversity Planning to Support the Implementation of the CBD 2011-2020 Strategic Plan	4997
Post –conflict Rapid Development Project	Ensuring global environmental concerns and best practices mainstreamed in the post-conflict rapid development process of Sri Lanka through improved information management	5031
Enabling activity on POPs Project	Enabling Activities to Review and Update the National Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants (POPs)	5235
Regional/Global		
Crop Wild Relatives Project	In-situ Conservation of Crop Wild Relatives through Enhanced Information Management and Field Application	1259
BOBLME Project	Bay of Bengal Large Marine Ecosystem	1252
Indigenous Livestock and Wild Relatives Project	Development and Application of Decision-support Tools to Conserve and Sustainably use Genetic Diversity in Indigenous Livestock and Wild Relatives	1902
PBDE Management Project	Sub-regional Action Plan (Asia) for PBDEs Management and Reduction	5148
Biosafety framework Project	Development of National Biosafety Frameworks	875
EMPower	Development of a Strategic Market Intervention Approach for Grid-Connected Solar Energy Technologies (EMPower)	1599
Solar and Wind Energy Assessment Project	Solar and Wind Energy Resource Assessment	1281
National Action Plan for - UNCCD Project	Support to GEF Eligible Parties for Alignment of National Action Programs and Reporting Process under UNCCD	4829
Dugong and Seagrass Conservation Project	Enhancing the Conservation Effectiveness of Seagrass Ecosystems Supporting Globally Significant Populations of Dugong Across the Indian and Pacific Oceans Basins	4930
GEF-SGP RAF 1	4th Operational Phase of the GEF Small Grants Programme (RAF1)	3514
Conservation and Human Wellbeing Project	Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being	3808
GEF-SGP RAF 2	4th Operational Phase of the GEF Small Grants Programme (RAF2)	3871
GEF-SGP STAR	Fifth Operational Phase of the GEF Small Grants Program - Implementing the program using STAR Resources II	4678

ANNEX A: Country Response

ANNEX B: Peer Review Panel Statement

The following two email messages, commenting the draft and the final report of this evaluation, have been sent by Mr. Velayutan Sivagnanasothy, Secretary of the Ministry of Traditional Industries and Small Enterprise Development of the Government of Sri Lanka, in his capacity of chair of the Peer Review Panel of this evaluation. The Panel was also composed by Professor Nilanthi Bandara and Ms. Indira Aryaratne. All the three panel members are active members of the Sri Lanka Evaluation Association (SLEvA).

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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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: Terms of Reference

Background and Introduction

1. Country Portfolio Evaluations (CPEs) are one of the main evaluation streams of work of the GEF Evaluation Office.[20]By capturing aggregate portfolio results and performance of GEF support at the country level they provide useful information for both the GEF Council and the countries. CPEs relevance and utility has increased in GEF-5 with the increased emphasis on country ownership and country-driven portfolio development.

2. Countries are chosen for CPEs among those which are GEF eligible, based on a selection process and a set of criteria including the size, diversity and maturity of their portfolio of projects.[21] 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 (JSC). Independent national quality assurance support is provided by the Sri Lanka Evaluation Association, through a Peer Review Panel (PRP). A team of national consultants is assembled to support the GEF Evaluation Office in the conduct of the evaluation.

3. The Democratic Socialist Republic of Sri Lanka covers an area of 65,610 $km^2$with a population of approximately21.5 million people.[22]Sri Lanka is classified as a lower-***middle-income country with a Gross National Income (GNI) per capita of approximately US$2,580.***[23]Sri Lanka continues to experience strong economic growth following the end of the 26-year conflict with the Liberation Tigers of Tamil Eelam (LTTE). The ambitious economic program of the government covers policies on foreign and domestic private investment to support growth, develop small and medium 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% in 2009. In the following two years, economic activity rebounded strongly with the end of the war and an International Monetary Fund (IMF) agreement. Sri Lanka's per capita income of $5,700 on a purchasing power parity basis is among the highest in the region.[24] Sri Lanka is ranked 97thout of 187 countries on the Human Development Index (HDI), placing Sri Lanka above the regional average in South Asia.[25]

4. 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 Sri Lanka's forest cover has been destroyed, with less than one third of the area still under forest cover.[26] Sri Lanka is

[20]A complete list of countries having undergone CPEs can be found on the Office's website (www.gefeo.org).
[21]http://www.thegef.org/gef/sites/thegef.org/files/documents/CPE_final_country_selection_note-0910_0.pdf, Website access: 27th August, 2012.
[22]https://www.cia.gov/library/publications/the-world-factbook/geos/ce.html, Website access: 27th of August, 2012.
[23]http://data.worldbank.org/country/sri-lanka, Website access: 27th August, 2012.
[24]https://www.cia.gov/library/publications/the-world-factbook/geos/ce.html, Website access: 27th of August, 2012.
[25] http://hdrstats.undp.org/en/countries/profiles/LKA.html, Website access: 27th of August, 2012.
[26]http://sdwebx.worldbank.org/climateportalb/home.cfm?page=country_profile&CCode=LKA, Climate Change Knowledge Portal, World Bank, Website access: 28th of August, 2012.

considered as one of the 18 biological hot spots in the world (Red List 2007) with endemic, threatened and rare species, both flora and fauna.[27] One important step towards the conservation of biological diversity was the adoption of the Biodiversity Conservation Action Plan (BCAP) in 1998. Further steps have been taken since 1994 to manage the natural resources and the environment, including enabling a stronger involvement of civil society and the private sector. Sri Lanka possesses some of the finest legislative enactments in the South Asian region. 26.5% of the total area of the country is protected. However, law enforcement and the respective enforcement capability of state agencies still need further improvement.[28]Further threats to biodiversity are the ever-increasing demand for land for human habitation and related developmental activities, poor land use planning, indiscriminate exploitation of biological resources and its vulnerability to climate change, such as sea level rise.

Table 1: GEF Support to National Projects by Focal Area and GEF Agency

Focal Area	Agency	GEF amount ($)	Number 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 Area	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**

5. Since 1991 (Table 1), the GEF has invested $58.1 million (with about $336.45 million in co-financing) through 21 national projects, namely 9 in biodiversity, 9 in climate change, 1 in Persistent Organic Pollutants (POPs), and 2Multifocal Area projects.[29] The projects are evenly spread within the GEF project cycle with 5 projects being closed and one completed; the majority of them on biodiversity and climate change. The United Nations Development Programme (UNDP), with 12 projects totaling $12.6 million, has been the main channel for GEF support in Sri Lanka to date, followed by the World Bank (3 projects totaling $18.47 million) and the United National Environment Programme (UNEP) (2 projects totaling $1.94 million). In addition, Sri Lanka is also a participant country in 3 regional and 8 global projects.

[27] http://www.cbd.int/countries/profile.shtml?country=lk#status, Website access: 28thof August, 2012.

[28] www.cbd.int/doc/world/lk/lk-nr-03-en.doc, CBD Third National Report. Website access: 28th of August, 2012.

[29] Dropped and cancelled projects as well as PIF Rejections from the GEF Chief Executive Officer (CEO) are not considered. Two additional Multifocal Area projects are pending (GEF-5) and are not included in Table 1.

Objectives of the Evaluation

6. CPEs aim to provide the GEF Council with an assessment of results and performance of the GEF supported activities in a country, and of how the GEF supported activities fit into the 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.[30]
- Evaluate the **relevance** and **efficiency** of GEF support in Sri Lanka from several points of view:[31] 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.

7. 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 of national entities (agencies and/or departments, national governments or involved civil society organizations).

Key Evaluation Questions

8. The Joint GEF/Sri Lanka CPE will be guided by the following key questions:

Effectiveness, results and sustainability

h) Is GEF support to Sri Lanka effective in producing results (outcomes and impacts) by focal area at the project and aggregate level?
i) What is the likelihood that objectives will be achieved for those projects that are still under implementation in Sri Lanka?
j) Is GEF support to Sri Lanka effective in producing results related to the dissemination of lessons learned in GEF projects and with partners?

[30] **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.

[31] **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; **Efficiency**: the extent to which results have been delivered with the least costly resources possible.

k) Is GEF support to Sri Lanka effective in producing results which last in time and continue after project completion?
l) 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?
m) Is the GEF support to Sri Lanka effective in linking environmental conservation measures with compatible sustainable livelihood and development activities?
n) Is GEF support to Sri Lanka effective in replicating/up-scaling the successful results it has demonstrated in its projects?

Relevance

f) Is the GEF support relevant to Sri Lanka national environmental priorities and sustainable development needs and challenges?
g) Are GEF and its Agencies supporting the environmental and sustainable development prioritization, country ownership and decision-making processes of Sri Lanka?
h) Is the GEF support to Sri Lanka relevant to the objectives linked to the different Global Environmental Benefits in biodiversity, greenhouse gases, international waters, land degradation, and chemicals focal areas?
i) Is Sri Lanka supporting the GEF mandate and focal areas programs and strategies with its own resources and/or with the support from other donors?
j) Is the relevance of the GEF support to Sri Lanka's national priorities coinciding or clashing with the relevance to the GEF international mandate of achieving Global Environmental Benefits?

Efficiency

f) How much time, effort and financial resources does it take to formulate and implement projects, by type of GEF support modality in Sri Lanka?
g) What role does Monitoring and Evaluation play in increasing project adaptive management and overall efficiency in Sri Lanka?
h) What are the roles, types of engagement and coordination among different stakeholders in project implementation in Sri Lanka?
i) 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?
j) How do the national budget procedures in Sri Lanka affect GEF project proposals preparation and funding?

9. Each of these questions is complemented by indicators, potential sources of information and methods in an evaluation matrix, which is presented in Annex 1. The matrix contains a tentative list of indicators or basic data, potential sources of information, and methodology components.

Scope and Limitations

10. 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, on-going and completed) and implemented by all GEF Agencies in all focal areas, including applicable GEF corporate activities such as the Small Grants

Programme (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 full-size, medium-size or enabling activities.[32]

11. The stage of the project will determine the expected focus of the analysis (see Table 3).

Table 3: Focus of Evaluation According to Stage of Project

Project Status	Focus		On a exploratory basis	
	Relevance	Efficiency	Effectiveness	Results
Completed	Full	Full	Full	Full
Ongoing	Full	Partially	Likelihood	Likelihood
Pipeline	Expected	Processes	n.a.	n.a.

Note: n.a.= not applicable.

12. The GEF does not establish country programs that specify expected achievements through programmatic objectives, indicators, and targets. However, since 2010 the GEF has started 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 country portfolio evaluations that look back up to the start of GEF operations, i.e. sometimes 20 years back. This is why generally CPEs 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 Agencies' 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.

13. GEF support is provided through partnerships with many institutions operating at many levels, from local to national and international level. 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 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.

14. 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 impact 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 towards impact of a sample of mature enough projects (i.e. completed at least since 2 years) will be looked at through field Reviews of Outcome to Impact (ROtI) studies.[33] 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.

[32]The review of selected regional projects will feed in the aggregate assessment of the national GEF portfolio described above.
[33]The field ROtI method will be applied to 3 out of the 6 closed/completed national projects.

15. The inclusion of regional and global projects increases the complexity of this type of evaluations since these projects are developed and approved under different context (i.e. regional or global policies and strategies) than national countries. However, a representative number of regional and global projects in which Sri Lanka participated/s will be included based on criteria such as the relevance of the regional project for Sri Lanka, or the location of the project management unit when it is based in Sri Lanka, among others.

16. Out of the 21national projects, 5 projects have been closed,1 has been completed, 3are being implemented, 2 have been approved by the GEF Council, 3 have been endorsed and 3 have been approved by the GEF Chief Executive Officer (CEO), and 4 have been approved by the GEF Agency.13 Full Size Projects (FSPs) include 3 projects implemented by the World Bank,5by UNDP, 1 by UNEP, 1 by the International Fund for Agriculture Development (IFAD) and 1 by the United National Industrial Development Organization (UNIDO). 1 FSP is jointly implemented by the World Bank and the Asian Development Bank (ADB) and 1 by the World Bank and the International Finance Corporation (IFC). The 2 Medium Size Projects (MSPs) are implemented by UNDP. 6 Enabling Activities (EAs) include 5 projects implemented by UNDP, 1 by UNEP.

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

18. 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 which will be used for the analysis will be of a quantitative nature.

Methodology

19. 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 Center for Poverty Analysis (CEPA)*, i.e. the Evaluation Team, led by a Task Manager from the GEF Evaluation Office. The team includes technical expertise on 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 3-5 years) relationship with GEF support in Sri Lanka. The Operational Focal Point (OFP)in Sri Lanka acts as resource person in facilitating the Sri Lanka CPE process by identifying interviewees and source documents, organizing interviews, meetings and field visits.

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

- 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, global and national environmental indicators;

- Agency levels: country assistance strategies and frameworks, evaluations and reviews;
- Evaluative evidence at 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 OFP 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, SGP and the national UN conventions' 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.

21. The quantitative analysis will use indicators to assess the relevance and efficiency of GEF support using projects as the unit of analysis (that is, linkages with national priorities, time and cost of preparing and implementing projects, etc.) and to measure GEF results (that is, progress towards 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.

22. The Evaluation Team will use standard tools and protocols for the CPEs 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.

23. 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.

24. Quality assurance will be performed at key stages of the process by a Peer Review Panel composed by three independent experts from the *Sri Lanka Evaluation Association (SLEvA)*. 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

25. 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 JSC has been established soon after that mission. Parallel to that, an agreement was reached with SLEvA to set up a national Peer Review Panel to support the evaluation. Furthermore, an agreement was reached within JSC for selecting a qualified national firms and/or institutions to assist the Office with the conduct of the evaluation.

26. 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 emerged between the proposed team of experts and the firm itself, which ultimately led the firm to withdraw from the assignment. Further consultations within the JSC led to the recruitment of CEPA, the 2nd ranked firm, in October 2012, which was briefed and introduced to national GEF stakeholders, to the JSC and the PRP during a third mission that took place in early November 2012. These TOR 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 and co-financing financial information, major objectives and expected (or actual) results, key partners per project, etc.
  - **Country Environmental Legal Framework** which provides an historical perspective of the context in which the 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 and similar), and the international agreements signed by Sri Lanka presented and analyzed through time so 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 System for the Transparent Allocation of Resources (STAR) (biodiversity, climate change and land degradation) and others used in projects documents.
  - **Review of Outcomes to Impact** (ROtI) field studies of 3national projects completed since at least two years, selected in a way to represent results in as many diverse GEF focal areas and GEF Agencies as possible, and strengthen as such the information gathering and analysis on 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 CEPA team the evidence gathered and fill in any eventual information and analysis gaps before getting to 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.[34]During this mission, additional analysis, meetings, document reviews and/or field work might be undertaken as needed;
- Conduct a national **Stakeholder Consultation Workshop** with participation of the Government representatives and other national stakeholders, including project staff, donors and GEF Agencies, to present and gather stakeholders' feedback on the main Joint GEF/Sri Lanka CPE preliminary findings contained in the Aide Mémoire, and proceed to the

[34] The Aide Mémoire will be circulated by the JSC, who will also send it out to GEF stakeholders with the invitation to the final consultation workshop.

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 eventual errors of facts or analysis in case these are supported by adequate additional evidence brought to the attention of the Evaluation Team;

- Prepare and circulate to stakeholders and to the JSC and PRP 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.

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

Key Milestones

28. 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 TOR and evaluation matrix	Completed in November 2012
Quality control/peer review, finalization and disclosure of TOR	Completed in December 2012

29. The key milestones of the upcoming evaluation phase are presented here below:

Milestone	Deadline
Launching 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 3ROtI 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 outtoPRP and to GEF stakeholders	June 15, 2013
Incorporating comments received from PRPandGEF stakeholders in the final report	July31, 2013

Report Outline

28. The Joint GEF/Sri Lanka CPE report will be a concise, stand-alone document organized along the following general table of contents:

VOLUME 1
Main Report

CHAPTER 1. Main Conclusions and Recommendations
Background
Objectives, scope and methodology
Conclusions
- Effectiveness and results
- Relevance
- Efficiency

Lessons
Recommendations

CHAPTER 2. Evaluation framework
Background
Objectives and scope
Methodology
Limitations

CHAPTER 3. Context
General description
Environmental resources in key GEF support areas
The environmental legal and policy framework in Sri Lanka
The Global Environmental Facility: general description

CHAPTER 4. The GEF portfolio in Sri Lanka
Defining the GEF portfolio
Activities in the GEF portfolio
Evolution of GEF support by focal area and by GEF agency
Corporate, regional and global programs

CHAPTER 5. Results of GEF Support to Sri Lanka
Global environmental impacts
Catalytic, up-scaling and replication effects
Institutional sustainability and capacity building
Results by GEF focal area

CHAPTER 6. Relevance of GEF support to Sri Lanka
Relevance of GEF support to the Sri Lankan environmental priorities and sustainable development needs and challenges
Relevance of GEF support to national action plans within GEF focal areas
Relevance of GEF support to the achievement of global environmental benefits

CHAPTER 7. Efficiency of GEF support to Sri Lanka
Time, effort, and financial resources required for project formulation
Coordination and synergies
Monitoring and evaluation for project adaptive management
Roles and responsibilities among different stakeholders in project implementation
The GEF Focal Point mechanism in Sri Lanka
Learning

ANNEXES

A. Country Response
B. Peer Review Panel statement
C. Country-specific Terms of Reference
D. Evaluation matrix
E. Interviewees
F. Sites visited
G. Workshop participants
H. GEF portfolio in Sri Lanka
I. Bibliography

VOLUME 2
Technical documents

A. Country Environmental Legal Framework
B. Global Environmental Benefits Assessment
C. Review of Outcomes to Impact study 1
D. Review of Outcomes to Impact study 2
E. Review of Outcomes to Impact study 3

Annex D: Evaluation Matrix

Questions	Indicators	Sources of information	Method
Effectiveness, results and sustainability			
a) Is GEF support to Sri Lanka effective in producing results (outcomes and impacts) by focal area at the project and aggregate level?	Overall project and aggregate outcomes and impacts of GEF support	Project staff and beneficiaries, national and local government representatives	Focus groups and individual interviews
		ROtI studies, terminal evaluations	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
b) 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, agencies' project databases, GEF agency staff, project staff	project review protocols, portfolio analysis, desk review, interviews, and field visits
c) 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, and so on), 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 (i.e other environmental, coastal, tourism, industrial plans) to mainstream lessons from GEF projects.	project staff and beneficiaries, national and local government representatives civil society staffs (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, and so on), ROtI studies, project staffs and beneficiaries, national and local government representatives	Desk review, ROtI methodology, GEF portfolio and pipeline analysis
d) Is GEF support to Sri Lanka effective in producing results which last in time and continue after project completion?	Observed ability of delivering global environmental benefits beyond completion of GEF support for over 1 year	Evaluation reports, ROtI studies, project staffs and beneficiaries, national and local government representatives	Desk review, meta-evaluation, project review protocols, ROtI methodology, GEF portfolio, stakeholder consultations
	Availability of financial and technical resources (from government and other sources) to carry out	Project reviews, project staffs and beneficiaries, national and local government representatives	Desk review, ROtI methodology, stakeholder consultations

Questions	Indicators	Sources of information	Method
	the interventions beyond GEF funding		
	Ownership of projects by local institutions or by beneficiary groups continuing to engage with the interventions – a minimum 1year after GEF funding has ended.	Project reviews, project staffs and beneficiaries, national and local government representatives	Desk review, ROtI methodology, stakeholder consultations
e) 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 staffs and beneficiaries, national and local government representatives	Project review protocols, stakeholder consultations
f) Is the 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 staffs and beneficiaries, national and local government representatives	Project review protocols, stakeholder consultations
	Evidence of livelihood improvements (increase in the number of income generating options, income, savings and assets) among communities who are dependent on natural resources	Project-related reviews, ROtI studies, project staff and beneficiaries, national and local government representatives, and civil society representatives	Project review protocols, meta-evaluation, ROtI methodology, GEF portfolio and pipeline analysis
	% allocated for livelihood support from the total support	Project-related evaluations and reviews, ROtI studies	ROtI methodology, desk review, project review protocols
g) Is GEF support to Sri Lanka effective in replicating/up-scaling the successful results it has demonstrated in its projects?	Institutions continue the projects or use lessons to provide services and interventions Other organisations/stakeholders lend their support to these initiatives Evidence of an increase in the use of similar interventions in the same areas or through projects that have been developed based on these findings	SGP documents, portfolio data, NGO staffs, project staff and beneficiaries, national and local government representatives	Project review protocols, meta-evaluation, ROtI methodology, GEF portfolio and pipeline analysis Focus groups and individual interviews – including GEF SGP
Relevance			
a) Is the GEF support relevant to Sri Lanka national	GEF support is within the Sri Lankan environmental priorities and sustainable	Sri Lankan environmental and sustainable development policies, strategies and action plans. The environmental legal	Desk review, GEF portfolio analysis by focal area, agency, modality, and project status (national), selected key person

Questions	Indicators	Sources of information	Method
environmental priorities and sustainable development needs and challenges?	development agendas (over time with different agendas – i.e path to sustainable development, Mahinda Chintanaya) 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 assist the country to achieve its priority sustainable development objectives (i.e BAP, CC adaptation strategy)	framework in Sri Lanka	interviews
		Project-related documentation (project document and log frame, implementation reports, terminal evaluations, terminal evaluation reviews), PMIS, agencies' project databases	
		Country environmental legal framework	
b) 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 Co-financing rate (from Government, private sector and/or civil society).	Available databases (global such as World Bank, ADB, other international agencies; and national, such as Ministry of Finance and planning, Department of Census and Statistics, Central Bank, Environment Ministry)	Desk reviews and meta-analysis of evaluation of financing information of government, donors, private and civil society documents
	GEF support has Sri Lankan ownership and is country based (i.e. project design and implementation by in-country national institutions)	Project design and implementation documents, Government officials, agencies' staff, donors, and civil society representatives.	Desk review, stakeholder consultation (focus group discussions, individual interviews)
	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)	STAR/RAF documents, project-related documentation	Literature review, timelines, historical causality, etc.
		Country environmental legal framework	
c) Is the GEF support to Sri Lanka relevant to the objectives linked to the different Global Environmental Benefits in biodiversity, greenhouse gases, international waters, land degradation, and	GEF outcomes and impacts are in line with the Global Benefit Index (for biodiversity and climate change) and to other global indicators for greenhouse gases, POPs, land degradation, and international waters	National action plans to respond to Conventions and reference/links in the RAF, STAR documents.	Desk review, project field visits, project review protocols
		Global environmental benefits assessment	Literature review
	GEF support linked to meeting national commitments to the international environmental conventions such as UNFCCC, CBD, POPs in the time frames expected in the commitments	Project-related documentation (project document and logframe, implementation reports, terminal evaluations, terminal evaluation reviews, and so on), PMIS, agencies' databases	GEF portfolio analysis by focal area, agency, modality, and project status

Questions	Indicators	Sources of information	Method
chemicals focal areas?		Global environmental benefits assessment	Literature review
		Government officials, agencies' staff, donors and civil society representatives	Stakeholder consultation (focus groups, individual interviews)
d) Is Sri Lanka supporting the GEF mandate and focal areas 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 2 instance 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, agencies' databases	
		GEF Secretariat and GEF agencies' technical staff	Individual interviews
		Global environmental benefits assessment	Literature review
		Country environmental legal framework	Literature review, timelines, historical causality, etc.
	Level of funding from Sri Lankan Government for GEF projects	National allocations for related projects (Government, Ministry of Environment records)	Government documents and interviews with government officials
e) Is the relevance of the GEF support to Sri Lanka's national priorities coinciding or clashing with the relevance to the GEF international mandate of achieving Global Environmental Benefits?	Alignment of GEBs to national sustainable development priorities (i.e. encouraging economic development and poverty alleviation in a sustainable manner)	Comparison of country context/national development strategies and GEB (through country context and GEB assessment)	Desk review
		Government officials, agencies' staff, donors and civil society representatives	Stakeholder consultation (focus groups, individual interviews, national workshop)
	Contribution of GEF projects to support or integrate environment objectives into the larger development agendas (such as regaining Sri Lanka and Mahinda Chintanaya).	Project-related documentation, STAR/RAF strategy documents	GEF portfolio analysis
		Government officials, agencies' staff, donors and civil society representatives	Stakeholder consultation (focus groups, individual interviews, national workshop)
		Country environmental legal framework	Literature review, timelines, historical causality, etc.
	Alignment of externally funded projects to meeting local/regional sustainable development priorities and needs	Government officials, agencies' staff, donors and civil society representatives	Stakeholder consultation (focus groups, individual interviews, national workshop)
Efficiency			
a) How much time, effort and financial resources does it take to formulate and implement projects, by type of GEF support modality in Sri	Process indicators: processing timing (according to project cycle steps), preparation and implementation cost by type of modalities etc.	Project-related documentation (project document and logframe, implementation reports, terminal evaluations, terminal evaluation reviews), PMIS, agencies' databases	Desk review, GEF portfolio analysis, timelines
	Project dropouts and cancellations	GEF Secretariat and agencies' staff and	Individual interviews, field visits, project review protocols

Questions	Indicators	Sources of information	Method
Lanka?		government officials, GEF focal point	
	GEF vs. co-financing	National and local government officials, donors, NGOs, beneficiaries	
b) What role does Monitoring and Evaluation play in increasing project adaptive management and overall efficiency in Sri Lanka?	Evidence of use of M&E information to steer the project towards achieving results	Project-related documentation – especially progress reports and learning	Desk reviews GEF portfolio analysis, interviews with GEF agencies, focal point
	Project learning provides information for decisions for future projects, programmes, policies and portfolios	Project termination reports, policy makers/government officials, GEF Secretariat and agencies staff, project reports	Desk review, interviews with GEF agencies, focal point
c) 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, and GEF OFP staff	Interviews, field visits, institutional analysis
d) 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?	Acknowledgments 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	
e) How do the national budget procedures in Sri Lanka affect GEF project proposals 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 E: Interviewees

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

Anura Jayathilleke, Director General – South Asia Co-operative Environment Programme (SACEP)

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 - GEF ID 2753

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

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

Dr. B.M.S. Batagoda, Deputy Secretary to the Treasury, Ministry of Finance and Planning, and Co-chair of the Joint Steering Committee of the Joint Sri Lanka/GEF Country Portfolio Evaluation

Dr. 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, Rainforest Project - GEF ID 818

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-PAM&WC project, Department of Wildlife Conservation–GEF ID 878

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

Prof. Nilanthi Bandara, Professor of University of Sri Jayewardenepura/President SLEVA and Chair of the Peer Review Panel of the Joint Sri Lanka/GEF Country Portfolio Evaluation

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, Environnemental 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 and a Member of the Peer Review Panel of the Joint Sri Lanka/GEF Country Portfolio Evaluation

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

ANNEX F: 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

Contributing to the Conservation of the Unique Biodiversity in the Threatened Rain Forests of Southwest Sri Lanka Project (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 Management and Wildlife Conservation Project (GEF ID – 878)

Eerige Oya village (Polonnaruwa District), April 09, 2013

Katukeliyawa village (Polonnaruwa District), April 09, 2013

Minneriya National Park (Polonnaruwa District), April 09, 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 Project (GEF ID – 104) and Renewable Energy for Rural Economic Development Project (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 G: Workshop Participants

Pre-evaluation Stakeholder Meeting, February 13, 2012, Ministry of Environment

A.A. Kulathunga, National Consultant – Climate Change and Land Degradation, GEF NPFE

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

Dr. 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

P.R. Attygalle, Consultant - Environnent & Natural Resource Management

Prof. Buddhi Marambe, Professor- Weed Science & Director/Agriculture Education Unit (AEU), Faculty of Agriculture, University of Peradeniya

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

Prof. 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

Scoping - Stakeholder Meeting, August 08, 2012, Ministry of Environment

A.A. Kulathunga, National Consultant – Climate Change and Land Degradation, GEF NPFE

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

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

Dr. Erandathie Lokupitiya, Senior Lecturer, University of Colombo

Dr. 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 - Environnent & Natural Resource Management

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

Prof. Athula Perera, Senior Lecturer, University of Peradeniya

Prof. Buddhi Marambe, Professor - Weed Science & Director/Agriculture Education Unit (AEU), Faculty of Agriculture, University of Peradeniya

Prof. Devaka Weerakoon, University of Colombo

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

Prof. Nilanthi Bandara, Professor of University of Sri Jayewardenepura/President SLEVA – Chair of the Peer Review Panel of the Joint Sri Lanka/GEF Country Portfolio Evaluation

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

Prof. W.L. Sumathipala, Professor, Open University

R. Semasinghe, Additional Director General, Department of Customs

R.M.S. Bandara, Head - Land Slides, NBRO

Rupika Bakmeeedeniya, 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, Environnemental 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 (TCP)

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

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

Wasantha Samaraweera, Additional Secretary, Ministry of Disaster Management

ROtI Workshop, February 07, 2013

Energy Services Delivery (GEF ID 104) Project and Renewable Energy for Rural Economic Development (GEF ID 1540) Project

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 Subasisnghe, Vice President – Corporate Banking, DFCC Bank

Contributing to the Conservation of the Unique Biodiversity in the Threatened Rain Forests of Southwest Sri Lanka Project (GEF ID 818)

H.G. Gunawardena, Former National Project Coordinator, Rainforest Project - GEF ID 818

Mohan Heenatigala, Assistant Conservator of Forests, Forest Department

Protected Areas Management and Wildlife Conservation Project (GEF ID 878)

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

Lakshman Peiris, Assistant Director, Department of Wildlife Conservation

Others

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

Workshop with GEF SGP Grantees, April 01, 2013

Ven. Poruwedanade SumanaThero, 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

KamyMelvani, Neo Synthesis Research Centre

Sunanda, Sri Lanka Nature Forum

W.M. Thilakeratne, Arunalu Community Development Centre

Tharanga S. Bandara, HEDO - Deraniyagala

Nadeeka Amarasinghe, HECP - O

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

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, and a Member of the Evaluation Team of the Joint Sri Lanka/GEF Country Portfolio Evaluation

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ANNEX H: All GEF Projects from 1991 - 2012

National Projects

GEF_ID	Agency	Focal Area	Type	GEF Phase	Name	Status	GEF grant (US$)*	Co-financing (US$)*
95	World Bank	BD	FSP	GEF - 1	Conservation and Sustainable Use of Medicinal Plants	Completed	4,915,000	500,000
104	World Bank	CC	FSP	GEF - 1	Energy Services Delivery	Completed	5,900,000	49,400,000
309	UNDP	CC	FSP	GEF - 1	Enabling Sri Lanka to fulfill its commitments to the UNFCCC	Completed	110,000	
352	UNDP	BD	FSP	Pilot Phase	Development of Wildlife Conservation and Protected Areas Management	Completed	4,087,130	5,243,672
425	UNDP	CC	FSP	GEF - 1	Renewable Energy and Capacity Building	Completed	1,531,600	494,040
802	UNDP	BD	FSP	GEF - 2	Conservation of Biodiversity through Integrated Collaborative Management in Rekawa, Ussangoda, and Kalametiya Coastal Ecosystems	Completed	749,670	1,360,000
811	UNDP	BD	FSP	GEF - 2	Participation in the Clearing House Mechanism of the CBD	Completed	8,250	
818	UNDP	BD	FSP	GEF - 2	Conservation of Globally Threatened Species in the Rainforests of Southwest Sri Lanka	Completed	749,713	226,000
878	World Bank/ADB	BD	FSP	GEF - 2	Protected Areas and Wildlife Conservation Project	Completed	10,530,000	24,600,000
1008	UNDP	CC	FSP	GEF - 2	Climate Change Enabling Activity (Additional Financing for Capacity Building in Priority Areas)	Completed	100,000	
1545	World Bank	CC	FSP	GEF - 2	Renewable Energy for Rural Economic Development	Completed	8,000,000	125,700,000
1777	UNEP	POPs	FSP	GEF - 2	Enabling activities for the Stockholm Convention on Persistent Organic Pollutants (POPs): National Implementation Plan for Sri Lanka	Completed	495,000	25,000
2753	IFAD	MFA	FSP	GEF - 3	Participatory Coastal Zone Restoration and Sustainable Management in the Eastern Province of Post-Tsunami Sri Lanka	Under Implementation	7,269,915	7,569,450
2417	UNDP	MFA	FSP	GEF - 3	National Capacity Needs Self-Assessment (NCSA) for Global Environmental Management	Project Closure	200,000	20,750
2996	World Bank/IFC	CC	FSP	GEF - 3	Portfolio Approach to Distributed Generation Opportunity (PADGO) (Phase 1)	Under Implementation	3,600,000	18,781,537
2472	UNDP	BD	FSP	GEF - 4	Strengthening Capacity to Control the Introduction and Spread of Alien Invasive Species	Under Implementation	1,955,000	3,415,000
4096	UNDP/FAO	CC	FSP	GEF - 4	Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies	Under Implementation	2,070,250	17,153,710
4114	UNIDO	CC	FSP	GEF - 4	TT-Pilot (GEF -4): Bamboo Processing for Sri Lanka	Under Implementation	2,455,000	21,297,000
4150	UNEP	BD	FSP	GEF - 4	Mainstreaming Agro biodiversity Conservation and Use in Sri Lankan Agro-ecosystems for Livelihoods and Adaptation to Climate Change	Under Implementat	1,545,455	2,590,000

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4501	GEFSEC	MFA	FSP	GEF - 5	GEF National Portfolio Formulation Document	Project Closure	30,000 0	
4609	UNDP	CC	FSP	GEF - 5	Strengthening the Resilience of Post Conflict Recovery and Development to Climate Change Risks in Sri Lanka	Council Approved	3,721,818	57,266,000
4997	UNDP	BD	FSP	GEF - 5	National Biodiversity Planning to Support the Implementation of the CBD 2011-2020 Strategic Plan	CEO Approved	200,000	271,000
5031	UNDP	MFA	FSP	GEF - 5	Ensuring global environmental concerns and best practices mainstreamed in the post-conflict rapid development process of Sri Lanka through improved information management	Pending	No data	
Total					**23 projects**			

Note: BD – Bio-Diversity; CC – Climate Change; POP – Persistent Organic Pollutant; MFA – Multi-focal; FSP – Full size; EA – Enabling Activity; MSP – Medium Scale
Some enabling activities such as the national communications to the CBD reports state that they were funded byGEF. However Project ID numbers,grant amounts etc were not available and have not been reported in this table.
* grant and co-financing figures are allocated amounts
Source: Initial list compiled from GEF MIS and project documents, with updated status by the focal point in April 2013. Projects listed are those that had gone into the GEF project cycle before Dec 2012.

National Projects Dropped

GEF_ID	Agency	Focal Area	Type	GEF Phase	Name	Status
2248	UNDP	CC	MSP	GEF - 3	Dendro-Thermal Power Pilot Project for Off-grid Electrification	Dropped
3184	FAO	CC	MSP	GEF - 4	Reducing Greenhouse Gas Emissions by Promoting Bio energy Technologies for Heat Applications	Dropped
Total					**2 projects**	

Regional Projects

GEF_ID	Agency	Focal Area	Type	GEF Phase	Name	Status	GEF grant (US$)*	Co-financing (US$)*
1259	UNEP	BD	FSP	GEF - 3	In-situ Conservation of Crop Wild Relatives through Enhanced Information Management and Field Application	Completed	5,827,025	6,176,969
1252	FAO/World Bank	IW	FSP	GEF - 3	Bay of Bengal Large Marine Ecosystem	Under Implementation	12,082,100	18,911,400
1902	UNEP	BD	FSP	GEF - 4	Development and Application of Decision-support Tools to Conserve and Sustainably use Genetic Diversity in Indigenous Livestock and Wild Relatives	Under Implementation	1,982,770	3,971,000
	Total				**3 projects**			

Note: BD – Bio-Diversity; CC – Climate Change; POP – Persistent Organic Pollutant; MFA – Multi-focal; FSP – Full size; EA – Enabling Activity; MSP – Medium Scale
* grant and co-financing figures are allocated amounts for the whole regional projects and specific amounts allocated for Sri Lanka are not known
Source: Initial list compiled from GEF MIS and project documents, with updated status by the focal point in April 2013. Projects listed are those that had gone into the GEF project cycle before Dec 2012.

Regional Projects Dropped

GEF_ID	Agency	Focal Area	Type	GEF Phase	Name	Status
1390	UNIDO	POPs	FSP	GEF - 2	Production and Promotion of Neem-derived Bio pesticides as a Viable, Eco-friendly/biodegradable Alternative to POPs Pesticides in Asia and the Pacific Region	Dropped
1891	UNEP/ FAO	CC	FSP	GEF - 3	Reducing Greenhouse Gas Emissions by Promoting Bio energy Technologies for Heat Applications	Dropped
1988	UNEP	BD	MSP	GEF - 3	Integrating Economic Values into Protected Area Management in South Asia	Dropped
1997	UNEP	CC	MSP	GEF - 3	Energy and Environmental Efficiency Improvement of Urban Transport System in Selected Asian Countries	Dropped
2075	UNEP	CC	MSP	GEF - 3	Developing a Sustainable and Environmentally Sound Transport System for Three South Asian Cities	Dropped
2125	UNEP	BD	FSP	GEF - 3	Development and Application of Decision-support Tools to Conserve and Sustainably Use Genetic Diversity in Indigenous Livestock and Wild Relatives	Dropped
2628	UNEP	POPs	FSP	GEF - 3	DSSA Demonstrating and Scaling up Sustainable Alternatives to DDT and Strengthening National Vector Control Capabilities in South East Asia and Pacific	Dropped
4879	UNEP	P	FSP	GEF - 5	Sub-regional Action Plan (Asia) for PBDEs Management and Reduction	CEO PIF Rejection
	Total				**8 projects**	

Global Projects

GEF_ID	Agency	Focal Area	Type	GEF Phase	Name	Status	GEF grant (US$)*	Co-financing (US$)*
875	UNEP	BD	EA		Development of National Bio safety Frameworks (Not showing in GEF Database but referenced in document)	Completed	N/A	N/A
1281	UNEP	CC	FSP	GEF - 2	Solar and Wind Energy Resource Assessment	Completed	6,512,000	2,508,000
1599	UNEP	CC	MSP	GEF - 3	Development of a Strategic Market Intervention Approach for Grid-Connected Solar Energy Technologies (EMPower)	Completed	975,000	800,000
3514	UNDP	MFA	FSP		4th Operational Phase of the GEF Small Grants Programme (RAF1)	Completed	13,647,498	
3808	UNEP/FAO	BD	FSP	GEF - 4	Mainstreaming Biodiversity Conservation and Sustainable Use for Improved Human Nutrition and Well-being	IA Approved	5,517,618	29,552,314
3871	UNDP	MFA	FSP	GEF - 4	4th Operational Phase of the GEF Small Grants Programme (RAF2)	CEO Endorsed	45,211,963	44,500,000
4678	UNDP	MFA	FSP	GEF - 5	Fifth Operational Phase of the GEF Small Grants Program - Implementing the program using STAR Resources II	Council Approved	25,528,847	25,530,000
4829	UNEP	LD	FSP	GEF - 5	Support to GEF Eligible Parties for Alignment of National Action Programs and Reporting Process under UNCCD	CEO Endorsed	2,830,000	2,750,000
4930	UNEP	BD	FSP	GEF - 5	Enhancing the Conservation Effectiveness of Sea grass Ecosystems Supporting Globally Significant Populations of Dugong Across the Indian and Pacific Oceans Basins (Short Title: The Dugong and Sea grass Conservation Project)	Council Approved	4,902,272	17,822,950
	Total				**9 projects**			

Note: BD – Bio-Diversity; CC – Climate Change; POP – Persistent Organic Pollutant; MFA – Multi-focal; FSP – Full size; EA – Enabling Activity; MSP – Medium Scale; N/A Not Available
Source: Initial list compiled from GEF MIS and project documents, with updated status by the focal point in April 2013. Projects listed are those that had gone into the GEF project cycle before Dec 2012.
* grant and co-financing figures are allocated amounts for the whole regional projects and specific amounts allocated for Sri Lanka are not known

Global Projects Dropped

GEF_ID	Agency	Focal Area	Type	GEF Phase	Name	Status
2432	UNEP	BD	FSP	GEF - 3	Implementing the Global Strategy for Plant Conservation: identification of threatened plant species and protection of important plant areas in six priority countries	Dropped
4192	UNEP	POPs	FSP	GEF - 4	Development of Emission Factors for Forest Fires and Open Burning of Agricultural Wastes (rice and sugar cane) in Developing Countries	Dropped
	Total				2 projects	

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